

This program represents a lower growth policy for the City than existing zoning and development policies. In contrast to the high growth policy which allows a maximum development of 133,970 dwelling units (and an estimated 245,300 people), the moderate growth policy allows for the ultimate attainment of 93,650 units with a population of 190,800. In order to direct growth to appropriate areas, the moderate growth alternative proposes a reduction of development intensity in some areas and advocates increases in other areas. This method would necessitate the utilization of a variety of implementation techniques to accomplish the desired goals and objectives of the City.

Existing land utilization throughout Glendale is considerably less than the existing zoning patterns would permit. While adequate to meet existing needs, many public services and facilities are not sufficiently developed to meet the demands of the zoned potential. An underlying precept of the moderate growth plan is to allow time for services to be upgraded to accommodate future growth and development. Without the attainment of an adequate level of services, severe ramifications related to the socio-economic and environmental conditions would result. Examples of these ramifications are inadequate recreation facilities, storm drains, sewers, fire and police protection, and unabated pollution, as well as actual or perceived environmental and social incompatibility. The proposed policy reflects a growth plan less intensive than existing zoning but more intensive than existing land use.

New land use classifications to be applied to the mountainous areas are introduced in this alternative. These classifications include open space requirements and link density to existing topography. These classifications account for approximately 32 percent of residentially zoned land in the City.

In contrast to the high growth plan which is designed to provide for 48 percent of the population to reside in the high and very high density categories, this plan advocates only 19 percent in these categories. A substantial amount of residential land use is allocated in the medium and moderate density categories in order to provide for densities which are commensurate with existing land use and service system capabilities. These categories also reflect recent development trends of multiple family housing.

Commercial acreage is indicated to be greater in this alternative than in either the high or low growth alternatives. The primary reason for this is that the commercial category includes both commercial retail centers and commercial service districts which provides for community services of an industrial nature. The moderate growth policy emphasizes the development of industrial parks, as opposed to general industrial areas, an emphasis which is not featured in the other growth alternatives.

Recreation/open space acreage experiences a modest increase throughout the course of the plan. This increase is based on the parks and open space recommendations in the adopted 1990 Open Space, Recreation and Conservation General Plan Elements.

## LOW GROWTH

The low growth policy proposes a limited increase in the City's population and housing stock. Such a policy would encourage the continuation of existing land use densities and patterns while discouraging concentrated large scale developments. The City would remain virtually "as is" with limited development permitted only in defined areas.

If developed to maximum density standards per existing ordinances (High Growth Alternative), the City could have as many as 133,970 housing units and a population of 245,300. These figures differ significantly from the figures indicating existing land use inasmuch as the current number of housing units is 58,743, while the present population is approximately 136,600. The low growth policy would limit growth to conform to existing land use rather than promote the tremendous growth potential present zoning allows.

Much of the growth that is expected in the course of this alternative will be the filling in of vacant single family parcels and limited construction of multiple units in predominant apartment areas where a few isolated single family dwellings remain. A very low density standard in mountain areas is greater than the moderate growth policy. Figure 10 indicates the growth recommended in this plan.

**FIGURE 10  
LOW GROWTH POLICY ALTERNATIVE**

LAND USE	NET ACRES	ESTIMATED DEVELOPABLE CAPACITY	ESTIMATED DWELLING UNIT CAPACITY	ESTIMATED POPULATION CAPACITY
<b>Residential:</b>				
Very Low Density	4,411	6,620	16,600	
Low Density	4,021	23,320	58,300	
Moderate Density	789	15,780	31,600	
Medium Density	840	25,200	44,100	
High Density	100	4,500	6,800	
 Commercial	728			
Light Industrial	365			
Industrial Parks	109			
Recreation/Open Space	5,012			
 <b>TOTAL</b>	<b>16,375</b>		<b>75,420</b>	<b>157,400</b>

Implementation of a low growth plan would require a major administrative effort on the part of the City to limit growth to desired levels. Stringent growth controls such as permit moratoria would be necessary to effectuate such a plan.

This alternative would require downzoning on a large scale as much of the City is zoned for higher densities than presently exist. Associated with this procedure would be the related administrative, political and economic impacts implicit with wholesale downzoning. However, such a process would greatly reduce the allowable density throughout the City.

## E. POPULATION PROJECTIONS

### Introduction

The purpose of this section is to provide data for the establishment of policy on the subject of population growth in the City of Glendale, an integral part of the Land Use Element.

Future numbers of people (i.e., population growth or decline) is one of the most significant issues to be faced in the allocation of land for future residential uses – the primary user of urban space and for commercial and industrial allocation. This function is one of the major purposes of a land use plan, the other being the allocation of sufficient and well located sites to provide for other necessary urban functions, including: the establishment and maintenance of a competitive economic position; sufficient employment and recreation opportunities; cultural experiences; and, an aesthetic, functional and safe environment. The anticipated population under a number of selected scenarios is also a necessary component for the development of alternative growth policies. Specifically, Section 65302(a) of the State Planning Law, includes the following in its description of the required Land Use Element:

"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."

### Analysis

Whatever the inherent advantages and disadvantages of population growth, a definite city policy will be required on the issues of population and its spatial distribution. Population growth in any amount will require expansion into the undeveloped hill areas and/or the recycling of our present residential neighborhoods into areas of higher density.

Prior to developing alternative strategies for future growth, it is necessary to assess past trends and the future of population change under current forces, i.e., if present trends continue.

Two key determinants of population growth are: (1) the rate of natural increase (the number of births less the number of deaths); and (2) the rate of in-migration and out-migration (the number of people moving in the City less the number of people moving out of the City).

### Natural Increase

The birthrate for the City of Glendale has been declining since 1960 to such a degree that in 1973 the death rate exceeded the birthrate, as illustrated in the following figure:

**FIGURE 11  
NATURAL INCREASE (1940-1973)**

YEAR	LIVE BIRTHS/ 1,000 POPULATION	DEATHS/1,000 POPULATION
1940	13.5	11.1
1945	17.0	10.3
1950	15.7	9.6
1955	17.3	10.8
1960	18.8	11.6
1965	16.1	11.6
1970	15.8	11.5
1971	13.3	11.8
1972	12.0	11.5
1973	11.5	12.0

**Source: Los Angeles County Health Department, Division of Records and Statistics.**

### In- and Out-Migration

While migration factors can never be completely and accurately measured, certain measurement techniques are available. The most acceptable is to project population from a base year in accordance with natural increase data (Cohort Survival). These data are then compared to the actual or estimated population of a given year, the difference is then due to migration factors. If the population is lower than anticipated, a new out-migration occurred during the period. If the population was higher than anticipated, a net in-migration occurred. As can be observed from Figure 12, except for one period, 1945-49, Glendale has consistently experienced an in-migration of individuals.

### Population Trends

The population of the City of Glendale since its incorporation on February 5, 1906, has exhibited a growth trend throughout its history. This trend has been measured by the decennial census conducted by the U.S. Department of Commerce and estimated since 1970 in the Planning Division's Population and Housing Quarterly Report.

For general information purposes, Figure 14 identifies the distribution of population by age and sex for each of Glendale's nine communities.

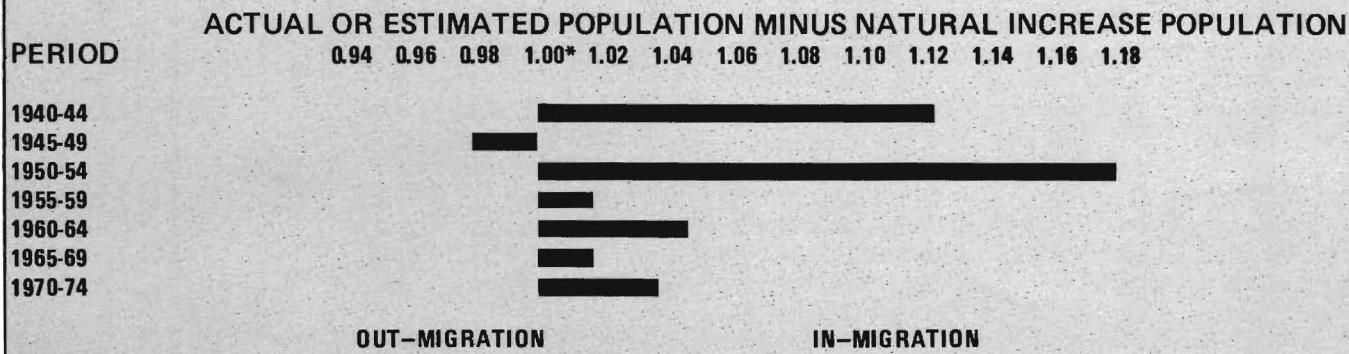
### Alternative Scenarios

For the purposes of this report, three alternative population projections or scenarios have been developed.

The first scenario, designated as Series I, assumes a growth rate averaging 1 percent annually (high growth alternative), which would result in the present trends theory continuing without any of the controls necessary to achieve a low or moderate growth policy.

The second scenario, designated as Series II, assumes a continuation of a moderate but stable growth in population and may be referred to as either "present trends continuing" or the "moderate growth alternative." This would approximate a growth rate of 0.6 percent per year, compatible with the rate currently existing and with the growth anticipated by the previously discussed moderate growth policy.

**FIGURE 12**  
**IN- AND OUT-MIGRATION (1940-1974)**



\*1.00 represents an equilibrium population, i.e., in-migration equals out-migration.

Source: Los Angeles County Health Department and Regional Planning Commission and Glendale Planning Division

The third scenario assumes a growth rate of approximately 0.2 percent (low growth alternative). The resultant projections are herein designated as Series III. Figures 15 through 18 illustrate each of these projections for five-year increments commencing in 1970 and ending with 1990. Five year age intervals for the City's populace are also utilized. In summary, the alternative scenarios provide the following total population alternatives; using 1970 as the base year. (See Figure 15)

Figure 19 illustrates the three scenarios discussed as well as two other methods of population projection. The Cohort-Survival method projects population solely on the basis of birth and death rate of the base population and does not allow for in- or out-migration in the basic formula. The area capacity method assumes that land will be utilized as planned or zoned although at a decreasing rate. The largest number of people that could be accommodated (maximum capacity) by the plan or zoning is a key factor in this latter formula. The projection shown is based on the effectuation of the Land Use Element amended in 1968, which generally reflects current zoning in the City of Glendale. This area capacity method provides for the greatest population growth, exceeding 181,000 by 1990. Without in- or out-migration factors, the Cohort-Survival method provides the lowest growth rate -- 136,500 by 1990.

Series I approaches the area capacity projection with 162,000 persons by 1990. Series III provides for a very low rate of in-migration with an estimate of approximately 138,000 by 1990, just 1,500 people over the natural increase.

Series II represents a moderate or middle of the road estimate, allowing for an average maximum in-migration rate of  $660 \pm$  persons annually between 1970 and 1990, for a total 1990 population of 149,600.

These alternative scenarios have implications on housing unit need, school facilities needs and service requirements. These costs will be discussed in other sections of this document prior to the development of recommended strategies to achieve the desired or recommended rate of growth.

**FIGURE 13**  
**POPULATION TRENDS (1910-1975)**

DATE	POPULATION	ANNUAL CHANGE
April 1, 1910	2,746	—
April 1, 1920	13,536	17.3%
April 1, 1930	62,736	16.6%
April 1, 1940	82,582	2.8%
April 1, 1950	95,702	1.5%
April 1, 1960	119,442	2.2%
April 1, 1970	132,664	1.1%
April 1, 1971	132,175	-0.4%
April 1, 1972	132,738	0.6%
April 1, 1973	133,551	0.6%
April 1, 1974	134,572	0.7%
April 1, 1975	137,372	2.1%

Source: 1910-1970 U.S. Census; 1971-1976 City of Glendale Population and Housing Quarterly Report.

**FIGURE 15**

	SERIES I (HIGH)	SERIES II (MODERATE)	SERIES III (LOW)
1970*	132,752	132,752	132,752
1975**	139,650	136,750	134,000
1980	146,750	141,000	135,050
1985	154,200	145,250	136,450
1990	161,900	149,600	137,900

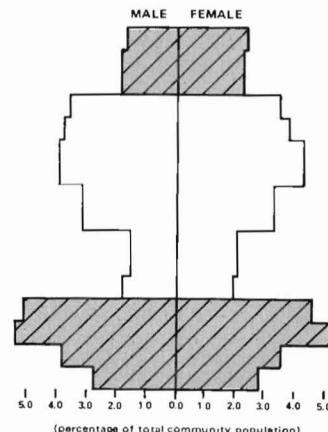
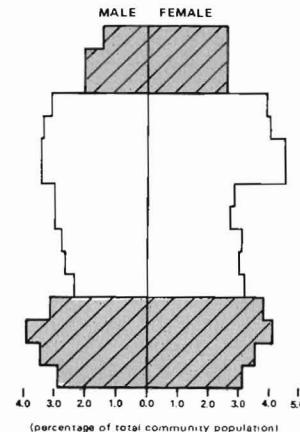
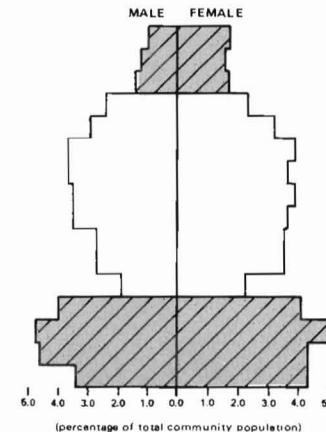
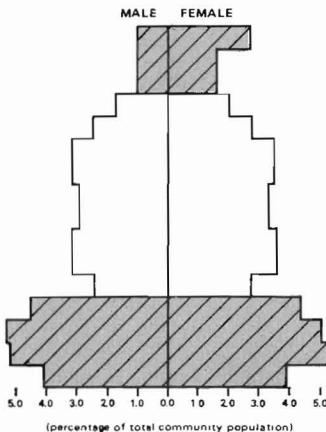
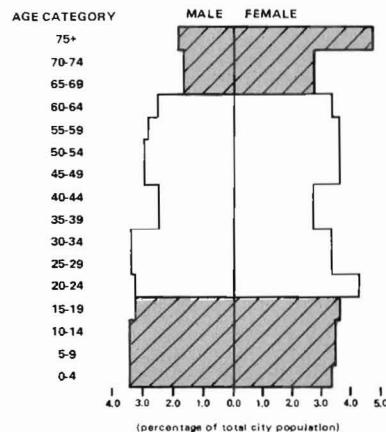
\*U.S. Census 1970, subsequently revised to 132,664; since age categories were not similarly revised, the earlier data was used.

\*\*The January 1, 1975 City population estimate (Quarterly Report) was 136,599.

**FIGURE 14**  
POPULATION DISTRIBUTION BY AGE AND SEX

 DEPENDENT POPULATION

Source: 1970 Census of Population



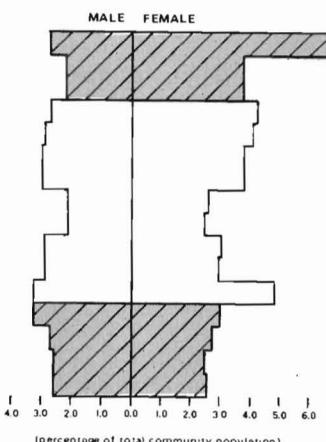
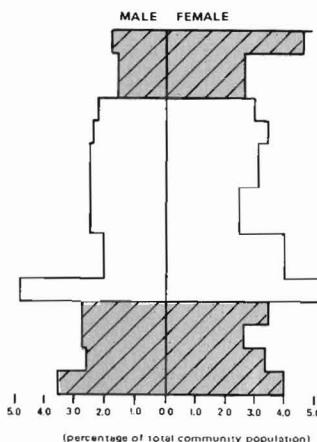
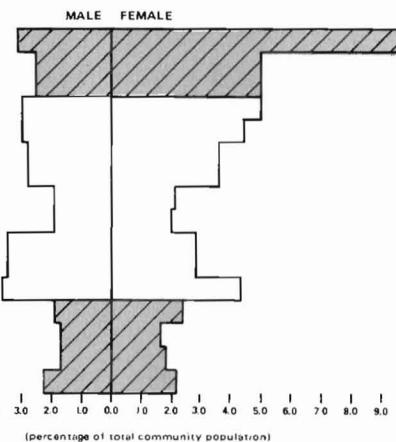
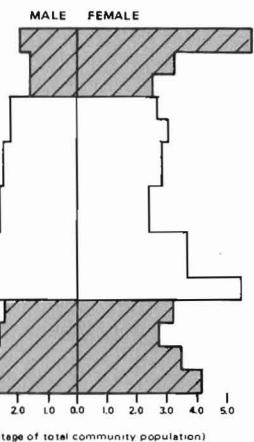
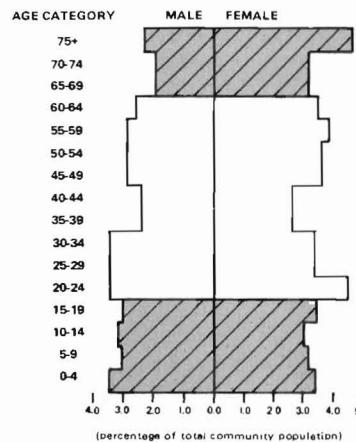
CITY OF GLENDALE

NORTH GLENDALE

SAN RAFAEL HILLS

VERDUGO CANYON

VERDUGO MOUNTAINS



WEST GLENDALE

SOUTHWEST GLENDALE

CENTRAL GLENDALE

SOUTHEAST GLENDALE

EAST GLENDALE

**FIGURE 16**  
**PROJECTED POPULATION PROFILE**  
**CITY OF GLENDALE, CALIFORNIA**  
**Series I ( $\pm 1.0\%/\text{Yr.}$ )**

AGE	1970	1975	1980	1985	1990
0-4	8,852	8,600	8,400	8,200	7,950
5-9	8,972	8,850	9,000	9,250	9,500
10-14	9,125	9,100	8,900	9,050	9,250
15-19	9,077	10,000	10,800	11,450	12,450
20-24	9,946	10,850	12,750	14,550	16,300
25-29	10,000	12,050	13,500	15,950	18,350
30-34	7,641	9,500	11,050	10,850	11,600
35-39	6,771	8,950	9,300	10,450	9,800
40-44	7,570	8,100	10,550	11,700	13,650
45-49	8,624	7,700	8,650	11,100	12,150
50-54	9,030	9,400	8,200	9,050	11,400
55-59	8,590	8,500	8,500	6,650	6,850
60-64	7,810	8,800	7,750	7,500	5,400
65-69	6,515	6,650	6,300	5,500	4,750
70-74	5,536	4,600	5,500	5,550	5,150
75+	8,693	8,800	7,600	7,400	7,350
TOTAL	132,752	140,450	146,750	154,200	161,900

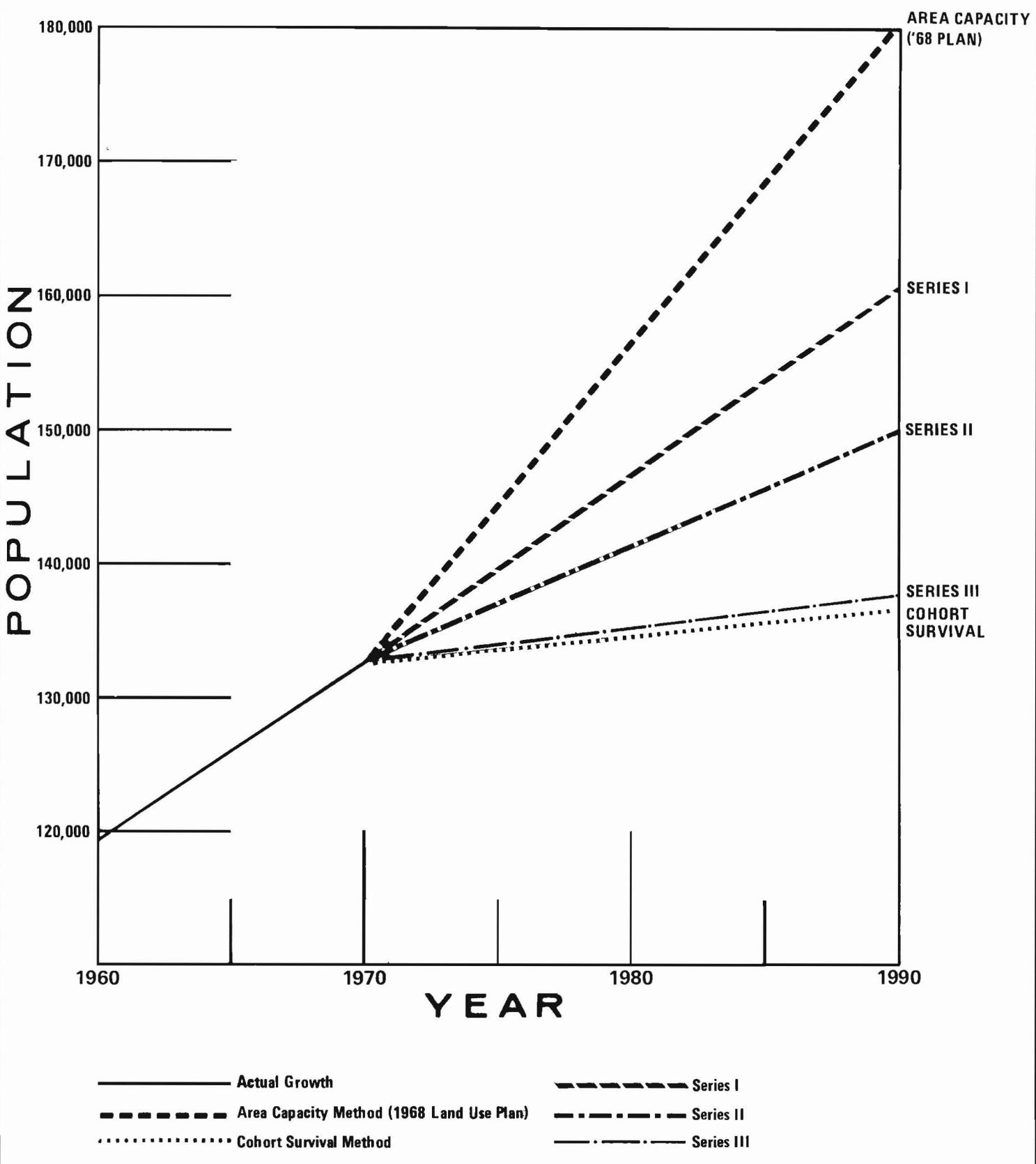
**FIGURE 17**  
**Series II ( $\pm 0.6\%/\text{Yr.}$ )**

AGE	1970	1975	1980	1985	1990
0-4	8,852	8,700	8,600	8,550	8,450
5-9	8,972	8,750	8,850	9,000	9,150
10-14	9,125	9,050	8,800	8,850	9,000
15-19	9,077	9,600	9,950	10,150	10,600
20-24	9,946	10,000	11,050	11,850	12,600
25-29	10,000	11,000	11,350	12,600	13,750
30-34	7,641	9,200	10,450	9,900	10,300
35-39	6,771	8,850	9,100	10,150	9,350
40-44	7,570	7,650	9,700	10,300	11,750
45-49	8,624	7,350	7,850	9,800	10,400
50-54	9,030	9,050	7,450	7,950	9,850
55-59	8,590	8,450	8,400	6,450	6,600
60-64	7,810	8,000	7,750	7,600	5,550
65-69	6,515	6,850	6,800	6,300	5,850
70-74	5,536	4,700	5,650	5,800	5,500
75+	8,693	9,550	9,250	10,000	10,900
TOTAL	132,752	136,750	141,000	145,250	149,600

**FIGURE 18**  
**SERIES III ( $\pm 0.2\%/\text{Yr.}$ )**

AGE	1970	1975	1980	1985	1990
0-4	8,852	7,000	7,100	7,150	7,250
5-9	8,972	8,850	7,050	7,150	7,200
10-14	9,125	9,000	8,900	7,100	7,200
15-19	9,077	9,200	9,200	9,150	7,300
20-24	9,946	9,200	9,600	9,650	9,600
25-29	10,000	10,100	9,700	10,150	10,200
30-34	7,641	10,050	10,200	9,850	10,300
35-39	6,771	7,650	10,050	10,250	9,900
40-44	7,570	6,850	7,800	10,250	10,450
45-49	8,624	7,600	7,000	7,950	10,400
50-54	9,030	8,650	7,700	7,150	8,100
55-59	8,590	9,000	8,650	7,700	7,150
60-64	7,810	8,550	8,750	8,600	7,650
65-69	6,515	7,550	7,550	8,500	8,350
70-74	5,536	5,500	6,050	6,550	7,500
75+	8,693	9,250	9,750	9,300	9,350
TOTAL	132,752	134,000	135,050	136,450	137,900

**FIGURE 19**  
**CITY OF GLENDALE**  
**ALTERNATE POPULATION PROJECTION METHODOLOGIES**



## F. LAND USE AND ZONING CORRELATION

### Introduction

Current zoning in Glendale can be categorized into four major classifications: residential; commercial; industrial; and special recreation. Specific zones are provided within each major classification in order to more closely define land use. Although zoning is subject to modification, much of the land in the City has remained in the same zone for over half a century.

The purpose of this section of the Land Use Element is to provide a statistical analysis of the correlation between land use and zoning. The methodology involved in providing this analysis revolves around the utilization of the Glendale Land Use Information System (GLIS) to review city-wide land use, and provide a more specific analysis at the community level in order to identify and assess specific problem areas.

### Analysis

City-wide totals for zoned land by major land use classifications are shown on Figure 20. The figure indicates net acres zoned as opposed to gross City acreage (streets, flood control channels, etc., have been excluded). The figure indicates that of the net acres zoned, residential zones comprise 76.8 percent of the total, approximately 4.7 percent of said total is devoted to commercially zoned property, 3.3 percent to industrial, and 15.2 percent to the special recreation zone.

The correlation between actual land use and land use as intended per municipal zoning regulations is shown in Figure 21, with classifications divided into five categories:

**TOTAL ACRES PER ZONE** - the total number of acres included in a specific zoning district.

**PERCENT UTILIZED AS INTENDED** - the percentage of zoned acres devoted to the use intended by municipal codes and ordinances.

**PERCENT UNDERUTILIZED** - the percentage of zoned acreage devoted to a less intensive use than specified by City ordinances (i.e., a single family dwelling unit in a multiple residential zone).

**PERCENT OVERUTILIZED** - percentage of the zone classification devoted to a more intensive use than intended, as a result of a variance or the existence of a non-conforming use.

**PUBLIC/SEMI-PUBLIC USE** - land uses devoted to and utilized by the general public (such as schools, government offices, recreation facilities, parking, utilities, etc.).

Figure 21 indicates that on a City-wide basis, considerable disparity exists between existing zoning and land use.

The residential zones vary in effective utilization from 19.4% to 39.8%. In the lowest density zones, this is primarily attributed to vacant, mountainous property. Whereas, in the higher density zones, underutilization is primarily attributed to the occupation of single family dwellings in zones permitting multi-family residential uses. Only minor overutilization, such as commercial uses, occurs in residential zones.

In the commercial zones, the percentage of land utilized for commercial purposes varies between 45.3% and 60.6%. Underutilization is primarily the result of residential uses occupying the peripheral areas of commercial zones. Industrial uses in commercial zones (overutilized land) rarely occurs.

Industrial zone utilization for industrial purposes vary between 35.3% and 52.6%. Underutilization occurs in the form of commercial uses and non-conforming residential uses. The special recreation zone is fully utilized as intended.

### Community Analysis

To provide a more complete and detailed analysis of zoning and land use, Glendale was divided into nine communities (see Map 21) which provided the basis for a comprehensive review and analysis.

**FIGURE 21**  
**LAND USE - ZONING UTILIZATION**

	R1-R1R	R2	R3	R4	C1	C2	C3	CM-CA	M1A-M1	M2-M3	SR
<b>TOTAL ACRES PER ZONE</b>	<b>10,331.1</b>	<b>117.6</b>	<b>191.8</b>	<b>1,931.2</b>	<b>13.7</b>	<b>120.2</b>	<b>583.2</b>	<b>61.7</b>	<b>137.4</b>	<b>400.2</b>	<b>2,486.9</b>
<b>% UTILIZED AS INTENDED</b>	<b>38.9%</b>	<b>19.4%</b>	<b>39.8%</b>	<b>36.6%</b>	<b>60.6%</b>	<b>45.3%</b>	<b>50.1%</b>	<b>56.7%</b>	<b>35.3%</b>	<b>52.6%</b>	<b>100.0%</b>
<b>% UNDERUTILIZED</b>	<b>45.6%</b>	<b>67.6%</b>	<b>51.2%</b>	<b>44.4%</b>	<b>16.0%</b>	<b>24.0%</b>	<b>25.9%</b>	<b>24.6%</b>	<b>50.5%</b>	<b>21.1%</b>	<b>0%</b>
<b>% OVERUTILIZED</b>	<b>1.0%</b>	<b>10.5%</b>	<b>1.0%</b>	<b>2.3%</b>	<b>0%</b>	<b>.3%</b>	<b>4.1%</b>	<b>9.3%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
<b>PUBLIC-SEMI PUBLIC (%)</b>	<b>14.5%</b>	<b>2.5%</b>	<b>8.0%</b>	<b>16.7%</b>	<b>23.4%</b>	<b>30.4%</b>	<b>19.9%</b>	<b>9.4%</b>	<b>14.2%</b>	<b>26.3%</b>	<b>0%</b>

**FIGURE NO. 20**  
**Zoning Land Use Acreage - City Wide 1977**

	Residential				Commercial				Industrial			TOTAL ACRES	PERCENT
	R1, R1R	R2	R3-R3R	R4-R4L	C1	C2	C3	CM-CA	M1A-M1	M2-M3	SR		
<b>Residential</b>													
Single Family	4021.0	72.2	60.7	566.5	0.6	7.3	28.8	3.8	11.3	4.0	0.0	4776.2	29.2
Two Family	49.7	22.8	21.0	233.2	0.1	3.0	13.9	1.5	4.6	1.0	0.0	350.8	2.1
Multiple (3 or more)	18.6	9.4	75.2	693.0	0.7	8.5	40.2	2.8	4.6	1.1	0.0	854.1	5.2
Other	23.5	0.2	1.0	14.1	0.5	0.8	24.7	3.8	1.9	2.1	0.0	72.6	0.4
<b>SUBTOTAL</b>	<b>4112.8</b>	<b>104.6</b>	<b>157.9</b>	<b>1506.8</b>	<b>1.9</b>	<b>19.6</b>	<b>107.6</b>	<b>11.9</b>	<b>22.4</b>	<b>8.2</b>	<b>0.0</b>	<b>6053.7</b>	<b>37.0</b>
<b>Commercial</b>													
Automotive	0.0	0.6	0.6	4.0	1.1	4.4	84.3	9.9	9.9	9.0	0.0	123.8	0.8
Recreation	0.0	0.0	0.0	1.1	0.0	0.0	5.6	1.2	0.0	4.7	0.0	12.6	0.1
Retail	0.2	0.2	0.1	16.3	4.3	38.1	95.3	11.1	8.8	9.7	0.0	184.1	1.1
Services	4.5	2.0	1.6	20.2	2.9	12.0	107.0	12.8	16.5	35.4	0.0	214.9	1.3
<b>SUBTOTAL</b>	<b>4.7</b>	<b>2.8</b>	<b>2.3</b>	<b>41.6</b>	<b>8.3</b>	<b>54.5</b>	<b>292.2</b>	<b>35.0</b>	<b>35.2</b>	<b>58.8</b>	<b>0.0</b>	<b>535.4</b>	<b>3.3</b>
<b>Industrial</b>													
Manufacturing	0.5	0.0	0.0	0.2	0.0	0.1	11.5	3.6	35.4	161.2	0.0	212.5	1.3
Wholesale	0.0	0.0	0.0	0.2	0.0	0.1	5.3	1.6	5.0	10.1	0.0	22.3	0.1
Storage	0.5	0.0	0.0	2.8	0.0	0.1	7.4	0.5	8.1	39.3	1.2	59.9	0.4
<b>SUBTOTAL</b>	<b>1.0</b>	<b>0.0</b>	<b>0.0</b>	<b>3.2</b>	<b>0.0</b>	<b>0.3</b>	<b>24.2</b>	<b>5.7</b>	<b>48.5</b>	<b>210.6</b>	<b>1.2</b>	<b>294.7</b>	<b>1.8</b>
<b>Public - Semi-Public</b>													
Education	170.5	0.0	0.3	114.8	0.3	0.7	13.8	0.6	0.0	0.5	0.0	301.5	1.8
Government	1.4	0.5	0.0	3.2	0.1	7.9	8.8	0.0	0.1	3.0	0.8	25.8	0.2
Recreation	531.6	0.0	0.0	27.3	0.0	0.0	2.8	0.0	0.0	3.1	862.0	1426.8	8.7
Cultural/Religious/Cemeteries	44.4	0.0	4.8	128.7	2.2	2.3	27.5	1.8	3.9	0.1	2.3	218.0	1.3
Utilities	526.0	1.6	9.5	15.1	0.5	3.4	15.8	0.5	2.4	28.6	103.7	707.1	4.3
<b>SUBTOTAL</b>	<b>1273.9</b>	<b>2.1</b>	<b>14.6</b>	<b>289.1</b>	<b>3.1</b>	<b>14.3</b>	<b>68.7</b>	<b>2.9</b>	<b>6.4</b>	<b>35.3</b>	<b>968.8</b>	<b>2679.2</b>	<b>16.3</b>
<b>Miscellaneous</b>													
Parking	3.4	0.8	0.8	18.2	0.1	22.3	46.1	2.9	6.6	15.7	0.0	116.9	0.7
Transportation	0.0	0.0	0.0	14.3	0.0	0.0	1.1	0.0	6.5	54.2	0.0	76.1	0.5
<b>SUBTOTAL</b>	<b>3.4</b>	<b>0.8</b>	<b>0.8</b>	<b>32.5</b>	<b>0.1</b>	<b>22.3</b>	<b>47.2</b>	<b>2.9</b>	<b>13.1</b>	<b>69.9</b>	<b>0.0</b>	<b>193.0</b>	<b>1.2</b>
<b>Vacant</b>													
Private: subdivided	515.1	7.3	11.7	48.9	0.0	8.3	31.4	1.9	7.2	5.2	0.1	637.1	3.9
unsubdivided	4194.1	0.0	4.5	8.7	0.0	0.0	0.0	0.0	0.0	0.0	0.9	4208.2	25.7
<b>SUBTOTAL</b>	<b>4709.2</b>	<b>7.3</b>	<b>16.2</b>	<b>57.6</b>	<b>0.0</b>	<b>8.3</b>	<b>31.4</b>	<b>1.9</b>	<b>7.2</b>	<b>5.2</b>	<b>1.0</b>	<b>4845.3</b>	<b>29.6</b>
Public: subdivided	2.2	0.0	0.0	0.0	0.0	0.2	0.0	0.0	0.0	0.0	0.0	2.4	0.0
unsubdivided	223.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1515.9	10.6
Buildings	0.0	0.0	0.0	0.4	0.3	0.7	11.9	1.4	4.6	12.2	0.0	31.5	0.2
<b>SUBTOTAL</b>	<b>226.1</b>	<b>0.0</b>	<b>0.0</b>	<b>0.4</b>	<b>0.3</b>	<b>0.9</b>	<b>11.9</b>	<b>1.4</b>	<b>4.6</b>	<b>12.2</b>	<b>1515.9</b>	<b>1773.7</b>	<b>10.8</b>
<b>TOTAL NET CITY ACRES</b>	<b>10331.1</b>	<b>117.6</b>	<b>191.8</b>	<b>1931.2</b>	<b>13.7</b>	<b>120.2</b>	<b>583.2</b>	<b>61.7</b>	<b>137.4</b>	<b>400.2</b>	<b>2486.9</b>	<b>16375.0</b>	<b>100.0%</b>

The review of land use and zoning indicated that the existing nine communities fall into two general groups. Those communities located in the southern portion of the City (West Glendale, Central Glendale, East Glendale, Southwest Glendale and Southeast Glendale) all share similar land use problems and constraints primarily related to early development, while the remaining four communities (North Glendale, Verdugo Mountains, Verdugo Canyon and San Rafael Hills) have characteristics related to mountainous development.

In the southern communities, many factors affect growth and development, including the rental rate structure, age, unavailability of parcels for consolidation, inflated property values, and high construction costs. In many areas, these factors are coupled with mixed and congested land use, inadequate open space, and over-crowded streets. These conditions emphasize the need for improved growth direction and incentives in these areas.

The southern portion of the City was originally platted and developed as a single family residential district in the early part of this century. In the last thirty to forty years, development has changed, through zoning, to emphasize commerce, industry, and high density residential uses. However, the original design of the area is not one that can successfully accommodate this change in development emphasis. By today's development standards, the lots are too narrow and shallow to accommodate high density residential use, there are too many streets, and these streets are too narrow to handle the volume of traffic that they must carry. This problem is further complicated by the fact that small lot sizes and existing uses limit the development of adequate off-street parking facilities, thus forcing parking onto the streets which compounds congestion on already narrow roadways.

In the remaining four communities, several factors affect future development. All four communities are located in mountainous areas of the City which present topographical restrictions to development, as well as problems of access and, in some instances, inadequate street widths. Many of the problems and restrictions that exist in these communities differ from those of the southern portion of the City in that they apply almost exclusively to low density single family residential development.

The primary focus of this section is the distribution of land uses and their relationship to the utilization of zoning as it presently exists. Figure 22 portrays land utilization for five generalized zoning classes by community to facilitate this analysis. This figure shows by community: the amount of acreage devoted to each of the major land use classes; intended utilization, underutilization, overutilization; and acreage devoted to public and/or semi-public uses. Maps 22 through 26 display this information graphically. An analysis of this information shows that Glendale's communities can also be grouped by use emphasis, land utilization, and the resultant problems and potentials related to land use and zoning.

#### **LOW DENSITY RESIDENTIAL DISTRICTS**

The mountainous communities of North Glendale, Verdugo

Mountains, Verdugo Canyon and the San Rafael Hills provide for over 91 percent of all the low density residentially zoned land in Glendale. Utilization of this land is relatively low in these communities, reflective of the large amount of unsubdivided vacant mountainous land.

#### **MEDIUM DENSITY RESIDENTIAL DISTRICTS**

Medium density development areas are widely dispersed and located in all communities except Verdugo Mountains. Intended utilization is lowest in North Glendale, San Rafael Hills, Southeast Glendale and Central Glendale. It appears the areas designated are not suitable or desirable by reason of small parcels, isolated hillside areas or economic considerations. In the case of Central Glendale, desirability and demand for higher density development is a factor.

Those communities with the highest intended utilization, East Glendale and Southwest Glendale, contain an apparent undersupply of this development allocation with 6.1 and 3.7 available acres respectively; West and Central Glendale appear to contain adequate acreage for this type of development but is not appropriately located.

#### **HIGH DENSITY RESIDENTIAL DISTRICTS**

High density residential development districts predominate residential zoning in the five communities occupying the southern portion of Glendale, and account for 94 percent of this district's potential. Southeast and West Glendale contain over 500 acres each devoted to this zoning; however, intended utilization is only 33 and 34 percent respectively. Glendale is seriously overzoned for this particular type of land use, and only portions of the East Glendale community show a definite correlation between high density zoning and land use.

The remaining communities of North Glendale, Verdugo Mountains, Verdugo Canyon and San Rafael Hills portray individual differences in high density utilization. North Glendale's utilization as intended (20.3 percent) is poor mainly because of the R4 zoning of the Verdugo Hills Hospital. High density zoning in Verdugo Mountains includes only a few parcels near the intersection of Brand Boulevard and Mountain Street and these few parcels are mainly developed as intended.

Verdugo Canyon's utilization as intended is influenced by the Glendale College acreage (approximately 33 acres), which is zoned R4. Finally, the 68.2 percent underutilization shown in the San Rafael Hills consist of vacant underdeveloped land, some of which is isolated by construction of the Glendale Freeway.

#### **COMMERCIAL DISTRICTS**

The southern communities account for a majority of all commercial zoning. As indicated in Figure 22, underutilization is normally in the form of residences rather

**FIGURE 22**  
**UTILIZATION OF EXISTING ZONING BY COMMUNITY 1977**

	NORTH GLENDALE (3)	VERDUGO MOUNTAINS(3)	VERDUGO CANYON	SAN RAFAEL HILLS	EAST GLENDALE	SOUTHEAST GLENDALE	SOUTHWEST GLENDALE	CENTRAL GLENDALE	WEST GLENDALE
<b>1. Low Density Residential</b>									
Total zoned acreage	2,280.0	5,567.7	1,024.3	2,736.7	356.8	111.6	0.0	9.5	554.2
Utilized as intended(%)	37.7	19.0	54.3	24.2	86.9	72.5	0.0	81.0	87.3
Underutilized(%)	35.2	26.4	35.0	45.8	5.1	19.3	0.0	0.0	1.1
Overutilized(%)	1.8	0.0	1.6	0.3	1.8	7.1	0.0	0.0	3.2
Public/semi-public(%) <sup>(2)</sup>	25.3	54.6	9.1	29.7	6.2	1.1	0.0	19.0	8.4
<b>2. Medium Density Residential<sup>(1)</sup></b>									
Total zoned acreage	96.9	0.0	50.6	2.2	6.1	34.3	3.7	30.3	83.7
Utilized as intended(%)	30.8	0.0	51.4	31.8	55.7	25.6	97.0	41.2	53.5
Underutilized(%)	58.0	0.0	30.9	68.2	44.3	72.9	3.0	54.1	43.8
Overutilized(%)	4.1	0.0	0.0	0.0	0.0	1.2	0.0	2.4	1.2
Public/semi-public(%) <sup>(2)</sup>	7.1	0.0	17.7	0.0	0.0	0.3	0.0	2.3	1.5
<b>3. High Density Residential</b>									
Total zoned acreage	19.2	2.2	81.3	12.6	250.7	595.7	210.2	235.6	527.0
Utilized as intended(%)	20.3	63.6	30.9	30.2	49.2	33.4	37.5	38.5	34.4
Underutilized(%)	29.7	36.4	19.2	68.2	37.5	42.3	51.4	47.0	49.5
Overutilized(%)	9.4	0.0	9.3	0.0	1.9	1.4	4.0	3.1	1.3
Public/semi-public(%) <sup>(2)</sup>	40.6	0.0	40.6	1.6	11.4	22.9	7.1	11.4	14.8
<b>4. Commercial</b>									
Total zoned acreage	91.8	5.8	16.7	0.6	81.0	118.0	81.3	275.7	103.8
Utilized as intended(%)	59.0	15.5	65.9	50.0	63.5	51.4	51.4	40.6	53.2
Underutilized(%)	28.7	8.6	15.6	50.0	13.1	25.1	33.9	24.5	29.0
Overutilized(%)	2.5	0.0	1.2	0.0	1.2	7.0	3.8	3.6	5.2
Public/semi-public(%) <sup>(2)</sup>	9.8	75.9	17.3	0.0	22.2	16.5	10.9	31.3	12.6
<b>5. Industrial</b>									
Total zoned acreage	9.8	0.0	3.3	0.0	0.0	0.0	163.9	0.0	352.0
Utilized as intended(%)	23.5	0.0	66.7	0.0	0.0	0.0	43.8	0.0	51.4
Underutilized(%)	70.4	0.0	18.2	0.0	0.0	0.0	36.7	0.0	23.5
Overutilized(%)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Public/semi-public(%) <sup>(2)</sup>	6.1	0.0	15.1	0.0	0.0	0.0	19.5	0.0	25.1

(1) includes R2 & R3 zone densities

(2) includes publicly owned vacant land, special recreation, and cemetery uses

(3) includes proposed SR zone change areas in the Verdugo Mountain and North Glendale communities

than vacant land. Consolidation and redistribution of commerce is necessary in all of Glendale's communities except the Verdugo Mountains, Verdugo Canyon and San Rafael Hills.

## INDUSTRIAL DISTRICTS

Industry is predominantly located in two communities, Southwest and West Glendale. Industrial uses in North Glendale are supportive and service oriented, and a small industrial park is located in Verdugo Canyon. West Glendale and Southwest Glendale demonstrate high intended utilization percentages considering the public/semi-public uses are of an industrial nature (Glendale steam plant, maintenance yards, etc.). The major causes of underutilization are discussed in the Industrial section and consist mainly of older single family homes and commercial uses in industrial districts.

## Findings and Recommendations

The following generalized recommendations are derived from the analysis summary above:

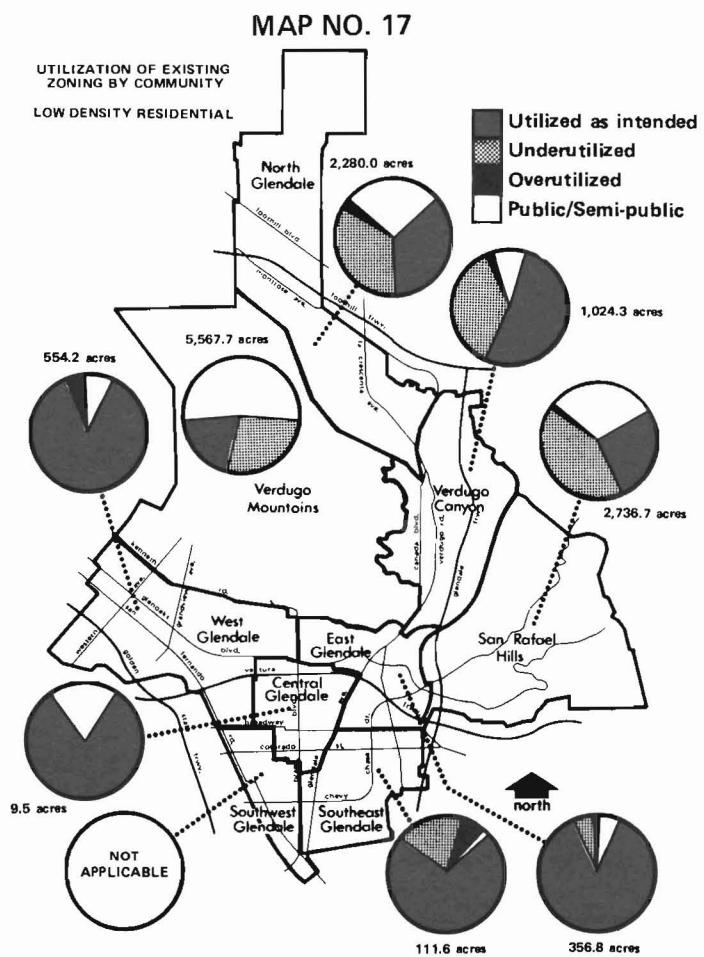
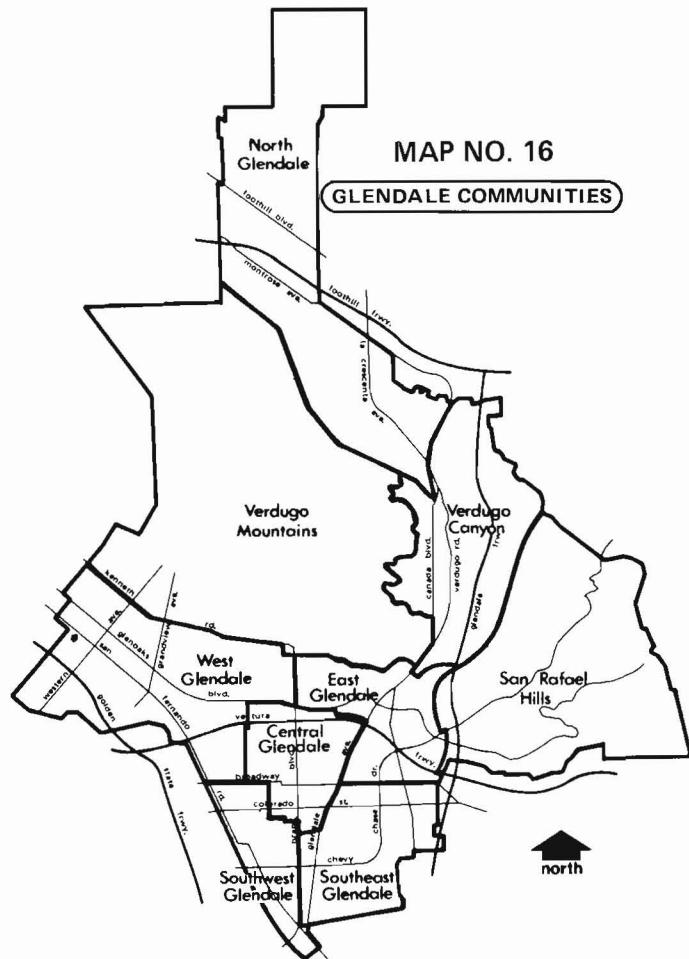
Vacant hillside property should continue to be developed, where feasible, with utmost environmental sensitivity and closely following the recommendations detailed in the Conservation, Recreation and Open Space Elements.

Moderate and medium density residential development is generally in short supply throughout the City. Where it does exist, it is widely dispersed and not concentrated in homogeneous neighborhoods. Based on Glendale's need for a greater variety of housing, it is desirable to provide more land devoted to this intermediate density use. A more adequate supply of moderate and medium density residential property should be provided in the southern communities and in North Glendale primarily through redistribution and rezoning of underutilized higher density residential areas. Desired locations include transitional areas and neighborhoods where buffer areas are necessary between high and lower intensity use districts.

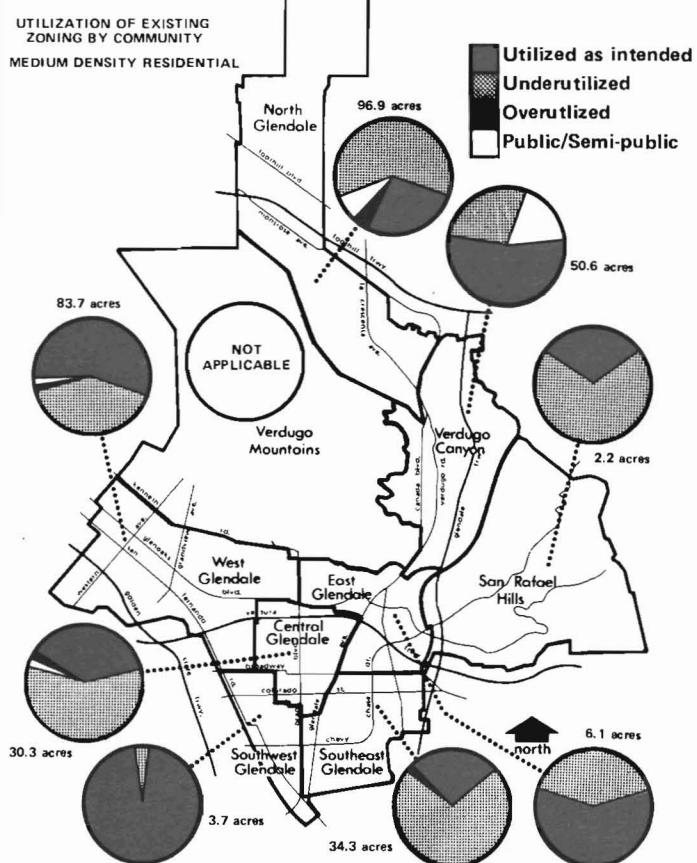
High density zoning is in disproportionately high supply in the southern communities. Underutilization of much of this land by single family, moderate and medium density development indicates the need to preserve the character and integrity of many neighborhoods in these communities. This should be accomplished by a redistribution of zoning.

Underutilization is the major problem in commercial and industrial districts. While redistribution and rezoning may resolve the commercial problems, along with the establishment of commercial centers, revitalization and redevelopment appears to be necessary in many industrial sectors.

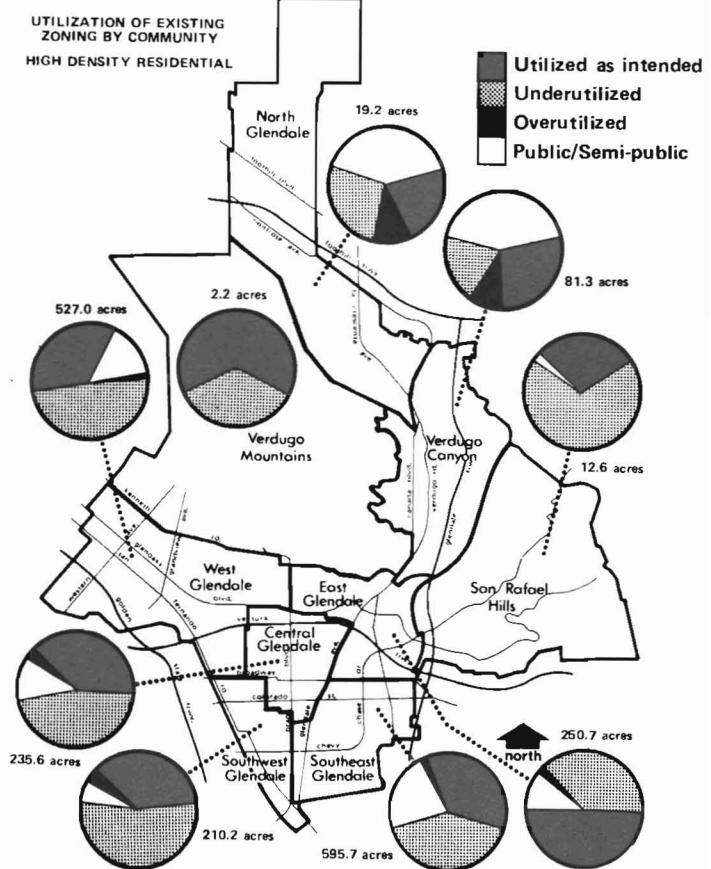
More specific and supportive recommendations will follow in the sections on housing, commerce and industry.



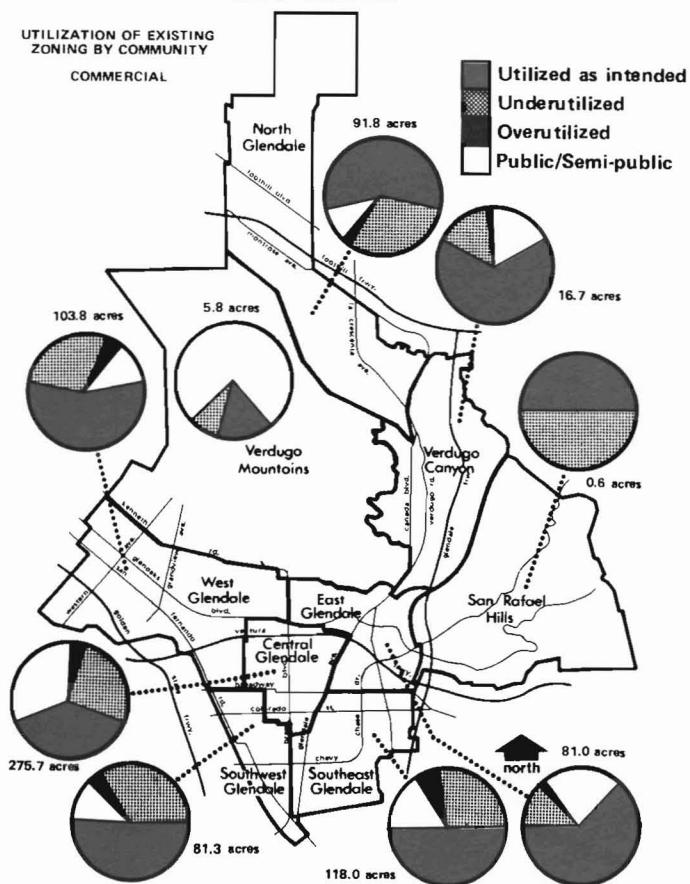
**MAP NO. 18**



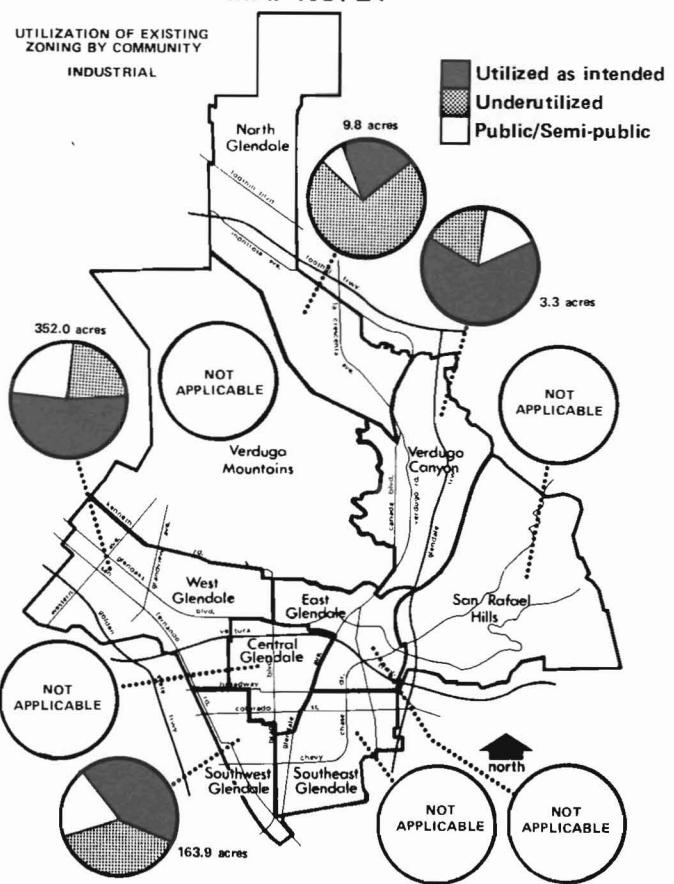
**MAP NO. 19**



**MAP NO. 20**



**MAP NO. 21**



## G. RESIDENTIAL

### Introduction

The provision for adequate housing allocation is an integral part of the Land Use Element. The amount and location of residential uses, the permitted intensity of use, and the compatibility with adjacent uses are the most important aspects to be considered in relation to land use planning. A Housing Element was adopted and became part of Glendale's Comprehensive General Plan in July, 1975. This document contained a comprehensive analysis of the residential needs in Glendale and also provided goals and recommendations necessary for the improvement of housing conditions.

The purpose of this residential section is to provide an analysis of the amount, location and compatibility of residential land use.

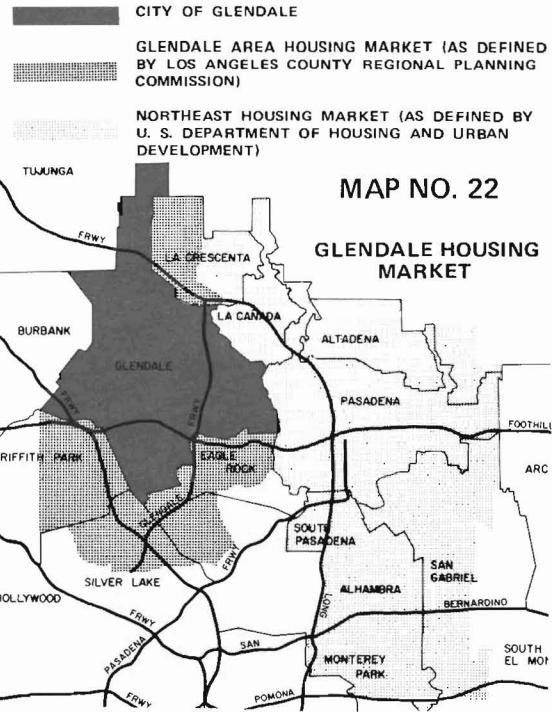
### Characteristics of the Market Area

The Department of Housing and Urban Development (HUD) and the Regional Planning Commission (RPC) have delineated housing market areas which include the City of Glendale within their boundaries. The HUD housing market (Northeast Area) and the RPC housing market (Glendale Area) are identified on Map 27.

Although neither of the two agencies specify housing market demands for the City of Glendale, an estimation of demand can be obtained by utilizing the same proportion of existing units in the City as compared to existing units in the market areas. This proportion can be applied to the anticipated housing demand for the respective market areas. By utilizing this technique, the assumption is made that the amount of vacant and underdeveloped land is equally distributed throughout the market area. The estimation, utilizing HUD projections, is that the City should contribute 43 single family and 387 multi-family units per year. The RPC distribution for the City is estimated at 28 single family and 114 multiple units annually between 1970 and 1990. The City, from 1970 to 1975, has averaged a gain of 461 dwelling units per year. This exceeds the estimated market demand of both HUD and RPC, as a result of multiple unit construction. Although 407 new single family units were constructed during that period, there was still a net loss of single family units.

### Existing Residential Zoning and Land Use

Residential zoning occupies approximately seventy-seven percent of all zoned land in the City (see Figure 23). Of the residential zones, a substantial portion is zoned for single family use (10,331 acres). However, a large percentage of the R1 and R1R zones are held in public ownership (approximately 1,500 acres) and a large percentage (approximately 4,200 acres) is vacant unsubdivided private residential land in the mountains and in today's



economy may not be economically or environmentally feasible for residential development.

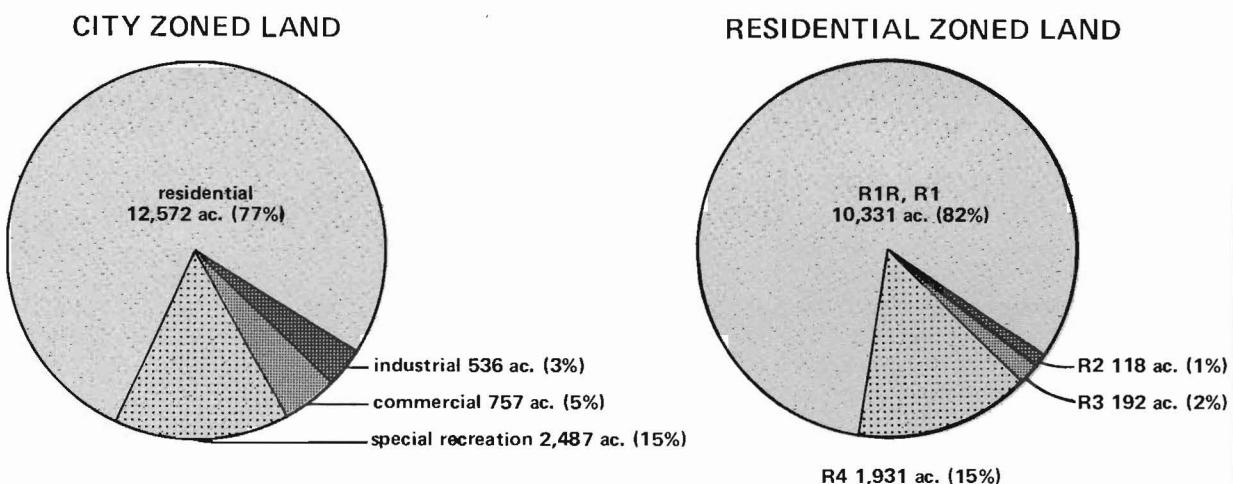
The moderate to medium density zones (R2 and R3) with an existing range of approximately 25-35 units/acre, account for only two percent of the residentially zoned land. The City contains 1,931 acres of R4 and R4L (high density, 35.1-58.1 units/acre). Of this total, 44 percent is underutilized, 29 percent devoted to single family uses, and 12 percent to duplex uses.

With the existing amount of privately held vacant land and underutilized high density residential land, the City has the potential to increase its dwelling units from 56,480 to 125,980 dwelling units. Figure 24 identifies, by community, the potential development of private land.

Figure 25 (Residential Use and Zoning Comparisons) compares existing residential utilization in the City to existing developed residential zoning and typical City distribution of residential uses. The most significant factor is the over emphasis on multi-family zoning patterns in the City. This factor conflicts with both existing utilization and with typical distribution found in other cities.

Figure 26 further emphasizes the disparity of multiple family residential zoning. The moderate (R2) and medium (R3) density residential zones have a high degree of underutilization. The percentage of underutilization in these two categories is readily subject to variation due to the limited number of acres involved (118 acres and 191 acres respectively). Existing location and current development standards are not conducive to high utilization of these zones. The high density (R4) residential zoning exhibits the greatest actual degree of underutilization (848 acres) of all multiple residential zones. It is apparent that this zone is too widely distributed in the City.

**FIGURE 23**  
**CITYWIDE ZONING AND RESIDENTIAL ZONING DISTRIBUTION**



Source: Planning Division, Glendale Land Use Information System, 1973.

**FIGURE 24**

COMMUNITY	ACRES	POTENTIAL UNITS	ACRES	POTENTIAL UNITS	POTENTIAL ADDITIONAL UNITS	EXISTING UNITS	MAXIMUM POTENTIAL UNITS**	PERCENTAGE INCREASE
North Glendale	335.74	823-1,542	25.05	758-976	1,581-2,518	6,252	7,833-8,770	25-40%
Verdugo Mountains	2,248.34	4,533-9,038	---	----	4,533-9,038	3,880	8,413-12,918	117-233%
Verdugo Canyon	216.27	835-1,358	18.32	682-925	1,517-2,282	3,499	5,016-5,781	43-65%
San Rafael Hills	1,355.85	2,942-5,708	3.43	157-198	3,099-5,906	2,028	5,127-7,934	153-291%
East Glendale	29.38	568-743	83.49	3,824-4,824	4,392-5,567	6,958	11,350-12,525	63-80%
Southeast Glendale	42.14	791-1,067	243.75	11,087-13,986	11,878-15,053	9,978	21,856-25,031	119-151%
Southwest Glendale	2.86	127-160	105.27	4,842-5,105	4,969-5,265	4,637	9,606-9,902	107-113%
Central Glendale	8.65	387-490	116.05	5,258-6,633	5,645-7,123	6,845	12,490-13,968	82-104%
West Glendale	17.96	480-618	994.30	12,757-16,125	13,237-16,743	12,382	25,619-29,125	107-135%
Total	4,257.20	11,486-20,724	889.66	39,365-48,772	50,851-69,496	56,480	107,331-125,976	90-123%

\*\*Based on density standards only, does not take into consideration topography or other factors.

Land Use Density Range		
Category	Units/Acre	Zone
Low	2.0-4.0	R1R, R1
Moderate	10.0-20.0	R2
Middle	27.0-35.0	R3, R3R
High	46.0-58.0	R4, R4L

**POTENTIAL DEVELOPMENT OF PRIVATE LAND BY COMMUNITY**

Source: City of Glendale, Planning Division, GLIS, 1973; Housing Element, 1975.

**FIGURE 25**  
**RESIDENTIAL USE AND ZONING COMPARISONS**

	Single Family	Two Family	Multi Family	Total
% Distribution of Residential Land Use in the City.(all zones)	80%	6%	14%	100%
% Distribution of Residential Zoning in the City.(excludes vacant unsubdivided land)	65%	2%	33%	100%
Typical City Distribution of Developed Residential Areas. <sup>1</sup>	80%	12%	8%	100%

**FIGURE 26**  
**RESIDENTIAL LAND USE-ZONING UTILIZATION**

	R1-R1R	R2	R3	R4
% as intended	38.9	27.4	39.4	35.9
% underutilized*	5.0	67.6	48.9	43.9
% overutilized	1.0	3.2	1.7	4.7
% public, semi public	14.5	1.8	7.6	15.0
% vacant unsubdivided	40.6	0.0	2.4	0.5
	100.0	100.0	100.0	100.0
TOTAL ACRES	10,331	118	191	1,931

\* includes privately held subdivided land

<sup>1</sup> Raymond E. Murphy, *The American City: An Urban Geography*, McGraw-Hill Book Company, 1966, p.375. After Harland Bartholomew, *Land Uses in American Cities*, Harvard University Press, 1955, p.46. Based on an analysis of 53 central cities.

Several ramifications can occur by allowing excessive high density residential zoning. These ramifications include: (1) extreme strain on municipal services (i.e., schools, parks, water, power, and streets); (2) incomplete development creating undesirable mixed uses; (3) economic consequences resulting from mixed uses (i.e., devaluation of lower density residential uses); and (4) poor buffers between low density residential zones.

## Summary and Recommendations

Although the anticipated market demands for the City as derived from the Regional Planning Commission and Department of Housing and Urban Development differ in numeric values, the City contains sufficient vacant and underutilized land to meet any anticipated demand. Under existing residential distribution patterns, the City has the potential to increase its existing residential units by more than 120 percent. This potential increase, in the extreme, could lead to significant adverse environmental impacts.

Existing distribution of residential zoning emphasizes low density and high density zones. The moderate and medium zoning distributions represent only a small proportion of residential zones. The greatest disparity between existing residential land use and existing zoning occurs in the over-appropriation of high density zones and the under-appropriation of moderate and medium density zones.

Historically, development of single family residential land use has occurred in the more level portions of the City. Recently, however, due to the unavailability of vacant level land and the amenities offered by hillside development, new construction has been occurring in the hillsides. Future hillside development can be anticipated to continue in environmentally sensitive areas. Existing single family development standards, particularly density, do not vary substantially between the level portions of the City and the more mountainous regions. By applying similar standards to both areas, severe environmental impacts could occur in the hillsides.

To alleviate the conditions previously described, several recommendations and modifications to existing zoning distributions and standards are necessary. They include: (1) introduction of a very low density zone for environmentally sensitive mountainous property; (2) the redistribution of high density residential zones to moderate and medium density zones; (3) revision of existing ordinances in order to improve design and development standards; and (4) revision of the density categories in accordance with Figure 27.

**FIGURE 27**

**PROPOSED RESIDENTIAL LAND USE  
CATEGORY STANDARDS**

CATEGORY	NO. OF DWELLING UNITS/ACRE RANGES	AVERAGE
Very Low	0-3	1.5
Low	1-5	3.0
Moderate	5-25	20.0
Medium	25-35	30.0
High	35-60	45.0
Very High	60+	65.0

The following section provides generalized housing information for each of the City's nine communities.

## NORTH GLENDALE

Predominately a low density residential area lying at the foot of the San Gabriel Mountains, North Glendale contains sufficient residentially zoned vacant land to expand its housing stock. Construction has increased moderately (2.7% between 1970 and 1975). Multiple unit construction has been the principle source of this new housing. Single family dwellings provide 88 percent of all available housing in the community. Significantly, many of these homes are within the financial capability of moderate income families, as average home values in this area remain lower than the City's average.

Because major building activity occurred rather recently (36 percent of all housing units were constructed during the 1950's) and because the community contains relatively few housing problems, periodic maintenance will enable the community to maintain a housing stock free from deteriorating and substandard conditions. Through community participation in the North Glendale Community Plan, the City has become aware of how the citizens view their community.

## SAN RAFAEL HILLS

A relatively young area in terms of both population and housing, the community is expected to grow until all available land has been urbanized. The community contains a large portion of unsubdivided vacant land held in private ownership (41 percent) and may be a major source of new housing units in the City.

The Planning Division conducted a study of the San Rafael Hills in 1970. In this study, goals and objectives were derived incorporating the view and opinions of the residents resulting in the formulation of a development policy for the community. This plan, the *San Rafael Hills Development Plan*, was adopted by the City Council and demonstrates a deep concern for conservation of the environment and the quality of future development. The Plan reflects sensitivity and provides a guide for the effectuation of a coordinated program for conservation, preservation, recreation and urbanization.

In keeping with the residential zoning, current construction has focused on single family units and units utilizing the Planned Residential Development concept.

## VERDUGO CANYON

Well diversified in multiple and single family homes, the Verdugo Canyon floor is nearly completely developed, while the vacant land in the mountains contains the only area for residential expansion. The San Rafael Hills, which occupy the eastern portion of the Verdugo Canyon community, contain vacant property in private ownership and unless changes are made in policy, this area will eventually be used for residential purposes. The spatial

distribution of potential development in this area will be influenced by the Glendale Freeway. Sensitivity on the part of developers to eliminate excessive cuts, utilization of the clustering concept, and the continuous monitoring of development by City officials will lessen the potential for adverse impacts due to development.

### **VERDUGO MOUNTAINS**

The Verdugo Mountains, a dominant physical feature of Glendale, occupies a large percentage of the City's land, and consists of a series of low density residential neighborhoods lacking any physical housing problems. These homes cater to the higher income population groups. Noticeable subdivision activity can be witnessed along the mountain canyons and ridges. These undeveloped portions of the Verdugos are a major open space and conservation resource which have been studied to determine the feasibility of continued development. The *Open Space and Conservation Elements* of the General Plan recommend the protection of major ridge lines and promotion of an Open Space Zone. The degree of development permitted in the Verdugos has been a frequently debated issue among citizens, planners, and public officials. Present construction of the southern slope has almost reached City owned property which may well be the decisive barrier in curbing construction in that area. Promoting planned orderly development through zoning procedures and ordinance amendments has been the current method in guiding residential growth in the Verdugo Mountains.

### **WEST GLENDALE**

Due to the diversity of income levels, housing costs, and housing types, West Glendale is best analyzed using the neighborhood level. Housing varies from middle and higher income homes in the Glenwood and San Rafael areas to low and moderate households in the Fremont Park and Grand Central neighborhoods. The vast amount of housing units available, coupled with the diversity in price ranges, offers residents a wide selection of homes in this community.

An increase in the community's housing stock resulted from the construction of multiple units at the expense of single family homes. While full utilization of the R4 zone (49 percent is presently underutilized) is unlikely, continued development would increase the density of the area quite significantly. These newly constructed units are generally above the economic capability of many residents. West Glendale is well maintained and diversified in its housing stock. However, certain areas located near intense commercial or industrial uses or in areas containing a large number of absentee landlords have exhibited signs of overcrowding, lack of maintenance, and deficiencies in housing conditions. Although these areas are minimal, action will be required to alleviate these housing deficiencies.

### **SOUTHWEST GLENDALE**

Traditionally known for its low and moderate income housing units, Southwest Glendale is primarily a renter-occupied community. All residential zoning, except for 4 acres, is high density although over 51 percent of this land is occupied by low density uses. Numerous blocks are, therefore, occupied with a mixture of apartments and single family dwellings and some contain single family and duplex units exclusively. In September of 1970, the Planning Division completed an analysis of the physical and economic conditions in Southwest Glendale. One of the main findings of the study pointed out the need for a program of community improvement in the area.

Current residential construction in the area has been nearly nonexistent. The demolition of existing dwellings with relatively little residential construction since 1970 has been the trend in the community.

Low and moderate income categories in both rental and owner occupied units account for 94.8 percent of all community housing units. Due to a high degree of absentee ownership, overcrowded housing, deficient units, and a lack of maintenance in the area, it is evident that problems exist in the community. In addition, mixed uses can be witnessed throughout the area and, in many cases, no buffers exist between the residential and industrial uses. The vast amount of high density land underutilized could present major density problems if developed to capacity. The community caters to lower income families and individuals, however, many areas require improvement to provide adequate housing for the area's population.

### **CENTRAL GLENDALE**

Central Glendale is the major source and the prime location for high density development. Close proximity to the commercial center of the City makes the area conducive for this type of land use.

Currently undergoing a major transformation in its residential character, Central Glendale is expected to remain predominately a residential community. Current construction in the last five years has eliminated many lower income single family units and has produced large multi-unit complexes on previously underutilized land. These multi-unit complexes cater exclusively to middle and high income individuals and families. The value of homes and rent of older dwellings is below the City's average. This fact and the close proximity to the commercial center has attracted a large number of elderly citizens.

Certain areas are showing signs of deterioration. Periodic maintenance and code enforcement could best alleviate many of the problems confronting the community's housing stock.

## **SOUTHEAST GLENDALE**

Southeast Glendale is a major source of Glendale's multiple unit housing stock. While the land use is equally distributed among high and low density development in terms of acreage, Southeast Glendale contains more multiple units than any other community in the City. Present residential development has taken the form of demolition of older single family homes with replacement by larger apartment complexes. The majority of the housing caters to low and moderate income families, however, newer construction is substantially more costly. Utilization of the Planned Residential Cluster Ordinance could provide moderate income units.

## **EAST GLENDALE**

An area traversed by many man-made physical barriers, the East Glendale Community lacks the formal identity evident in most other communities. The area is composed of four neighborhoods, each containing their own distinct housing characteristics. Housing north of the Ventura Freeway contains middle to high income single family housing, while housing south of the freeway provides low and moderate income families a variety of housing units.

In an area undergoing a major transformation in its multi-family character, development of underutilized R4 land could have a major impact upon the community's growth rate. As an area containing a large selection in housing units, future development in East Glendale is expected to continue to increase its multi-family character at the expense of its single family units.

## **H. COMMERCIAL**

### **Introduction**

The attainment of an optimum level of commercial facilities is an important aspect in the structural balance of a community. The purpose of commercial activity is to provide convenient and available services to the residents of a community. By fulfilling this purpose, commercial activity ensures employment, continued housing demand, and tax advantages to the community. Maintaining the optimum magnitude and location of commercial facilities is of prime importance in community planning and, therefore, a significant consideration of the Land Use Element.

The location of commerce is related to residential concentrations and the type of commercial activity. Convenience items should be located in close proximity to residential areas, whereas more intense commercial activities can be concentrated and located more distant. This concept of locational requirements introduces the categories of neighborhood convenience and community and regional shopping centers. Compatibility of adjacent land uses differ with each of the foregoing categories.

The purpose of this Section is to: (1) identify the demands

for commercial services; (2) analyze the amount, location and land use compatibility of existing commercial facilities; and (3) recommend and implement programs for improvement of commercial facilities.

### **General Characteristics of the Market Area**

Glendale is the third largest city in Los Angeles County. It encompasses 30.41 square miles of topographically diverse land and houses 136,000 people. Glendale's economic sphere of influence extends beyond its jurisdictional boundaries to include the adjacent communities depicted on Map 28. This secondary market area encircles 124.6 square miles and contains 530,000 people. Therefore, Glendale serves a market area of 154 square miles with a population of 668,950.

Located within and closely surrounding the Glendale Market Area are several regional shopping centers. The location of these centers and their distances from Glendale are depicted on Map 29. Those within the Glendale Market Area include the Eagle Rock Plaza and Lake Street in Pasadena. Those located outside the Market Area, but serving the Glendale Market include: Valley, Laurel, Topanga, Arco and Broadway Plazas; Panorama City, Northridge and Sherman Oaks Fashion Squares; and Woodland Hills Promenade. Many of these centers are recently completed totally enclosed malls offering from two to four large department stores and numerous smaller specialty stores. Due to their design and availability of merchandise, these centers attract consumers for the purchase of larger goods (e.g., furniture, appliances, etc.) from throughout the region.

Primary shopping areas within the City of Glendale include the Montrose Shopping Park, Glendale Fashion Center, and Brand Boulevard. With construction of the Glendale Galleria, as well as the revitalization program for Brand Boulevard, Glendale will more effectively compete with the regional shopping centers located in and around the Glendale Market Area.

### **Market Area Demand**

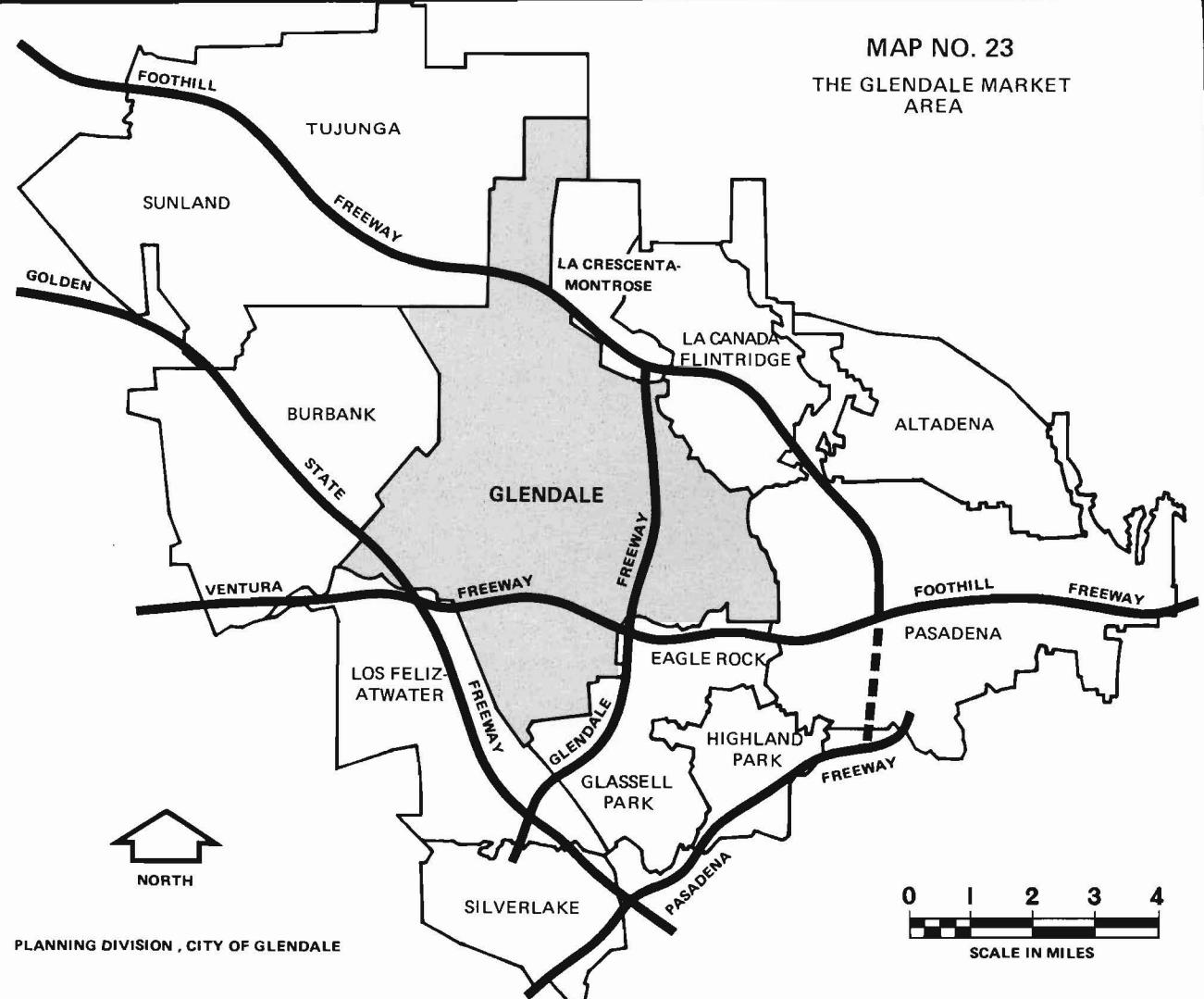
The number and size of shopping centers which can effectively compete within a market area is largely dependent on population characteristics.

The Glendale Market Area is identified on Map 28, and contains an estimated population of 668,950. This population has been increasing at approximately 1.2 percent per year since 1950. The largest increases were experienced during the 50's, since that time the rate of increase has steadily declined. The population growth, change and projection for future growth for the Glendale Market Area are shown in Figure 28.

Population age distribution for the Glendale area is noted in the population section of this report. Glendale's age composition contains a high concentration of the elderly located near the Central Core close to shopping centers. The distribution of the median annual family income throughout the Market Area is depicted on Map 30.

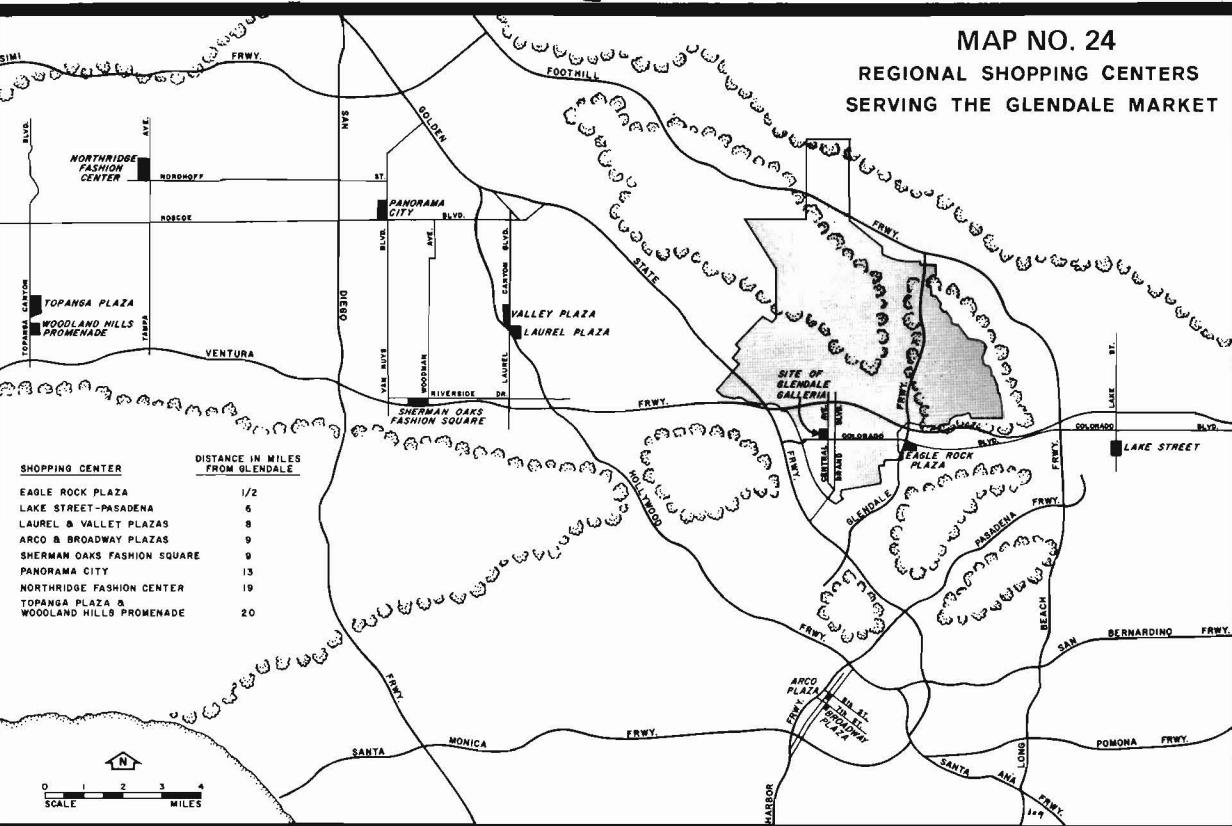
MAP NO. 23

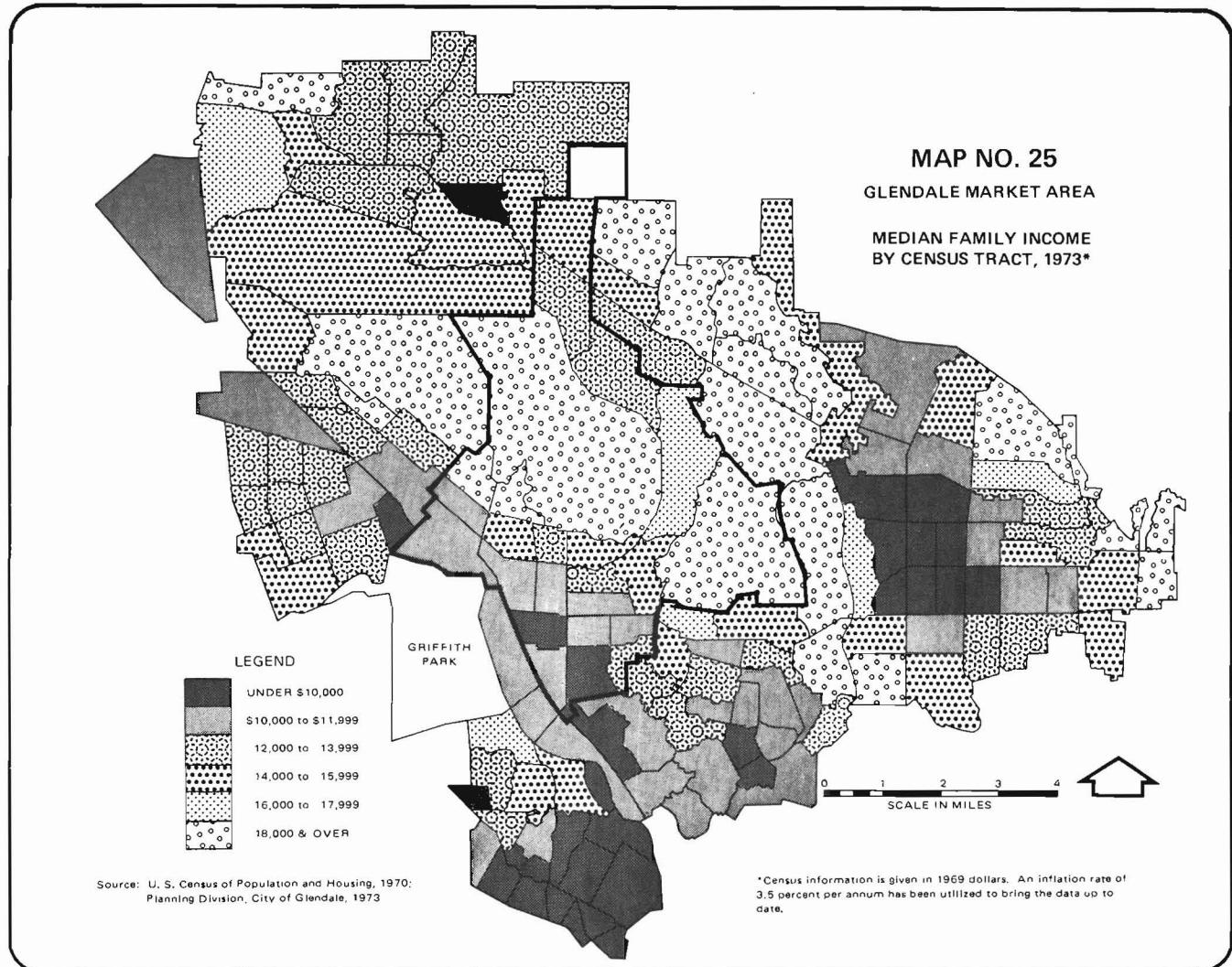
THE GLENDALE MARKET AREA



MAP NO. 24

REGIONAL SHOPPING CENTERS SERVING THE GLENDALE MARKET





The highest income category (\$18,000 and over) is concentrated within the City of Glendale and communities immediately adjacent to the City. These income categories alone, however, do not necessarily correspond to potential effective purchasing power of an area. The factor which may be of more value is the density of population within these areas. Current population growth changes and population projections by area for the Glendale Market Area are shown in Figure 28.

The amount of potential sales which can be expected from the Market Area can be estimated from population and income characteristics. Disposable income (also known as effective buying income) is total income (wages, salaries, interest, etc.) minus federal, state and local taxes. The amount of money considered to be spent on retail sales is estimated at 60 percent of the total disposable income for the Los Angeles metropolitan area.<sup>1</sup> Figure 29 depicts the total disposable income for the potential sales by area for the Glendale Market Area. The potential retail sales volume for the primary market area (City of Glendale) is estimated at approximately \$438 million. The total market area exceeds \$2 billion.

If market areas were considered to be "closed systems," one would expect that actual retail sales would be equivalent to the potential retail sales of the market

area. However, the system is not closed, inasmuch as commercial centers outside the market area attract the buyer. As Figure 30 indicates, the percentage of "capture" varies considerably between communities. For example, the City of Pasadena receives 110 percent of their potential sales indicating that commercial activity attracts consumers outside the primary market area. In contrast, the City of Long Beach only obtains approximately 60 percent of their potential sales. The City of Glendale is currently obtaining approximately 80 percent of the potential taxable sales of the primary market area. An increase in this percentage can be anticipated as a result of the Galleria and revitalization along Brand Boulevard.

Trends in taxable retail sales between 1963 and 1973 are shown on Figure 31 for the primary market area and adjoining cities of Burbank and Pasadena. Utilizing constant dollars for comparison, Glendale experienced a 22.8 percent increase during the period; Burbank, a 3 percent increase; and Pasadena, a 2.9 percent decrease in taxable sales. The rate of growth during the last three years in the Glendale Market Area has been minimal, although the rate of increase and amount of retail sales in Glendale is expected to increase in the future as a result of commercial improvements in the Central Core.

<sup>1</sup>U.S. Department of Labor, Bureau of Labor Statistics.

FIGURE 28

**POPULATION GROWTH, CHANGE AND PROJECTIONS  
GLENDALE MARKET AREA - 1950 TO 2000**

Statistical Area		Population Growth and Change					Population Projections				2000
		1950	1960	1970	1973	1975	1980	1985	1990	1995	
14.1	Glendale	95,702	119,442	132,752	134,437	136,750	141,000	145,250	149,600	154,200	158,850
4.1	Burbank	78,577	90,155	88,871	89,078	89,200	89,500	89,900	90,300	90,700	91,100
14.21	Eagle Rock	46,704	49,341	53,725	53,087	53,200	53,500	53,700	53,900	54,100	54,400
14.22	Los Feliz-Atwater	42,621	35,022	35,919	36,627	37,000	37,300	37,600	37,900	38,200	38,600
14.3	La Crescenta-Montrose	20,135	17,082	19,620	19,388	19,600	20,200	20,800	21,300	21,900	22,500
21.11	Silver Lake	66,506	55,980	59,927	60,788	61,000	61,300	61,500	61,800	62,000	62,300
21.13	Highland Park	34,224	33,716	39,329	39,498	39,600	40,100	40,600	41,100	41,600	42,100
24.1	Pasadena	104,577	116,407	112,951	114,926	115,100	115,600	116,100	116,700	117,000	117,500
24.21	Flintridge-La Canada	9,677	18,338	20,714	20,618	20,800	21,400	22,100	22,700	23,300	23,900
24.231	Altadena	36,042	40,568	42,415	42,342	42,400	43,000	43,500	44,100	44,600	45,200
33.1	Tujunga-Sunland	26,563	45,133	53,630	53,648	54,300	55,900	57,500	59,100	60,700	62,300
<b>TOTAL</b>		<b>561,028</b>	<b>621,184</b>	<b>659,853</b>	<b>664,437</b>	<b>668,950</b>	<b>678,800</b>	<b>688,550</b>	<b>698,500</b>	<b>708,300</b>	<b>718,750</b>

Source: U.S. Census of Population, 1950, 1960 and 1970; Regional Planning Commission, 1973; Planning Division, City of Glendale, 1973.

FIGURE 29

**DISPOSABLE INCOME AND POTENTIAL SALES  
GLENDALE MARKET AREA - 1973**

STATISTICAL AREA	POPULATION	PER CAPITA INCOME	TOTAL DISPOSABLE INCOME (\$000)	POTENTIAL RETAIL SALES VOLUME * (\$000)
14.1 Glendale	134,437	\$5,431	\$730,127	\$438,076
4.1 Burbank	89,078	5,080	452,516	271,510
14.21 Eagle Rock	53,087	4,554	241,758	145,055
14.22 Los Feliz-Atwater	36,627	4,675	171,231	102,739
14.3 La Crescenta-Montrose	19,388	4,691	90,949	54,569
21.11 Silver Lake	60,788	3,424	208,138	124,883
21.13 Highland Park	39,498	3,866	152,699	91,619
24.1 Pasadena	114,926	5,530	635,540	381,324
24.21 Flintridge-La Canada	20,618	8,084	166,882	100,129
24.231 Altadena	42,342	4,838	204,850	122,910
33.1 Tujunga-Sunland	53,648	5,212	279,613	167,768
<b>TOTAL</b>	<b>664,437</b>	<b>\$5,018</b>	<b>\$3,334,303</b>	<b>\$2,000,582</b>

\*U.S. Department of Labor, BLS Report No. 237-72, January 1964, estimated potential sales for the Los Angeles Metropolitan Area at 60 percent of the Total Disposable Income.

Source: U.S. Census of Population, 1960 and 1970; Regional Planning Commission, 1973; Planning Division, City of Glendale, 1973.

FIGURE 30

**DISPOSABLE INCOME, POTENTIAL RETAIL AND TAXABLE SALES  
GLENDALE AND SELECTED COMMUNITIES 1972**

	Disposable Income (\$000)	Potential Retail Sales <sup>a</sup> (\$000)	Taxable Retail Sales <sup>b</sup> (\$000)	Taxable Sales as Percent of Potential Sales	Per Capita Sales
Glendale	\$ 671,995	\$ 403,197	\$ 315,890	78.3 %	\$ 2,353
Burbank	451,886	271,132	167,655	61.8	1,883
Pasadena	481,273	288,764	317,023	109.8	2,810
Long Beach	1,647,194	988,316	588,717	59.6	1,629
Santa Monica	479,901	287,455	238,843	83.1	2,664
Torrance	692,808	415,685	391,908	94.3	2,844
Los Angeles City	12,749,206	7,649,524	5,090,541	66.5	1,802
Los Angeles County	31,283,074	18,769,845	12,672,099	67.5	1,787

<sup>a</sup>U.S. Department of Labor, BLS Report No. 237-72, January 1964, Estimated Potential Retail Sales for the Los Angeles Metropolitan Area at 60 percent of the Total Disposable Income.

<sup>b</sup>Non-taxable food and drug sales, plus non-taxable gasoline sales prior to July 1, 1972 would make actual retail sales approximately 20 percent higher than taxable sales for each jurisdiction.

Source: State Board of Equalization, Trade Outlets and Taxable Retail Sales in California, 1972; U.S. Census of Population, 1970; Regional Planning Commission, 1972; Planning Division, City of Glendale, 1973.

**FIGURE 31**  
**TRENDS IN TAXABLE RETAIL SALES**  
**GLENDALE AND SELECTED COMMUNITIES, 1963-1972**

	Retail Sales in Thousands of Constant Dollars <sup>a</sup>						Percent Change				
	1963	1966	1969	1970	1971	1972 <sup>b</sup>	1963-1972	1966-1972	1969-1972	1970-1972	1971-1972
Glendale	252,466	263,156	294,188	271,968	284,147	307,108	+21.6	+16.7	+ 4.4	+12.9	+ 8.1
Burbank	156,794	171,355	165,489	151,602	152,752	162,994	+ 4.0	- 4.9	- 1.5	+ 7.5	+ 6.7
Pasadena	336,256	332,132	321,884	292,959	304,561	308,210	- 8.3	- 7.2	- 4.3	+ 5.2	+ 1.2
Long Beach	536,132	577,475	588,074	538,877	546,997	572,351	+ 6.8	- 0.9	- 2.7	+ 6.2	+ 4.6
Santa Monica	199,021	220,015	248,280	232,536	231,698	232,203	+16.7	+ 5.5	- 6.5	- 0.1	+ 0.2
Torrance	210,128	273,811	328,027	309,498	343,876	381,013	+81.3	+39.2	+16.2	+23.1	+10.8
Los Angeles City	4,230,545	4,533,605	4,757,237	4,465,614	4,569,237	4,948,936	+17.0	+ 9.2	+ 4.0	+10.8	+ 8.3
Los Angeles County	9,859,897	10,894,804	11,658,625	11,000,133	11,343,414	12,319,815	+25.0	+13.1	+ 5.7	+12.0	+ 8.6

<sup>a</sup>All Retail Sales are represented in 1972 dollars utilizing the Consumer Price Index for the Los Angeles-Long Beach Standard Metropolitan Statistical Area for the annual inflation factor.

<sup>b</sup>Gasoline sales which became taxable on July 1, 1972, have been deleted in order to make the yearly sales figures comparable.

Source: State Board of Equalization, Trade Outlets and Taxable Retail Sales in California, 1963, 1966, 1969, 1970, 1971, 1972; Planning Division, City of Glendale, 1973.

### Shopping Item Categories

Information is available for the distribution of sales into major retail categories. From data of actual sales by major category obtained from the State Board of Equalization, the following chart represents the percentage distribution of sales in Glendale:

#### DISTRIBUTION OF RETAIL SALES

CONVENIENCE GOODS	PERCENTAGE
Food	20
Drug	3
Eating and Drinking	8
<b>SHOPPING GOODS*</b>	
General Merchandise	12
Furniture, Housewares, Appliances	4
Apparel	6
<b>OTHER RETAIL GOODS</b>	
Automotive	24
Gasoline	6
Building Material, Hardware	3
Other*	14

\*Retail groups principally affected by the Galleria and Revitalization projects.

Figure 32 depicts the estimated potential sales by major category for the Primary and Secondary Market Areas as well as actual sales obtained in the City of Glendale. Unfortunately, data are not available to distinguish between the primary market area or secondary market area for the source of actual retail sales. Estimation of the expected potential sales between these market areas is given in the figure. Shopping goods (general merchandise, furniture, housewares, appliances, and apparel) obtained the lower percentage of potential sales (51.0) percent indicating that the shopper is going outside the City for these items. This category, however, will be most affected by the Galleria and revitalization projects. The distribution of sales trends by category for the period 1966-1974 is shown on Figure 33.

**FIGURE 32**  
**POTENTIAL RETAIL SALES ALLOCABLE TO**  
**GLENDALE IN THOUSANDS OF DOLLARS, 1973**

Market Area	Convenience Goods			Shopping Goods			Other Retail Goods				TOTAL
	Food	Drugs	Eating & Drinking	General Merchandise	Furniture Houseware, Appliances	Apparel	Automotive	Gasoline	Building Materials Hardware	Other	
Glendale	81,615	12,242	25,391	46,248	15,416	23,124	87,056	21,764	9,522	50,783	373,161
Secondary Market	9,940	994	19,880	49,699	13,253	19,880	39,759	4,970	4,970	46,386	209,731
Total Potential Retail Sales	91,555	13,236	45,271	95,947	28,669	43,004	126,815	26,734	14,492	97,169	582,892
Summary	150,062			167,620			265,210				
1973 Retail Sales	78,260	10,544	29,432	46,754	16,843	21,890	85,503	23,535	10,540	61,485	384,786
Summary	118,236 (78.8% of Potential)			85,487 (51.0% of Potential)			181,063 (68.3% of Potential)				

## Commercial Area Classification and Design Standards

Commercial areas can be categorized into shopping centers and shopping districts (areas). Shopping centers can be identified as a group of commercial establishments, planned, developed, owned and/or managed as a unit relative in location, size, type of shops to the trade area.<sup>1</sup> The shopping center also provides on-site parking in definite relationship to the types and sizes of stores. The shopping district can be characterized as a miscellaneous collection of individual stores standing on separate lots or parcels, strung along street frontages or clustered in a contiguous area, with or without incidental off-street parking. The district may or may not have a volunteer association of property owners/merchants to coordinate activities and other functions.

Shopping centers can be classified into three primary types determined by its major tenant or tenants. Neither site area nor building area determines the type of center. The distinction is based on a functional or major tenant criteria. The centers are:

### NEIGHBORHOOD CONVENIENCE CENTER:

**Purpose:** Convenience goods (food, drugs and sundries) and personal services (laundry, dry cleaning, barbering, etc.)

**Principal Tenant:** Supermarket

**Typical No. of Stores:** 5–20

**Typical Size:** Four to ten acres; serves 5,000 to 40,000 people within six minutes driving time.

### COMMUNITY CENTER:

**Purpose:** Convenience goods, personal services, and sale of soft lines (apparel) and hard lines (hardware and appliances)

**Principal Tenant:** Junior department or variety store in addition to a supermarket.

**Typical No. of Stores:** 15–40

**Typical Size:** 10 to 30 acres; serves 40,000 to 150,000 people.

### REGIONAL CENTER:

**Purpose:** General Merchandise, apparel, furniture, home furnishings in full depth and variety

**Principal Tenant:** Full-line department store

**Typical No. of Stores:** 40 or more

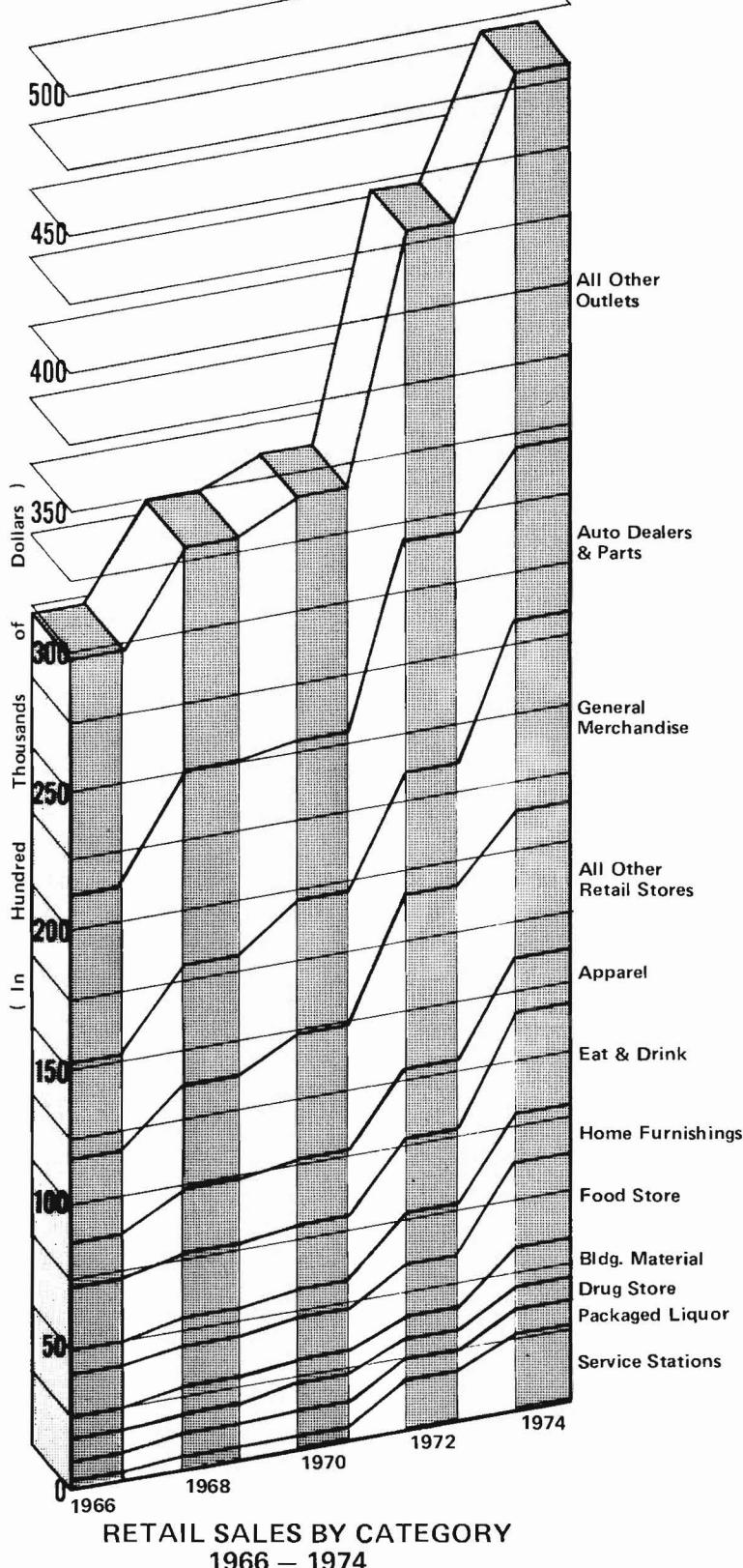
**Typical Size:** 30 acres or more; serves 150,000 to 400,000 people

### EXAMPLES

CATEGORY	SHOPPING CENTER	SHOPPING DISTRICT
Neighborhood	Grandview & Kenneth	Glendale Avenue (Monterey Avenue to Glenoaks)
Community	Glendale Plaza	Glendale Avenue
Regional	Glendale Galleria	Brand Boulevard

<sup>1</sup>The Community Builders Handbook, p. 264.

FIGURE 33



Source: Taxable Sales in California, State Board of Equalization, 1966–1974

The standards previously cited can vary considerably depending on several factors such as income levels, competition, store size, and surrounding population. For example, the density of an area may influence the size, distance, and parking requirements. Low density residential regions require larger centers, greater service radius and more parking. The reverse is true in higher density areas, requiring smaller more compact centers.

**PERCENTAGE OF COMPOSITION**

<b>COMPONENT USE</b>	<b>NEIGHBORHOOD CENTER</b>	<b>COMMUNITY CENTER</b>	<b>REGIONAL CENTER</b>
<b>Apparel</b>	<b>11</b>	<b>14</b>	<b>17</b>
<b>General Merchandise (including specialty stores)</b>	<b>18</b>	<b>38</b>	<b>59</b>
<b>Food and Drugs (including eating &amp; drinking)</b>	<b>43</b>	<b>26</b>	<b>10</b>
<b>Other Retail (including furniture, hardware &amp; automotive)</b>	<b>28</b>	<b>22</b>	<b>14</b>
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: **The Dollars and Cents of Shopping Centers: Urban Land Institute, 1966.**

Generalized design standards for commercial centers are identified in Figure 34. Based on these standards and the population characteristics of the market area, commercial space requirements for the Glendale Market Area are projected on Figure 35. The estimated required acreage for commercial uses (722 acres) closely approximates

the existing amount of acres (779 acres) zoned for commercial uses. Existing commercial uses (535 acres) in the City, however, only represents 69 percent of the total amount of commercial zoning and only 50 percent of the commercial zones are utilized by commercial uses. Analysis of the individual commercial areas are as follows:

**FIGURE 34**  
**STANDARDS FOR COMMERCIAL CENTERS**

<b>Center</b>	<b>Families Served</b>	<b>Floor Area Requirement Per Family</b>	<b>Customer Parking Ratio</b>	<b>Circulation Service and Planting</b>	<b>Service Radius</b>
Neighborhood	1,600	18 sq. ft.	2:1	25 percent	½ mile walk
Community	13,000	25 sq. ft.	3:1	25 percent	15 min. drive
Regional	80,000	20 sq. ft.	4:1	25 percent	1 hour drive

Source: J. de Chiara & L. Koppelman, Planning Design Criteria, pp. 231-233.

**FIGURE 35**  
**COMMERCIAL SPACE REQUIREMENTS FOR THE GLENDALE MARKET AREA**

<b>CENTER</b>	<b>FAMILIES SERVED</b>	<b>FLOOR AREA REQUIREMENT 1,000 SQ. FT.</b>	<b>CUSTOMER PARKING 1,000 SQ. FT.</b>	<b>CIRCULATION, SERVICE AND PLANTING 1,000 SQ. FT.</b>	<b>TOTAL AREA REQUIRED 1,000 SQ. FT.</b>	<b>ACRES</b>	<b>NUMBER OF CENTERS NEEDED</b>
Neighborhood	44,410	799	1,599	600	2,998	69	28
Community	44,410	1,110	3,331	1,110	5,551	127	3
Regional	183,300	3,666	14,664	4,582	22,912	526	2
<b>TOTAL</b>		<b>5,575</b>	<b>19,594</b>	<b>6,292</b>	<b>31,461</b>	<b>722</b>	<b>33</b>

Source: Planning Division, City of Glendale, 1973.

## Commercial Areas

The City of Glendale contains 778.8 acres of commercially zoned land and commercial uses occupy 535.4 acres. Commercial activities are distributed among broad zoning districts in the following manner:

ZONE GROUP	ACRES	PERCENT
Commercial	390.0	72.8%
Residential	51.4	9.6%
Industrial	94.0	17.6%
<b>TOTAL</b>	<b>535.4</b>	<b>100.0%</b>

Within the commercial zones, use groups are distributed as follows:

USE GROUP	ACRES	PERCENT
Residential	141.0	18.1%
Commercial	390.0	50.1%
Industrial	30.2	3.9%
Public/Quasi-Public	89.0	11.4%
Parking	72.5	9.3%
Vacant	56.1	7.2%
<b>TOTAL</b>	<b>778.8</b>	<b>100.0%</b>

Distribution of commercial activities in each of the commercial zones and other zones is summarized in Figure 36. Effective utilization of commercial zones by commercial uses approximates 50 percent. Commercial services followed by retail trade occupies the largest percentage of land used for commercial purposes in the City.

Commercial uses and commercial zones are distributed throughout the City. For purposes of this study, twenty-eight Commercial Development Study Areas are delineated and are shown on Map 31. Figures 37 and 38 provide an analysis of existing services, zoning, and compatibility of land uses for each of the twenty-eight commercial areas in the City.

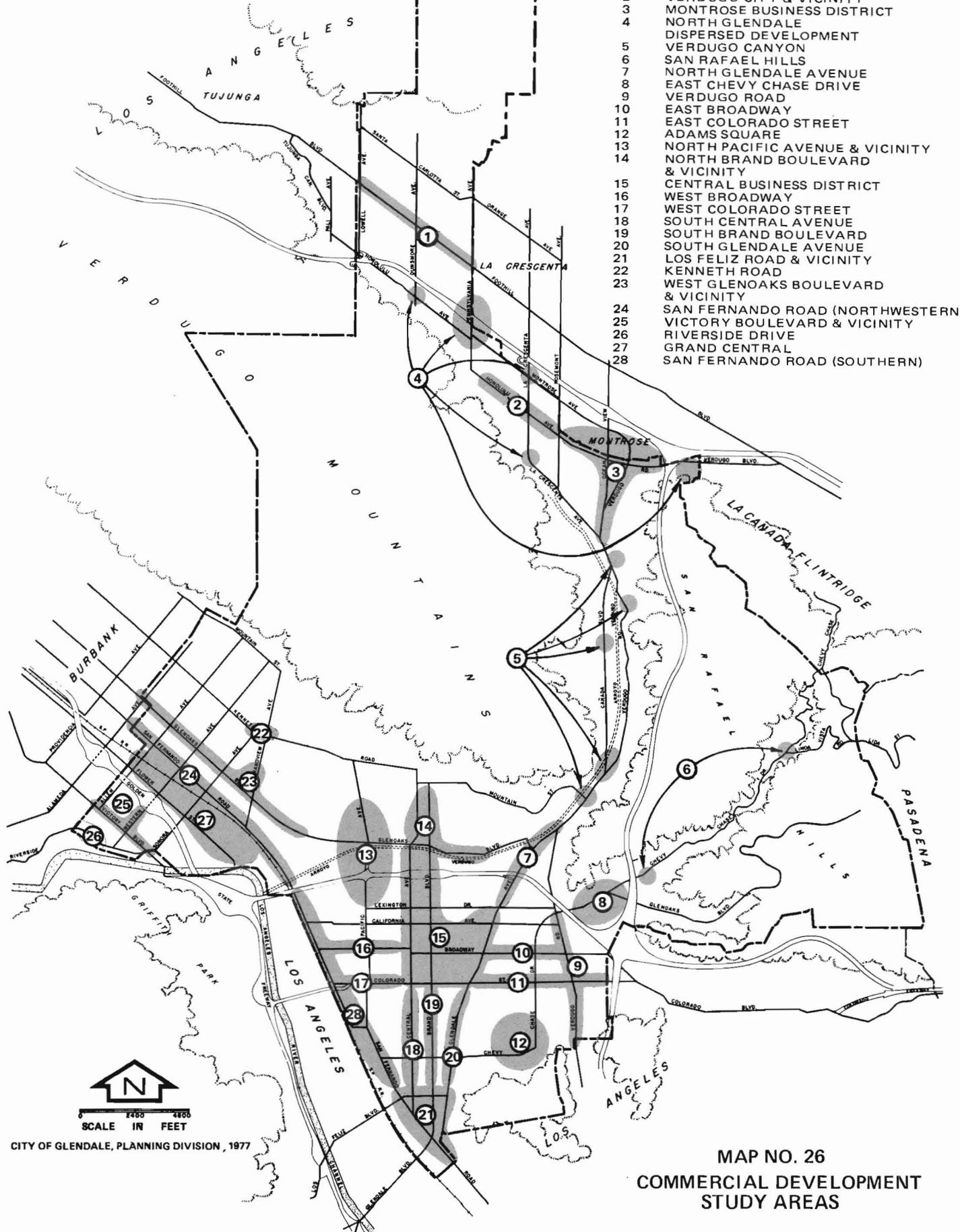
### COMMERCIAL AREA 1 – FOOTHILL BOULEVARD

Area 1 is located in the North Glendale Community and can be characterized as mixed, strip commercial and light industrial uses fronting along Foothill Boulevard. Effective utilization of the commercial zone by commercial uses (66%) is higher than the City's average (50%). Commercial automotive is the dominant commercial use along Foothill Boulevard (45.7%) with retail sales the second most common use (29.0%).

Since commercial activity is primarily service oriented, the market area extends beyond the City's boundaries and captures much of the La Crescenta Valley. Several neighborhood shopping centers exist along Foothill Boulevard just outside the City's boundary. Because of these shopping centers and the expected decrease in traffic due to the proposed freeway, this area is not particularly

**FIGURE 36**  
**COMMERCIAL USES AND ZONING—CITY TOTAL**

LAND USE CATEGORY	COMMERCIAL ZONING DISTRICTS					OTHER ZONING DISTRICTS		TOTAL	
	C1	C2	C3	CM	CA	R Zones	M Zones	Sq. Ft.	Percent
Residential	82,764	853,776	4,687,056	459,305	59,059	NA	NA	6,141,960	15.3
Commercial									
Automotive	47,916	191,664	3,672,108	431,244	0	226,512	823,284	5,392,728	
Recreation	0	0	243,936	19,532	32,740	47,916	204,732	548,856	
Retail	187,308	1,659,636	4,151,268	483,516	0	731,808	805,860	8,019,396	
Services	126,324	522,720	4,660,920	427,422	130,146	1,232,748	2,260,764	9,361,044	
Commercial Subtotal:	361,548	2,374,020	12,728,232	1,361,714	162,886	2,238,984	4,094,640	23,322,024	57.9
Industrial	0	13,068	1,054,152	248,292	0	NA	NA	1,315,512	3.3
Public/Quasi-Public	135,036	631,620	2,992,572	112,414	11,900	NA	NA	3,883,542	9.6
Parking	4,356	971,388	2,056,032	126,324	0	NA	NA	3,158,100	7.8
Vacant									
Building Space	13,068	30,492	518,364	60,984	0	NA	NA	622,908	
Subdivided Land	0	361,548	1,367,784	82,764	0	NA	NA	1,812,096	
Vacant Subtotal:	13,068	392,040	1,886,148	143,748	0	NA	NA	2,435,004	6.1
TOTAL – Square Feet	596,772	5,235,912	25,404,192	2,451,797	233,845	2,238,984	4,094,640	40,256,142	100.0
Acres	13.7	120.2	583.2	56.3	5.4	51.4	94.0	924.2	
Contribution of Commercial Uses in Percent					Effective Utilization of Commercial Zones by Commercial Uses				
Automotive	23.1					C1	61%		
Recreation	2.4					C2	45%		
Retail	34.4					C3	50%		
Services	40.1					CM	56%		
						CA	70%		
						TOTAL	50%		
<b>Note:</b> Excludes R- and SR-zoned land occupied by cemeteries, golf courses, private camps and commercial ranches—uses which could generally be categorized as being commercial. Data includes Glendale Galleria site.									
Source: Planning Division, Glendale Land Use Information System, 1974.									



**FIGURE 37**

SELECTED CHARACTERISTICS OF GLENDALE'S COMMERCIAL AREAS

COMMERCIAL AREA	COMMERCIAL USES (acres)	COMMERCIAL ZONES (acres)	COMMERCIAL USES IN COMMERCIAL ZONES (acres)	EFFECTIVE UTILIZATION OF COMMERCIAL ZONES BY COMMERCIAL USES (percentage)	COMMERCIAL USES IN OTHER ZONES (acres)	PREDOMINANT COMMERCIAL USE (acres)	PERCENTAGE OF CITY'S COMMERCIALLY ZONED LAND	PERCENTAGE OF CITY'S COMMERCIALLY DEVELOPED LAND	PERCENTAGE OF CITY'S COMMERCIAL CONSTRUCTION ACTIVITY, 1963-1973
1	23.9	28.0	18.5	66%	5.3	Automotive	3.7	4.6	4.9
2	13.3	21.1	10.9	52%	2.4	Services	2.8	2.6	2.2
3	36.5	49.7	33.4	67%	3.1	Retail	6.6	7.2	4.5
4	13.8	6.7	1.8	27%	11.9	Services	0.9	2.7	1.7
5	3.2	10.5	3.0	29%	0.2	Automotive	1.4	0.6	1.1
6	0.3	0.6	0.3	55%	0.0	Automotive	0.1	0.1	0.3
7	19.7	15.4	11.5	75%	7.6	Retail	2.0	3.7	1.5
8	21.9	29.4	21.4	73%	0.5	Services	3.9	4.2	1.5
9	9.4	10.1	6.9	70%	2.3	Retail	1.3	1.8	2.2
10	8.0	15.5	6.8	44%	1.1	Retail	2.1	1.5	1.7
11	21.7	35.3	21.6	61%	0.1	Retail	4.7	4.2	3.9
12	5.6	7.8	2.5	32%	3.0	Services	1.0	1.1	0.9
13	14.6	30.0	10.8	36%	3.9	Services	4.0	2.8	4.5
14	13.8	26.7	12.6	47%	1.2	Services	3.5	2.7	2.7
15	96.8	228.7	95.9	42%	0.9	Retail	30.4	18.7	17.7
16	8.5	21.8	6.1	28%	2.3	Services	2.9	1.6	1.7
17	5.9	12.3	4.6	38%	1.3	Automotive	1.6	1.1	1.3
18	12.7	28.3	11.4	40%	1.3	Services	3.8	2.5	2.6
19	20.6	29.0	19.1	66%	1.6	Automotive	3.8	4.0	3.4
20	11.4	29.4	11.5	38%	0.3	Retail	3.9	2.2	4.4
21	41.6	48.7	27.5	56%	14.7	Automotive	6.5	8.0	9.2
22	1.7	2.7	1.7	63%	0.0	Retail	0.4	0.3	0.6
23	20.2	32.0	17.3	54%	2.9	Retail	4.2	3.9	5.7
24	19.8	12.8	8.5	66%	11.2	Automotive	1.7	3.8	6.6
25	10.2	14.4	8.8	61%	1.4	Automotive	1.9	2.0	2.6
26	4.7	5.4	3.8	70%	0.7	Services	0.7	0.9	0.4
27	34.9	0.3	0.2	70%	34.6	Services	0.1	6.7	3.6
28	23.3	0.5	0.0	0%	23.3	Services	0.1	4.5	6.6
CITY TOTAL	518.0	753.0	379.0	50%	138.0	Services	100.0	100.0	100.0
(City Average)									

**FIGURE 38**

GLIS COMMERCIAL OUTLET DISTRIBUTION

R E T A I L													S E R V I C E S									
Comm. Area	Bldg. Mat.	Gen. Mer.	Food	Auto	Gas Sta.	Apri.	Home Furn.	Eat/Drink	Drug	NEC	TOTAL	Hotel	R.E.	Per.	Bug.	Fin. Rpr.	Auto Rpr.	Misc. Prof.	Const.	Rec.	NEC	TOTAL
1	2	-	6	13	8	2	2	12	-	8	53	1	7	9	2	14	4	4	2	1	4	48
2	-	-	2	-	5	-	-	-	1	14	38	-	3	11	2	4	-	10	2	-	2	34
3	5	4	12	13	9	29	21	20	3	47	163	1	22	37	18	17	10	29	8	3	1	146
4	-	1	1	-	3	1	-	-	-	4	10	-	3	1	-	-	3	1	-	3	13	
5	-	-	1	-	6	-	-	3	-	3	13	-	4	4	-	-	-	4	-	-	1	13
6	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	1
7	1	1	4	1	5	5	3	6	2	16	44	-	11	14	7	-	3	10	1	-	1	47
8	-	-	3	-	1	-	1	-	2	1	8	-	4	3	5	-	-	6	2	-	-	20
9	-	-	7	3	5	1	1	6	1	9	33	-	5	13	3	2	2	5	2	-	-	32
10	2	-	5	3	3	1	3	4	2	7	30	1	6	11	5	5	-	4	3	-	1	36
11	-	-	4	5	7	-	10	19	-	15	60	8	7	12	8	4	5	5	4	2	-	55
12	-	1	3	-	3	-	-	2	1	3	13	-	2	13	1	1	2	1	-	-	-	20
13	3	1	9	1	12	3	6	8	1	12	56	2	10	24	4	1	2	10	5	1	1	60
14	-	1	4	-	3	2	2	2	2	8	24	-	19	19	6	1	4	35	6	-	1	91
15	8	14	14	16	24	104	37	62	11	120	410	11	102	80	60	21	10	144	14	12	12	466
16	-	1	1	-	1	-	3	1	-	1	8	-	1	3	4	2	4	11	1	-	-	28
17	-	-	2	4	1	2	4	-	1	14	-	6	2	6	10	2	1	3	-	-	-	30
18	2	-	2	2	3	-	3	8	-	5	25	-	4	9	4	10	2	11	1	-	4	45
19	-	-	1	44	1	1	-	9	-	2	58	1	4	6	4	23	1	2	-	1	1	43
20	-	-	6	4	6	2	3	13	1	7	42	-	2	14	4	8	-	9	2	-	-	39
21	3	-	6	27	8	1	14	11	1	9	80	4	8	6	8	19	3	9	1	-	3	61
22	1	1	2	-	4	2	-	-	1	5	16	-	2	9	-	1	-	-	-	2	14	
23	3	1	7	2	10	5	7	11	1	20	67	-	21	26	7	1	3	19	5	1	3	86
24	7	1	1	13	5	1	3	15	-	8	54	3	2	8	7	12	3	1	5	-	4	45
25	2	-	3	6	5	4	3	6	1	11	41	2	6	14	5	4	2	7	2	-	-	42
26	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	-	1	1	1	3	6
27	-	-	-	2	-	1	2	-	2	7	-	-	1	1	19	2	4	1	8	2	3	41
28	3	-	1	7	3	1	2	6	-	4	27	1	-	1	8	13	3	7	7	1	9	50
TOTAL 42	27	106	162	147	166	135	239	31	342	1396	35	262	350	187	179	69	348	86	25	59	1610	

well suited for a neighborhood or community shopping center. A recommendation to change the designation to Community Commercial/Services for this area is consistent with the *North Glendale Community Plan* (1973).

## **COMMERCIAL AREA 2 – VERDUGO CITY AND VICINITY**

Area 2 consists of mixed commercial (56.6%) and residential uses (20.3%) along Honolulu Avenue in the North Glendale Community. Effective utilization of the commercial zones by commercial uses (52%) closely approximates the City's average (50%). Commercial services dominate commercial use along this section of Honolulu Avenue with retail sales the second most predominant use.

The area serves as a neighborhood shopping center providing service and convenience items to residents west of the Montrose Shopping Park. The area is well situated for professional offices development.

## **COMMERCIAL AREA 3 – MONTROSE BUSINESS DISTRICT**

Area 3 consists of the Montrose Shopping Park and commercial development along Verdugo Boulevard and Verdugo Road. Effective utilization of the commercial zones (C1 - 100%; C2 - 63%; C3 - 68%) exceeds the City's average. Retail trade is the dominant commercial activity in the area (49.0%) with retail services providing the second dominant use (30.0%).

The Montrose Business District can be divided into two areas: the Montrose Shopping Park (14 acres); and second, the business district (28 acres). The Shopping Park serves as a community/regional shopping center. The primary market area for the center consists of North Glendale, Verdugo Canyon, La Canada, Flintridge, La Crescenta and portions of Sunland-Tujunga. Upon completion of the proposed freeways, the market area is anticipated to undergo expansion as the driving time from outlying areas is reduced. As the *North Glendale Community Plan* pointed out, the Montrose Shopping Park specializes in family apparel. In order to provide all of the community needs, as well as to capture all the potential sales, the Montrose Shopping Park will have to expand the existing type of services. Most needed services include the categories of general merchandise (including specialty stores) and other retail (including furniture).

A community shopping center is located east of the Shopping Park along Verdugo Boulevard and serves surrounding residents.

## **COMMERCIAL AREA 4 – NORTH GLENDALE DISPERSED**

Area 4 contains primarily a mixture of isolated commercial uses in the North Glendale Community and in the northern portion of the Verdugo Canyon Community. Of the 13.8 acres of commercially developed land in this category, 11.3 acres are utilized for a hospital site along Verdugo Boulevard in the extreme northeastern portion of the City. Approximately 11.9 acres of commercial use exist in residential zones (this includes the Verdugo Hills Hospital). Effective utilization of the commercial zones

by commercial uses is lower than the City's average.

The location of the hospital site provides for convenient professional medical service to the residents of North Glendale, La Crescenta, Flintridge, and La Canada.

Where residential uses occupy the peripheral areas of commercial zones, the zone should be changed to reflect existing use in accordance with the plan.

## **COMMERCIAL AREA 5 – VERDUGO CANYON**

Area 5 consists of isolated commercial uses along Verdugo Road and Canada Boulevard in the Verdugo Canyon Community. Effective utilization of commercial zones by commercial uses averages 28 percent which is considerably lower than the City's average.

Commercial automotive (gas stations) is the dominant commercial use in this area. The other uses provide for convenience items and services for the residents in Verdugo Canyon. None of the commercial areas can be classified as typical neighborhood shopping centers.

Recommended adjustments include a reduction in intensity of commercial uses adjacent to residential areas; and a change in other zones to reflect uses contained in the proposed plan.

## **COMMERCIAL AREA 6 - SAN RAFAEL HILLS**

Commercial automotive is the only commercial use in this area. The uses provide for services limited to local residents. Since this area is not conducive to commercial development, it is recommended that commercial areas be reduced to those now occupied by commercial uses.

## **COMMERCIAL AREA 7 – NORTH GLENDALE AVENUE**

Area 7 is located along Glendale Avenue and can be characterized as strip commercial with both a neighborhood and community shopping center. Effective utilization of commercial zones by commercial uses averages 75 percent and exceeds the City's average.

The community and neighborhood shopping centers provide convenience and specialty items to residents northeast of the Central Business District. The neighborhood commercial district between Monterey Road and Glenoaks Boulevard provides for a variety of services. The unavailability of convenient parking reduces the potential effectiveness of this area.

## **COMMERCIAL AREA 8 – EAST CHEVY CHASE**

Area 8 is located in the East Glendale Community and consists of a hospital and several commercial uses along Chevy Chase Drive. Effective utilization of the commercial zones by commercial uses exceeds 68 percent which can be attributed to the large area occupied by the Adventist Medical Center.

The hospital facility services an area much larger than the community in which it is located, extending beyond the

City's boundary. However, commercial facilities needed in this area include a neighborhood shopping center. The location of such a center should be near the intersection of Chevy Chase and Glenoaks Boulevard.

#### **COMMERCIAL AREA 9 - VERDUGO ROAD**

Area 9 is located in the East and Southeast Glendale Communities. This area can be generally characterized as isolated strip commercial uses, although a recent development at Chevy Chase and Verdugo Road has concentrated several uses. Commercial retail is predominant with commercial services and commercial automotive closely comparable for the second most predominant use.

Although several food and convenience stores exist within the area, none are concentrated enough to meet the criteria of neighborhood shopping centers. Concentration of services is needed in this area.

#### **COMMERCIAL AREA 10 - EAST BROADWAY**

The area, located along East Broadway, is characterized primarily by strip commercial with a small neighborhood shopping center located at Chevy Chase Drive. Effective utilization of the commercial zones by commercial uses is 44 percent. Commercial retail is the predominate use with commercial services the second most common use.

The neighborhood shopping center serves residents east of the Central Business District. The strip commercial uses provide a variety of commercial services. However, many of these commercial uses lack concentration. Compatibility and effectiveness of commercial uses can be improved by concentration of uses and redistribution of existing zoning in peripheral areas in accordance with the plan.

#### **COMMERCIAL AREA 11 - EAST COLORADO STREET**

Compared to the City-wide average of 50 percent, the effective utilization of commercial zones by commercial uses in this area averages 61 percent. Commercial retail (42 percent) is the predominate commercial use in the area with commercial services (33 percent) occupying the second largest amount of acreage.

With strip development predominant, the intersection of Colorado Street and Verdugo Road is the only portion of this area which approaches the criteria of services for a neighborhood shopping center. This area, however, as well as the remaining areas lack concentration of services.

Concentration of services including a neighborhood shopping center is needed. Those areas where residential uses occupy commercial zones on parcels fronting on the side streets should be rezoned to a compatible zone in conformance with the plan.

#### **COMMERCIAL AREA 12 - ADAMS SQUARE**

Area 12 consists of semi-concentrated commercial uses along Chevy Chase Drive, isolated commercial uses along Adams Street, and intermixed commercial uses with residential uses along Palmer Avenue. Commercial uses occupy 5.6 acres in an area having nearly 8 acres of commercial zoning. Over 3 acres of commercial uses exist in the residential zones. This is attributed to the location of the Community Hospital in a residential zone. Effective utilization of the commercial zone by commercial uses only averages 32 percent which is well below the City's average.

Commercial services represents the dominant use primarily due to the large amount of land occupied by the hospital. Commercial automotive and commercial retail are significant commercial uses in the remaining areas.

Although several commercial uses are located at the intersection of Chevy Chase Drive and Adams Street, consolidation and concentration of many of these uses would increase the effectiveness of the area as well as meet the criteria for a neighborhood shopping center. The major problem area occurs along Palmer Avenue as the result of a mixture of commercial uses with residential uses. Analysis of the feasibility of straightening Adams Avenue between Chevy Chase and Palmer Avenue should be undertaken. This would probably result in further readjustments in land use patterns.

#### **COMMERCIAL AREA 13 - NORTH PACIFIC AVENUE AND VICINITY**

A semi-consolidated neighborhood shopping center along Pacific Avenue north of Glenoaks Boulevard and dispersed commercial uses throughout the remainder of the area are characteristic of this district. The freeway has recently influenced commercial uses along Pacific Avenue south of Glenoaks Boulevard. Effective utilization of the commercial zone by commercial uses only approximates 40 percent. Commercial services predominate the area (45 percent) with commercial retail being the second most common commercial use (36 percent).

The industrial survey recommended that the 2.1 acres of industrial zoning in this area be reduced to commercial in order to prohibit continued industrial development and to preserve the surrounding commercial and residential areas. In addition to the reduction of industrial zoning, redistribution of existing zoning in peripheral areas should be accomplished in accordance with the plan.

## **COMMERCIAL AREA 14 – NORTH BRAND BOULEVARD AND VICINITY**

Area 14 can be divided into three distinct commercial areas: (1) a neighborhood shopping center along Central Avenue in the vicinity of Stocker Street; (2) commercial/office/professional development along Brand Boulevard north of Glenoaks; and (3) strip commercial uses along Glenoaks Boulevard. Effective utilization of the commercial zones by commercial uses approximates the City's average. Commercial services predominate commercial uses in this area (61 percent) with commercial retail representing the only other significant uses (32 percent). This area serves as an optimum location for low intensity professional offices.

## **COMMERCIAL AREA 15 – CENTRAL BUSINESS DISTRICT**

Area 15 contains the City's major retail commercial district; office buildings; financial and professional activities; a diversity of related retail and service establishments; and government facilities. Shopping facilities are concentrated on Brand Boulevard, Central Avenue, and in the adjacent Fashion Center. These three areas contain over 95 percent of downtown Glendale's total floor space in shopping goods and specialty stores. Commercial Area 15 contains a total of 230 acres of commercially zoned land. Commercial uses, however, only occupy 97 acres of land. Other major uses which occupy commercially zoned land are: residential (40 acres); public/quasi-public (35 acres) and parking (33 acres). Effective utilization of the commercial zones by commercial uses is 42 percent, which is less than the City average (50 percent). By including parking and public/quasi-public uses, the utilization factor increases to 71.7 percent.

Commercial retail is the predominate commercial use (48 percent) followed by commercial services (34 percent). Although this area contains over 30 percent of the City's commercially zoned land, only 19 percent of the City's commercial development exists in this area.

This commercial area has been analyzed in detail by the *Central Glendale Study* (Planning Division, January, 1972). Several recommendations were made for the improvement of the economic and physical condition of the Central Glendale area. Included among the recommendations were: establishment of a Redevelopment Agency; a revitalization program; parking program, transit system, and consumer acceptance program. As a result of this study, a redevelopment agency was formulated and a revitalization program is currently in process. Economic revitalization can be anticipated as a result of the Glendale Galleria. Very high density residential should be encouraged closely surrounding the Central Business District. With the completion of the Galleria, the distribution of commercial retail in this area increases by 29 acres, and the effective utilization of commercially zoned land will be 48.6 acres (74.9 percent, including parking and public/quasi-public uses).

A new Central Business District zone should be established to achieve the desired development standards for this area.

## **COMMERCIAL AREA 16 – WEST BROADWAY**

Mixed residential, commercial, and industrial uses characterize this area along Broadway between San Fernando Road and Central Avenue. Generally, industrial and commercial services occupy the western portion; commercial retail the central portion; and residential in the eastern portion. The area contains several convalescent homes. Effective utilization of the commercial zone by commercial uses only averages 28 percent, a value considerably lower than the City's average. This area represents among the lowest utilization of commercial zoning in the City. Commercial service is the predominate commercial use in this area (68 percent) with commercial retail representing the only other significant commercial use (25 percent).

It is recommended that: (1) the western portion of the area be reallocated to community commercial/services commensurate with existing uses; (2) the commercial area near the intersection of Broadway and Pacific Avenue identified and maintained as a neighborhood shopping area; and (3) the commercial zone in the eastern portion of the area have optional consideration as a high density residential zone.

## **COMMERCIAL AREA 17 – WEST COLORADO STREET**

Area 17 is also characterized by mixed residential commercial, and industrial uses along Colorado Street between San Fernando Road and Central Avenue. Effective utilization of commercial zones by commercial uses averages only 38 percent, which falls below the City's average. Commercial automotive is the dominant commercial use in the area (43 percent) followed by commercial services (38 percent).

The land uses along Colorado Street east of Pacific Avenue are dominantly commercial and the plan anticipates continuation of this usage. This will also provide and encourage compatible uses adjacent to the Central Business District. The area west of Pacific Avenue should continue to provide a transitional area between the commercial and industrial uses.

## **COMMERCIAL AREA 18 – SOUTH CENTRAL AVENUE**

Area 18 consists of mixed commercial and residential uses along Central Avenue in the Southwest Glendale Community. Effective utilization of commercial zones by commercial uses averages 40 percent. Residential uses in commercial zones (35 percent) nearly approximates commercial use in commercial zones. Commercial services is the predominate use (45 percent) in the area followed closely by commercial retail (36 percent).

Concentration of commercial uses and the lack of a diversified neighborhood shopping center are the major problems in the area. Reduction of the more intense usage to a lesser intensity would increase the compatibility of land use and design standards of the area.

The plan allows for the eventual expansion of commercial uses and the merging of this area with Area 19, and anticipates that the major business frontages will occur along Central and Brand and not on the local side streets.

#### **COMMERCIAL AREA 19 – SOUTH BRAND BOULEVARD**

Area 19 is the location of a regional automobile center along South Brand Boulevard. Effective utilization of commercial zones by commercial uses average 66 percent. Commercial automotive strongly dominates (88 percent) commercial use in this area. All other uses are insignificant in comparison to this use.

The market area served by this area extends outside the City of Glendale's boundary. This regional automotive center is important to the citizens of Glendale, both in terms of employment and revenue. Existing zoning patterns are generally compatible with this specialized center and surrounding land uses. Minor adjustment of zoning can occur: (1) in areas of residential use in peripheral commercial zones; and (2) in areas of commercial use in residential zones.

#### **COMMERCIAL AREA 20 – SOUTH GLENDALE AVENUE**

Area 20 is characterized by mixed residential and commercial uses along South Glendale Avenue. Residential use in commercial zones is substantial (9.4 acres). Effective utilization of commercial zones by commercial uses averages 38 percent with commercial retail (44 percent) and commercial automotive (31.0 percent) the dominant uses.

A neighborhood shopping center currently exists along Glendale Avenue south of East Palmer Avenue. This center is concentrated and offers a variety of merchandise to residents southeast of the Central Business District. Reduction to a less intense commercial category would continue to encourage the concentration of compatible commercial uses.

#### **COMMERCIAL AREA 21 – LOS FELIZ ROAD AND VICINITY**

Area 21 comprises a large area of mixed commercial, industrial and residential uses in the extreme southerly portion of the City.

Although it would appear that this area is highly utilized, effective utilization of the commercial zones by commercial uses averages only 56 percent. Commercial uses occupy 2.4 acres of residential zones and over 11 acres of industrial zones. Glendale Memorial Hospital occupies a substantial portion of the commercial acreage in this area.

Commercial automotive is the predominate use (38.5 percent) in this area as a result of the southerly extension of the region serving the automobile center along Brand Boulevard. A neighborhood shopping center is located at the intersection of Los Feliz Road and Central Avenue. This center provides convenience items to residents in the area.

Recommended land use modifications include: (1) reduction of intense commercial in the area of the neighborhood shopping center; and (2) change industrial to community/services on the northern side of San Fernando Road. These recommendations will increase the compatibility of land uses and will encourage appropriate development.

#### **COMMERCIAL AREA 22 – KENNETH ROAD**

Area 22 is a highly concentrated neighborhood shopping center offering a wide variety of convenience items to the surrounding residents. This center is one of the best examples of a neighborhood shopping center in the City. Effective utilization of the commercial zones by commercial uses averages 63 percent. Commercial retail (35 percent), services (34 percent), and automotive (31 percent) are nearly equally divided among the commercial uses in the area. Reduced intensity of the commercial zoning will increase compatibility.

#### **COMMERCIAL AREA 23 – WEST GLENOAKS BOULEVARD AND VICINITY**

Area 23 contains mixed commercial and residential uses along Glenoaks Boulevard in the West Glendale Community. Effective utilization of commercial zones by commercial uses averages 54 percent. Commercial retail is the dominant commercial use in this area (46 percent) followed by commercial services (34 percent). Although the area lacks concentration of services, the services offered provide the residents in the western portion of Glendale with a wide variety of commerce. Reduction of intensity of commercial zones would increase the compatibility of land uses.

#### **COMMERCIAL AREA 24 – SAN FERNANDO ROAD (NORTHWESTERN)**

Area 24 is composed of mixed residential, commercial, and industrial uses along San Fernando Road. Effective utilization of commercial zones by commercial uses averages 66 percent. Commercial automotive is the dominant commercial use (43.0 percent) representing the second most common use category.

The permitted uses along the northeastern side of San Fernando Road should be made consistent by the reduction of industrial categories in some areas to a uniform community commercial/services classification in accordance with the plan. Commercial retail/convenience should be encouraged near the intersection of Western Avenue to serve this area.

#### **COMMERCIAL AREA 25 – VICTORY BOULEVARD AND VICINITY**

Area 25 consists of strip commercial uses along Victory Boulevard with a small concentration of commercial uses along Western Avenue at the intersection of Lake Street. Effective utilization of commercial zones by commercial uses averages 60 percent, 10 percent higher than the City average (50 percent).

Commercial automotive represents the dominant commercial use (42 percent) in this area followed by commercial retail (33 percent).

Readjustments to facilitate a continuous commercial band west of the industrial land will improve compatibility over the existing combination of CM and C3 zoning.

#### **COMMERCIAL AREA 26 – RIVERSIDE DRIVE**

Area 26, located along Riverside Drive, consists of a commercial-agricultural zone (CA) which is designed to encourage and support the development of equestrian-related activities for the residents of the community. Effective utilization of the commercial zone by commercial uses averages 70 percent.

Commercial services is the dominant commercial use (82 percent) followed by commercial recreation (16 percent). This area is ideally located due to its access to Griffith Park and its buffering from residential uses on the west by a Flood Control Channel.

#### **COMMERCIAL AREA 27 – GRAND CENTRAL**

Area 27 is the location of the Grand Central Industrial Park. Although commercial zoning occupies less than one half acre, this area is included in the Commercial Section because the area contains 34.8 acres of commercial uses. Nearly all of these uses (97 percent) occur in industrial zones. Effective utilization of the commercial zone by commercial uses averages 70 percent.

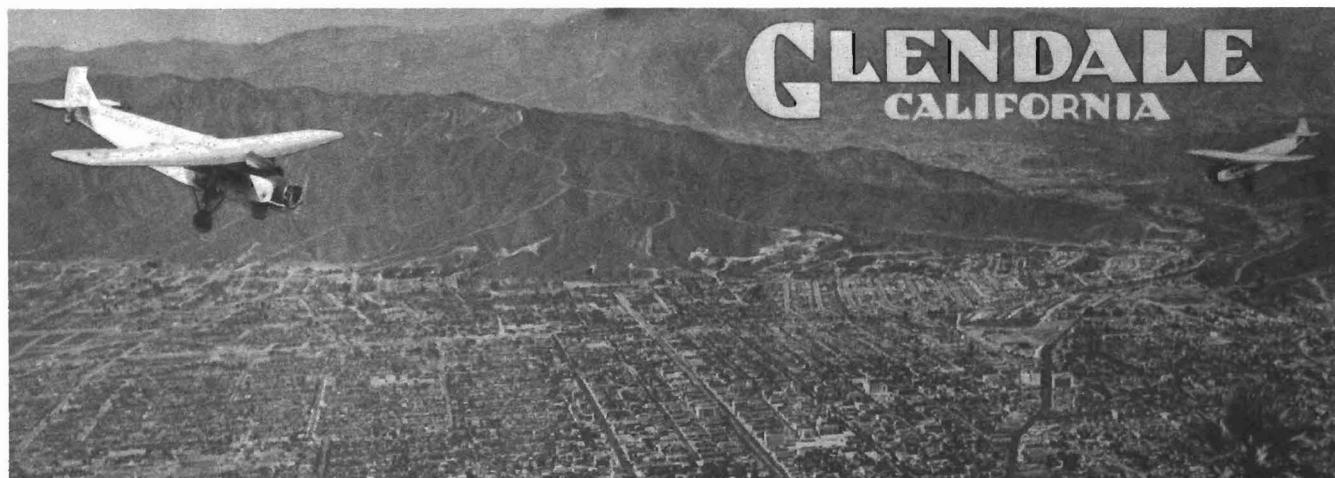
Commercial services dominate commercial uses in this area (76 percent). Commercial recreation (11.5 percent) follows commercial services as a result of the location of a bowling alley along Sonora Avenue. This area contains only 0.1 percent of the City's commercially zoned land. This is due to the utilization of industrial zones for commercial uses.

#### **COMMERCIAL AREA 28 – SAN FERNANDO ROAD (SOUTHERN)**

Area 28 comprises industrial and commercial uses along San Fernando Road from the Ventura Freeway on the north to Commercial Area 21 on the south. The area contains 23 acres of commercial use (.7 acre in residential zones; 22.6 acres in industrial zones).

Commercial service is the predominate commercial use in this area (43 percent). Both commercial automotive and commercial retail occupy the same amount of area (27 percent).

A major problem confronting this area is the adequacy of transitional uses and buffering between the industrial/commercial and residential uses. Although the parking overlay zone has been widely used in this area, this form of buffering provides only temporary relief to both industrial and non-industrial zoning. The plan (Industrial Section) has recommended reorganization of this area into industrial parks as one method for overall improvement as well as improvement for the incompatibility of zoning between residential zones.



## I. INDUSTRIAL

### Introduction

Less than 3 percent of Glendale's total area is zoned for industry, and of this, less than one-half is appropriately used by industry. For the purpose of this section, industry includes storage, wholesaling, transportation, manufacturing, and fabricating concerns.

In April, 1974, the Planning Division published a report entitled *Glendale Industry*. Based on a questionnaire which was disseminated City-wide to industrial entrepreneurs, this document provided much of the data base for this section of the Land Use Element.

### Economic Overview

The 350 industrial complexes which existed in Glendale in 1972 can be grouped as follows:

INDUSTRIAL CLASSIFICATION	NO. OF FIRMS IN GLENDALE
Food and Kindred Products	10
Lumber and Wood Products	10
Chemicals and Allied Products	21
Rubber and Plastic Products	31
Professional, Scientific and Controlling Instruments	
Photographic and Optical Goods, Watches & Clocks	20
Textile Mill Products and Apparel	14
Furniture and Fixtures	9
Stone, Clay and Glass Products	16
Paper and Allied Products	3
Printing, Publishing and Allied Products	49
Electrical Machinery, Equipment and Supplies	43
Fabricated Metal Products (including machinery other than electrical and transportation parts and equipment)	105
Petroleum and Coal Products	1
Other	18
<b>TOTAL</b>	<b>350</b>

Source: Glendale Chamber of Commerce; Glendale Building Section.

The relative importance of the firms in each of these categories in monetary terms may be determined by the "value added" by manufacture. The Census of Manufacturers describes "produce value" as the difference in cost of producing the product and the value of the finished produce or "value added." The total value added by manufacturers in Glendale in 1972, according to the U.S. Department of Commerce, was \$173,100,000. The distribution of this total by category is as follows:

INDUSTRIAL CLASSIFICATION	NO. FIRMS	VALUE ADDED BY MANUFACTURE
Food and Kindred Products	12	\$10,900,000
Printing and Publishing	61	19,500,000
Chemicals and Allied Products	12	23,700,000
Rubber, Misc. Plastics Products	18	9,200,000
Fabricated Metal Products	45	12,700,000
Machinery, except Electrical	60	17,800,000
Electric, Electronic Equipment	21	31,900,000
Instru. and Related Products	27	26,200,000
Other Categories	91	21,200,000
<b>TOTALS</b>	<b>347</b>	<b>\$173,000,000</b>

Source: U.S. Department of Commerce (Census of Manufacturers )

The future increase or decrease of these "value added" figures largely depends on the growth of Glendale-based industry. The industrial questionnaire found that 93 percent of the respondents anticipated a projected increase in sales and/or production over the next ten years.

From 1939 until 1958, Glendale experienced an unprecedented growth in the number of industrial firms. The average annual rate of expansion for this thirty-year period was seventeen firms. Since 1958, however, a decline in the number of industries has occurred such that over the period 1958 to 1972, the City suffered a loss of eighty-two firms, an average loss of almost six per year. Much of Glendale's decline in number of industrial firms occurred in the fabrication of metal and electrical products field which, in 1960, represented over 55 percent of all Glendale-based industrial firms and in 1972, claimed less than 42 percent of the total. This loss, as well as losses in other categories, offset substantial gains in the rubber/plastic and printing/publishing firms.

YEAR	NO. OF FIRMS
1939	107
1954	398
1958	429
1963	425
1967	361
1972	347

Source: U.S. Department of Commerce (Census of Manufacturers).

Generally, Glendale industrial firms which employ large numbers of persons are increasing in number while firms employing small numbers of persons are decreasing. Pasadena has experienced a reversed trend while the County of Los Angeles, the State of California, and the Cities of Glendale, Burbank, and Los Angeles show an increase in the number of firms with twenty or more employees. In 1960, 40 percent of the total number of industrial employees in Glendale were employed by ten firms, each with over two hundred persons. In 1972, concurrent with a decrease in the total number of manufacturing and fabrication firms in Glendale (from 425 in 1963 to 347 in 1972), 41.4 percent of the total number of industrial employees were employed by ten firms.

In 1972, 11,200 persons were employed by Glendale-based manufacturing and fabrication firms. This number includes professional, managerial, clerical, skilled, semi- and unskilled employees. Glendale's manufacturing labor force exhibited substantial growth from 1947 to 1958. In 1947, there were 5,800 employees in the manufacturing sector; by 1954 this number increased to 10,400 and continued to increase through 1958 to 12,700. Unlike the decreasing trend in the number of manufacturing firms, the number of employees continued to grow through 1963 to a total of 14,200. In 1967, however, this number dropped to 12,500 - a 12 percent loss - and then to 11,600 in 1972.

## Land Use and Zoning

In 1972, Glendale had 526 acres of industrially zoned land (Map 32). On inspection, Glendale's total corresponds to the recommended standard based on the average of fifty central city areas found in the United States Census. For a city of comparable areal extent, the standard calls for 6.4 percent of the total developable area to be in industry; Glendale has 6.8 percent of its developable acreage zoned for industry.

Pursuant to the Glendale Municipal Code, the industrial acreage is classified into four graduated zones, each of which is specifically limited in its permitted uses. The zones are cumulative in that the more restricted use is allowed by reference in the less restricted zone. The distribution of acreage by industrial zone follows below.

ZONE	DESCRIPTION	ACREAGE	% OF TOTAL
M1A	special restricted industrial zone	78.7	15.0
M1	restricted industrial zone	54.5	10.4
M2	industrial zone	365.3	69.4
M3	heavy industrial zone	27.3	5.2
	<b>TOTAL</b>	<b>525.8</b>	<b>100.0%</b>

Of the total industrially zoned acreage only 313 acres are actually being utilized by industry (59.5 percent). This statistic clearly demonstrates the vast underutilization of industrially zoned land in the City. The primary causes of this condition are inadequate size of lots, lack of improvements, parking congestion, inadequate streets for market and supplier accessibility, and spot zoning which precludes aggregation of sufficient acreage for industrial development. Below is a land use-zoning matrix which illustrates the misappropriation of industrial land by areas (see Map 33 for location of industrial areas).

Some non-industrial uses are appropriately located within industrial zones. Commercial uses, for example, are sometimes associated with industry, and co-existence is not

only acceptable but at times is desirable; vacant building space and vacant land often indicate potential development and expansion sites; public uses involving utilities are, in general, suitably located in industrial zones. Residential uses of all types, however, are inappropriate for industrial zones. The vibrations, noise, odors, fumes, traffic congestion and traffic volumes generated by industry are detrimental to residential inhabitants and properties. (Of the 147 industrial acres which are underutilized, 29 acres are in residential use.) If desirable industrial firms are to remain in or be attracted to Glendale, the integrity of the City's industrial zones must be protected from intrusion by incompatible land uses such as residences and commercial enterprises not associated with the industry.

While the Glendale Municipal Code prohibits residential uses in industrial zones, many such uses exist intermingled with industrial uses because they were constructed prior to industrial zoning and development. Glendale's Code has no amortization clause requiring the elimination of non-conforming uses in industrial zones within a specified time period. However, ordinances do exist which prohibit any expansion or alteration of existing structures or any new development on any parcel in an industrial zone which maintains a residential use.

While industrial growth creates new employment opportunities and broadens the City's tax base, expanded industry can drain energy resources, and if not suitably administered, it can foster the noxious qualities of blight, smoke, odor, etc. Proper management is the essence of acceptability. Industrial expansion can and should occur, but must be handled in such a way that all interrelationships with other land uses, as well as the City's circulation and utility system are considered. Industrial growth should take place in industrial parks.

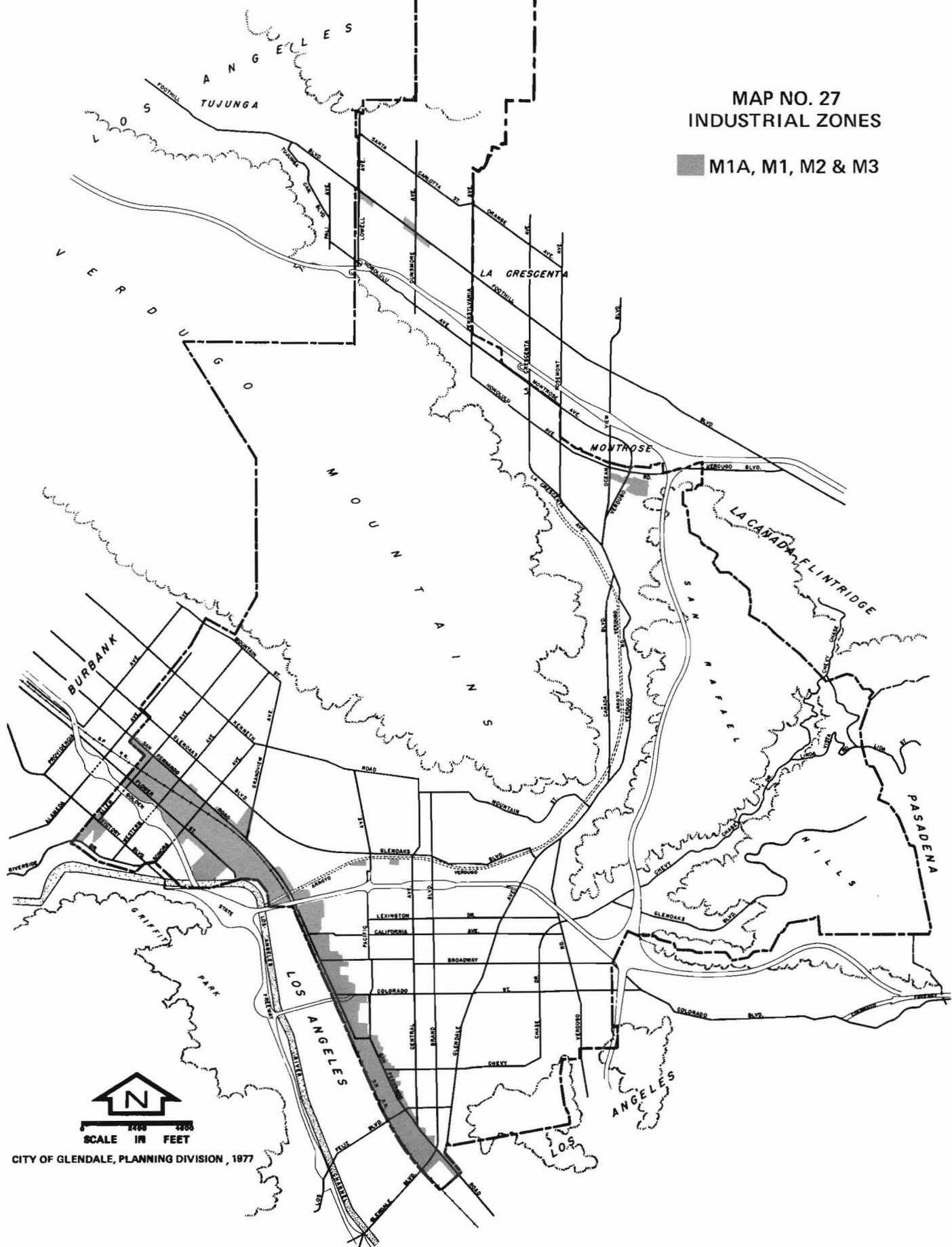
In order to provide a comprehensive analysis of Glendale's industry, the City was divided into eight industrial areas. Locations of each of the areas are identified on Map 33.

**FIGURE 39  
LAND UTILIZATION BY INDUSTRIAL AREA**

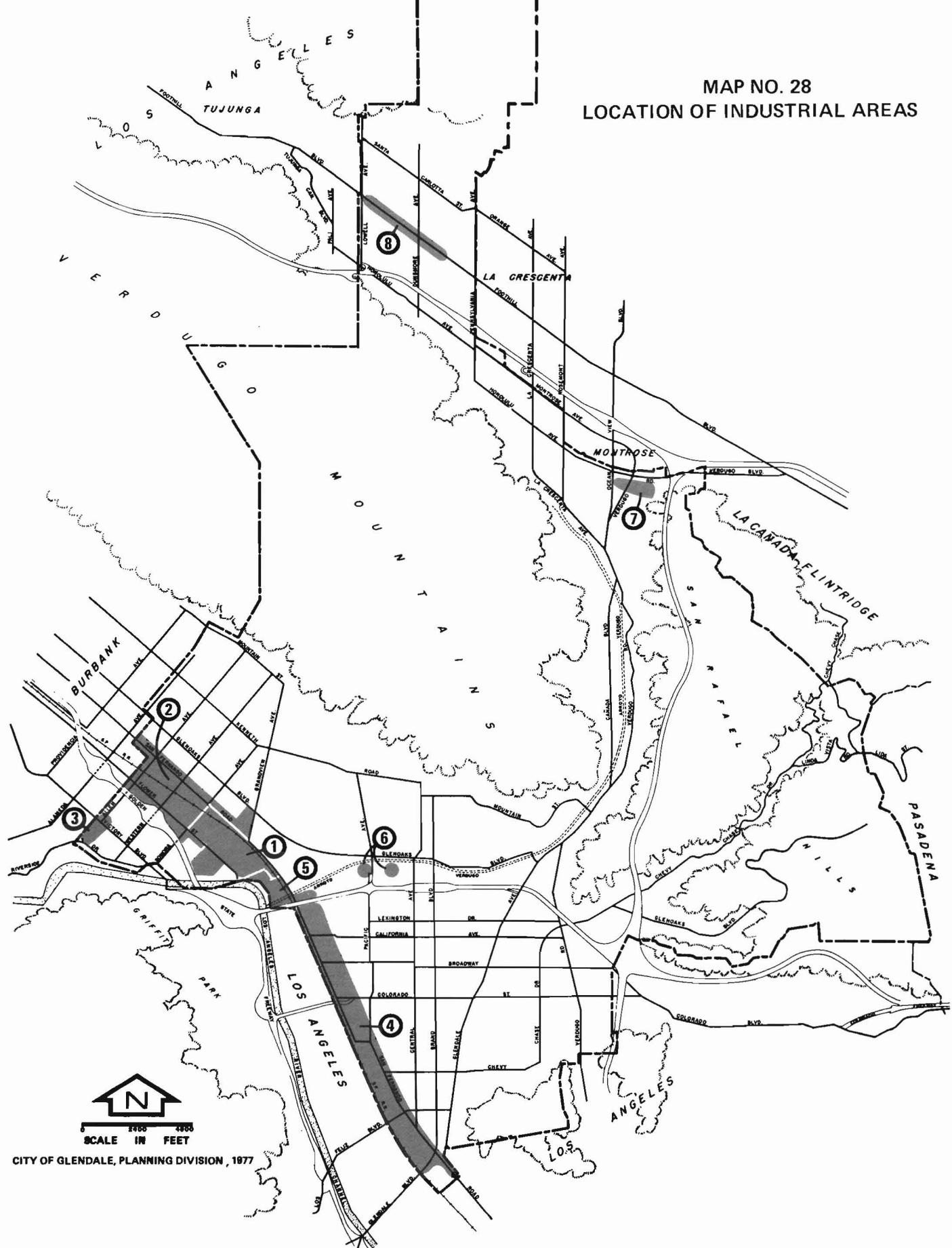
Area	Utilization By Industries		Utilization By Compatible Uses		Underutilization	Total Acreage	Total Acres As a Percent Of City Total	
	Acres	%	Acres	%				
1	89.7	67.3	3.6	2.7	40.0	30.0	133.3	25.4
2	88.3	65.4	18.6	13.8	28.1	20.8	135.0	25.7
3	4.8	33.9	1.2	13.5	2.9	32.6	8.9	1.7
4	117.6	59.1	13.5	6.8	68.0	34.1	199.1	37.8
5	5.2	16.4	26.5	83.6	0.0	0.0	31.7	6.0
6	0.5	23.8	0.6	28.6	1.0	47.6	2.1	0.4
7	4.5	62.5	0.8	11.1	1.9	26.4	7.2	1.4
8	2.4	28.2	0.2	2.4	5.9	69.4	8.5	1.6
<b>CITY TOTAL</b>	<b>313.0</b>	<b>59.5%</b>	<b>65.0</b>	<b>12.4%</b>	<b>147.8</b>	<b>28.1%</b>	<b>525.8</b>	<b>100.0%</b>

MAP NO. 27  
INDUSTRIAL ZONES

M1A, M1, M2 & M3



MAP NO. 28  
LOCATION OF INDUSTRIAL AREAS



## **Industrial Areas**

### **AREA 1**

Area 1 is the Grand Central Industrial Centre, a planned industrial park of 133.34 acres. The Centre owns in fee the land and buildings composing the development, although most of the buildings were and are built to the specifications of the leasing tenants. This area has the highest efficiency of industrial utilization of all eight areas in the City (63.7 percent). The underutilization involves commercial uses, vacant building space, and vacant land.

Nearly thirty acres of R1, R3 and R4 zoning is sandwiched between the industrial zoning of Areas 1 and 2 and the Golden State Freeway. The predominant use of the R4 portion of this acreage is 12.2 acres of railway right-of-way while 11.2 acres of R1 and R3 zoning is in residential use. Eighty-two percent of this residential acreage is in single family dwellings. Adequate buffers should be required between residential and industrial zoning in order to continue coexistence while upgrading the quality of each zone type. Buffering might include parking, landscaping and/or other transitional uses. A preferred solution to these problems is the development of an industrial park in this area.

### **AREA 2**

Area 2 consists of 135.01 acres of M1A and M2 zoned land adjacent to the Grand Central Industrial Centre. Utilization of these properties is 65.4 percent. The industrial uses are housed in a mixture of old and new structures--the old tending to be deteriorated and not well maintained and the new often incorporating modern design standards including parking, proper setbacks, and landscaping.

### **AREA 3**

Area 3 consists of 8.90 acres zoned M1A, M1 and M2. The area is 53.9 percent industrially utilized and is characterized by a mixture of old and new industrial buildings. Residential uses are at a minimum. Multiple residential zoning surrounds a portion of this area and requires adequate buffering for the protection of both types of land uses.

### **AREA 4**

Area 4 consists of 199.1 acres of land zoned M1A, M1, M2 and M3 along San Fernando Road. Area 4 contains 100 percent of the City's M3 zoned land and almost 90 percent of the City's M1 zoned land. While this is the largest industrial district in the City, only 59.1 percent of Area 4 is industrially utilized. The district is characterized by both old and new industrial structures and landscaping is generally absent. The interface of Area 4's industrial zoning and adjacent commercial and residential zoning is extensive enough that, although buffering would

provide temporary relief to both industrial and non-industrial zoning, a more permanent solution involving the reorganization of the area into industrial parks is desirable.

### **AREA 5**

Area 5 is a unique industrial district because it is totally dominated by publicly and semi-publicly owned land. Even the industrial use is actually semi-public since it is 5.2 acres of Southern Pacific Railroad right-of-way. This area accommodates the City of Glendale's W.H. Grayson Steam Generating Plant, the Southern Pacific Railroad right-of-way, the Los Angeles County Flood Control Channel, and the City of Glendale's Public Service Maintenance Yard. Although listed as public use, they are in fact industrial in nature. These uses are well situated here, isolated from other incompatible uses and thoroughfares.

### **AREA 6**

Area 6 consists of 2.1 acres of M1 and M2 zoned land on the north side of Arden Avenue between Central Avenue and Kenilworth. Only 23.8 percent of the property is used for industry. This industrially zoned land is not only poorly utilized by industry, but comprises a tiny island in an area zoned predominantly for commercial and multiple residential uses. This acreage should be rezoned to prohibit continued industrial development and to enhance the surrounding commercial and residential uses.

### **AREA 7**

Area 7 contains 7.2 acres of M1A zoned land in the Montrose portion of North Glendale. Industrial utilization is 62.5 percent effective. Although not designated as an industrial park, those properties located east of Clifton Place function as such. While roadway widths and landscaping are not up to contemporary industrial standards, parking and buffering from incompatible uses are generally adequate. The 3.8 acres of Area 7 located between Ocean View and the alley west of Clifton Place should be rezoned from M1A to commercial in order to better reflect the concentrated commercial nature of the area.

### **AREA 8**

Area 8 consists of 8.5 acres of land zoned M1A located along Foothill Boulevard. Industrial utilization of these properties is 28.2 percent. Some industrial development on Foothill is unsightly, deteriorating and below contemporary standards for parking and landscaping. Variances and non-conforming uses have resulted in industrial development on commercially zoned land. Rezoning to

encourage both light industrial development and community serving commercial in accordance with appropriate design standards is recommended.

## Recommendations

### 1. INDUSTRIAL PARK DEVELOPMENT

Optimal utilization of existing industrial zones can be accomplished by industrial park development and may necessitate, as well, a slight augmentation in the amount of land zoned for industrial use. An industrial park is a tract of land which is subdivided and developed according to a plan for the use of industry with adequate streets, rail sidings, freeway access, and underground utilities installed before sites are sold or leased and the structures erected. An industrial park also provides for control of the area and its buildings through provisions for use, off-street parking, setbacks and landscaping.

It is recommended that this form of development be encouraged in areas where industry presently dominates zoning and land use, as well as in immediately adjacent areas which offer the potential for industrial park expansion.

To facilitate this scale of development, the acquisition of large land parcels is a prerequisite requiring the consideration of all means of acquisition, including public and private redevelopment. The Community Redevelopment Law of the State of California (California Health and Safety Code Section 33000) provides for "replanning and land assembly for reclamation and development in the interest of the general welfare..." Much of the property indicated as suitable for redevelopment into industrial parks qualifies as "blighted" since it is characterized by "an economic dislocation, deterioration, or disuse..." and "...lots in irregular form and shape and inadequate size for proper usefulness and development."

Industrial park development must be flexible enough so that it can offer a variety of site sizes to meet the specific needs of clients; there should be compatible landscaping and architectural design; streets should be allowed to be vacated if it is necessary for the internal circulation as it relates to specific clientele requirements; and industrial parks should be a minimum of 5 acres in size with parcels ranging in size from one-half to one acre in size. When properly located, planned, and developed, industrial parks are assets to the community due to the stimulating effect they have on the local tax base and employment opportunities.

It is recommended that a Redevelopment Plan be promulgated specifically for the purpose of redeveloping attractive, efficient and harmonious industrial parks. These 550 acres are divided into 9 areas, A through I, as follows:

Area A is bounded by Western Avenue, Sonora Avenue and San Fernando Road. Area A's 61 acres have the following circulation advantages: streets capable of handling truck traffic, freeway accessibility, and the SPRR. The site is

well isolated from non-compatible uses and is zoned entirely for industry.

Area B is the largest proposed industrial park (225 acres) and is dominated by the existing Grand Central Industrial Centre. Besides the Centre, Area B includes two enclaves of residentially zoned land as well as the City's steam plant. Facilitation of industrial traffic is afforded by both the Golden State and Ventura Freeways. Area B also has direct access to the SPRR. Except for aesthetic landscaping as a visual buffer, noise buffering need not be extensive in Area B because it is surrounded by streets, freeways, and a portion of Griffith Park.

Area C is 44 acres in size, of which four-fifths is zoned for industry and one-fifth for high density residential use. Buffering need not be extensive along the area's north, south and west borders, but the eastern edge, which is adjacent to a large residential district, requires substantial buffering. Area C does maintain immediate access to the Ventura Freeway.

Area D is capable of producing a 24-acre industrial park. The area would require a rezoning of about 8 acres of land from high density residential to industrial use. Industrial truck traffic can easily reach the Golden State Freeway from Colorado Street. Extensive buffering or a transitional use along the eastern edge of the site would be required since Area D is juxtaposed to a residential neighborhood, where a Research & Development park, similar to that proposed for Area C, could be located.

Area E is a 35 acre site which is approximately one-half industrially zoned and one-half (high density) residentially zoned. The residential zoning occurs on the eastern half of the site and extends beyond the confines of the potential park. For this reason, maximum buffering is needed. Area E is adjacent to the freeway ramps of the Golden State Freeway, thereby facilitating industrial truck movements.

Areas F, G and H are part of one large industrial park site. For reasons of facilitating through traffic, the larger whole has been divided into thirds, split at Chevy Chase Drive and Los Feliz Road, Areas F, G and H are 19, 33, and 42 acres in size, respectively. These three areas have the potential of being the heart of the entire San Fernando industrial corridor. All areas are directly served by the SPRR and the City's solitary railroad station is located in Area H at the terminus of Cerritos Avenue. The areas also have several freeway links. Except for limited CM areas, the areas are entirely zoned for industry and are physically separated from incompatible uses by a major thoroughfare (San Fernando Road) and the Southern Pacific right-of-way.

Area I, the ninth proposed industrial site, is located in the Verdugo Canyon Community. Upon completion of the freeway system, this industrial park site will have direct access to Los Angeles by the Glendale Freeway, and cities to the east and west by virtue of the Foothill Freeway. The area available for industrial park development is the existing industrial property.

## 2. INDUSTRIAL PERFORMANCE STANDARDS

It is recommended that improved industrial performance standards be developed and adopted. The standards should include requirements regarding architectural design for structures, loading areas, parking site coverage and signing. Additional restrictions should control the variety of industrial related pollutants including noise, vibration, particulation and other emissions.

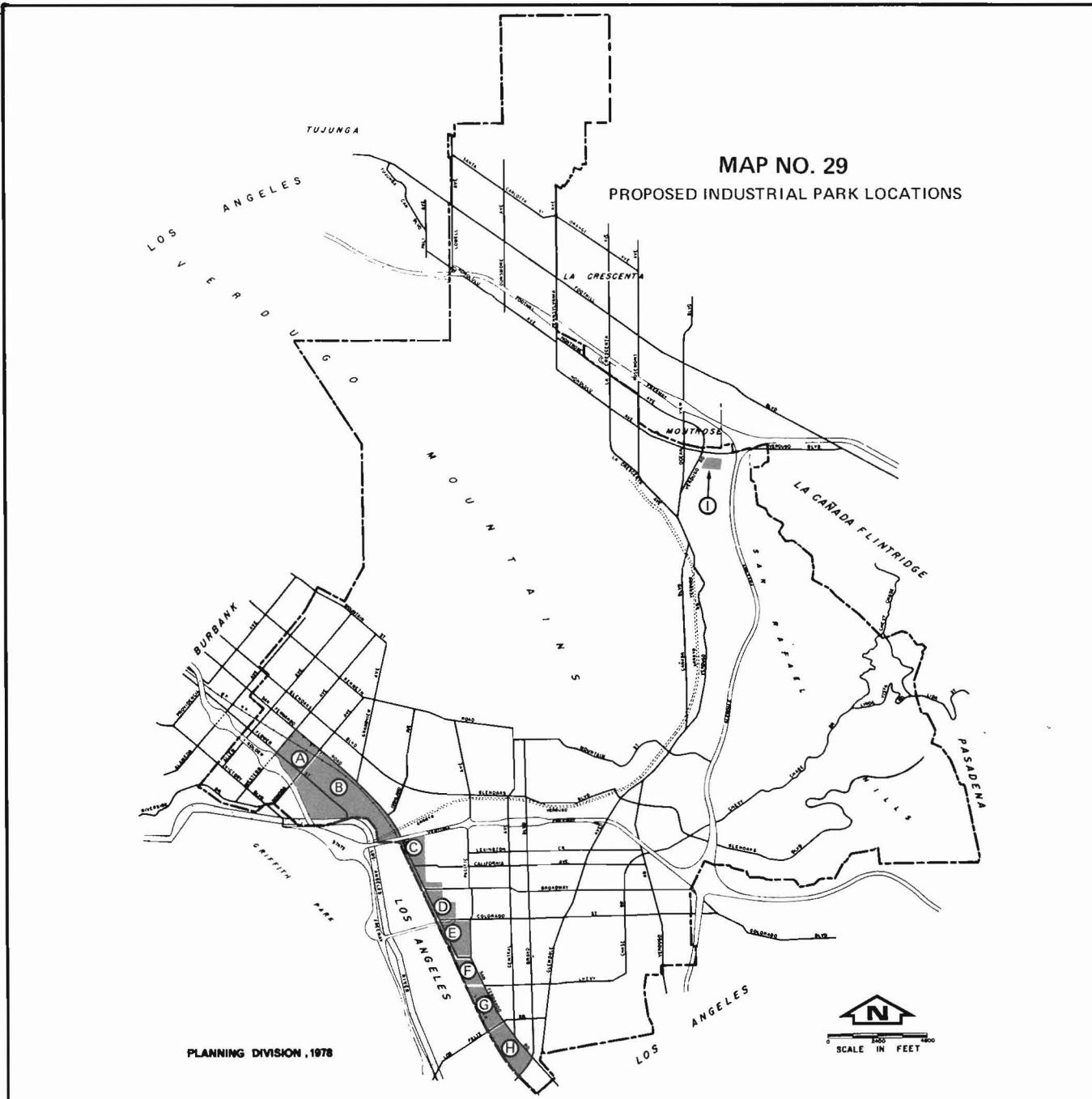
## 3. INCOMPATIBLE ZONING

Incompatible zoning occurs in seven of the eight industrial areas since commercial and residential zoning and land use are mixed with industrial zoning and land use. (The only exception is Area 5.)

Where surrounding zoning conflicts in its present use with adjacent industrial zoning, two courses of action are advisable: either the surrounding zoning or the industrial zoning itself should be revised to result in adjacent compatible zones, or suitable buffers should be constructed to physically and/or spatially separate the two.

## 4. NON-CONFORMING USES

Problems with non-conforming uses frequently involve the continuing presence of residential uses in industrial zones. Usually this occurs because residential land uses preceded present industrial zoning. Glendale's cumulative zoning often allows not only retention but construction of essentially non-conforming uses in various zones. A change to exclusive zoning would prohibit any future occurrences and amortization procedures would eliminate non-conforming uses which exist.



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