

IV. Environmental Impact Analysis

K.4 Public Services—Parks and Recreation

1. Introduction

This section of the Draft EIR addresses the Project’s potential impacts on the public parks and recreation facilities administered by the City of Pasadena (City). The analysis identifies and describes the existing parks and recreational facilities in the Project vicinity and focuses on whether existing facilities are sufficient to accommodate the growth that would be generated by the Project. The analysis also evaluates the Project’s consistency with applicable City goals and regulatory requirements that address parks and recreation.

2. Environmental Setting

a. Regulatory Framework

(1) State Level

(a) Quimby Act

Section 66477 of the California Government Code, also known as the Quimby Act, was enacted in an effort to promote the availability of park and open space areas in California. The Quimby Act authorizes cities and counties to enact ordinances requiring the dedication of land, or the payment of fees for park and/or recreational facilities in lieu thereof, or both, by developers of residential subdivisions as a condition to the approval of a tentative map or parcel map. Thus, Pasadena Municipal Code (PMC) Chapter 4.17, discussed below, was authorized pursuant to the Quimby Act. The Quimby Act permits the City to require parkland dedications not to exceed 3 acres of parkland per 1,000 persons residing within a subdivision, and/or in-lieu fee payments for residential development projects, unless the amount of existing neighborhood and community park space within the local jurisdiction exceeds that limit, in which case the ratio cannot exceed 5 acres of parkland per 1,000 persons.

(2) Local Level

(a) Green Space, Parks, and Recreation Element & Master Plan

Adopted in November 2007, the Green Space, Parks, and Recreation Element, a component of the City's General Plan, identifies the goals and objectives for open space, parks, and recreation facilities and programs. When combined with the Green Space, Parks, and Recreation Master Plan, it provides the background data, recommendations, and implementation programs for using, maintaining, and expanding additional parks facilities and recreation programs. The Green Space, Recreation and Parks Element identifies a service area for neighborhood parks that extends to a one-half mile radius from the park and that citywide parks are used by residents throughout the city for activities that cannot be accommodated in other parks.

The City of Pasadena has an existing park to resident ratio of 2.73 acres of parkland per 1,000 residents.¹

(b) Pasadena Municipal Code Chapter 4.17

New Residential Impact Fee

The City of Pasadena collects residential impact fees to offset the impact of new residential development on City parks and park facilities. These fees are used for acquiring new park land, construction of new park facilities, and improving existing park facilities. Adopted in 1988, Ordinance 6252—New Residential Impact Fee—requires that any person developing new housing units pay an impact fee, which is included as a condition of approval when subdividing a parcel, or as a prerequisite for obtaining a building permit. Impact fees are paid into a special fund maintained by the City Director of Finance and disbursed to pay for park or recreational facility improvements, as outlined in the PMC, Chapter 4.17. Impact fees are valued based on the number of bedrooms in each new residential unit and are as follows: Studio—\$16,618; 1-bedroom—\$17,538; 2-bedroom—\$19,478; 3-bedroom—\$22,399; 4-bedroom—\$27,215; and 5-bedroom or more—\$30,761. For the purpose of collecting and appropriating residential impact fees, the City is divided into three zones (West, Central, and East) divided along Marengo Avenue and Allen Avenue.

¹ Verbal communication with Loren Pluth, City of Pasadena, April 23, 2014.

b. Existing Conditions

(1) Local Area

.City facilities include parks, community centers, swimming pools, playgrounds, lawn bowling greens, stages and amphitheatres, sports courts and fields, natural open space areas, passive areas, community gardens, paseos, and plazas. In total, the City contains 338.2 acres of parkland and 502.3 acres of open space, including four citywide parks, five community parks, and 15 neighborhood parks. The City also contains a large variety of public outdoor urban open spaces that cannot be classified as parks, but do provide certain recreational opportunities. These spaces include pocket parks, botanical gardens, public plazas, paseos, golf courses, and the grounds of museums and historic sites. In addition to these facilities, the City promotes the joint use of public school facilities and park facilities to accommodate the demand for recreation opportunities citywide. Public school facilities, operated by the Pasadena Unified School District, are only available for neighborhood use after entering into a specific access agreement with the City. Three schools, Madison, McKinley, and Linda Vista, are currently used as neighborhood parks during non-school hours. The school facility at Linda Vista is closed permanently and, thus, operates as a full-time neighborhood park. However, it should be noted that none of these schools are within 0.5 mile from the Project Site. Other facilities that are shared are for specific uses such as tennis courts, swimming pools, or sports fields. While these sites do provide a recreational function, they serve the broader Pasadena community and are not considered neighborhood parks. According to the City's Green Space, Parks, and Recreation Element, the City-School District Joint Use Agreement is primarily utilized to conduct organized sports activities or scheduled recreation events.

Table IV.K.4-1 on page IV.K.4-4 lists the type of park, size, amenities, and approximate distance from the Project Site for the public parks and recreational facilities within 0.5 mile of the Project Site. As shown in the table, there are three parks within 0.5 mile of the Project Site, consisting of two community parks (Memorial Park and Central Park) and one neighborhood park (Defenders Park). When the closest parks to a project site are community parks, the City considers these parks to also serve as neighborhood parks in terms of meeting the parks and recreational needs of a project. Memorial Park, located one block east of the Project Site, is the closest park to the Project Site and contains a Senior Center, band shell and associated seating, picnic facilities, a large open grass area, park landscaping, and an exercise walk. Located just outside the 0.5-mile radius of the Project Site are two citywide parks. Specifically, Lower Arroyo Park, is located approximately 0.5 mile west of the Project Site. Lower Arroyo Park contains 50.9 acres of park land and 99.1 acres of open space and offers amenities such as a natural park, fly casting pond and clubhouse, archery range, multi-use trails, the La Casita del Arroyo community center, and several promontory outlook points, including a bird

**Table IV.K.4-1
Neighborhood Parks Within One-Half Mile of the Project Site and Community and Citywide Parks
and Recreational Facilities Within Approximately One Mile of the Project Site**

Facility and Address	Distance from Project Site^b (miles)	Type of Park	Acres	Amenities
Memorial Park	0.1	Community Park	5.3	Senior Center, band shell and seating capacity of 400, picnic facilities, benches, large open grass area, landscaping, and exercise walk.
Central Park	0.2	Community Park	9.2	Six horseshoe pits, picnic tables, rose garden, children's playground area, benches, and two lawn bowling greens and associated clubhouse.
Defenders Park	0.4	Neighborhood Park	1.8	Small open grassy area with some trees and shrubbery.
Lower Arroyo Park	0.55	Citywide Park	150.0	50.9 acres of park land and 99.1 acres of open space.
Brookside Park	0.6	Citywide Park	61.6	One lighted baseball field with seating for 4,200, two lighted softball diamonds with seating for 240, multi-purpose field, speaker's platform with seating, picnic tables, barbecue pits, and play area.
La Casita del Arroyo	0.73	Urban Open Space	—	A recreational facility that houses community gatherings located in Lower Arroyo Seco.
Robinson Park	0.9	Community Park	6.7	Four lighted basketball courts, multi-purpose field, two lighted softball diamonds with bleachers, roller skating rink, and picnic area.
Robinson Park Center	0.9	Community Center	—	Large gymnasium, recreational room, lounge, arcade area, meeting room, kitchen, music room, and swimming pool.
Jackie Robinson Community Center	1	Community Center	—	Recreation room, lounge, meeting rooms, kitchen, music room, and large auditorium.
<hr/> <p><i>Source: City of Pasadena, 2014.</i></p>				

sanctuary. The second citywide park, Brookside Park, is located approximately 0.6 mile northwest of the Project Site. Brookside Park contains 61.6 acres and offers amenities such as one lighted baseball field with seating for 4,200, two lighted softball diamonds with seating for 240, a multi-purpose field, speaker's platform with seating, picnic tables, barbecue pits, and play area.

Within a 0.5-mile radius of the Project site, there are currently 2.03 acres of parkland per 1,000 residents, compared to the citywide average of 2.73 acres of parkland per 1,000 residents.

(2) Project Site

The Project Site is currently developed with a 12-story building and three 4-story pods that connect to the 12-story tower. These buildings are surrounded by surface parking lots. A total of approximately 4.7 acres of open space and landscaping is currently found within the Project Site. These 4.7 acres are primarily comprised of the landscaped medians within the North Development Area's surface parking lots. Additional open space and landscaping is found within the Walnut Street pedestrian plaza located between Walnut Street and the 12-story tower, as well as open space and landscaping located around the perimeter of the on-site buildings.

3. Project Impacts

a. Methodology

The methodology used to evaluate potential park and recreation impacts included the following: (1) reviewing the existing neighborhood parks within 0.5 mile of the Project Site, which corresponds to the service area for these parks as set forth in the City's Green Space, Parks, and Recreation Element, as well as the community and citywide parks and recreational facilities within 1 mile of the Project Site as these parks are intended to serve a larger geographic area; (2) projecting the future population associated with the Project; and (3) evaluating the demand for park and recreation service anticipated at the time of Project buildout compared to the expected level of service available, considering neighborhood parks within 0.5 mile of the Project Site, as well as the Project's recreational amenities.

b. Thresholds of Significance

The proposed Project may have a significant impact on parks and recreational facilities if it would:

- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.
- Increase the demand for parks and recreational facilities such that additional facilities are required, thus resulting in substantial adverse physical impacts.

c. Regulatory Compliance Measures and Project Design Features

(1) Regulatory Compliance Measures

The Project would comply with all applicable regulatory standards. Implementation of the following Regulatory Compliance Measure, as currently required and/or as may be amended in the future, is intended to reduce impacts related to parks and recreational facilities:

Regulatory Compliance Measure K.4-1: The Applicant is required to pay all applicable residential impact fees to the City of Pasadena to offset the impact of new residential development on parks and recreational facilities within the City of Pasadena.

(2) Project Design Features

No specific Project Design Features beyond the open space and recreation features described in Section III, Project Description, of this Draft EIR are proposed with regard to parks and recreation.

d. Analysis of Project Impacts

(a) Construction

During construction, a temporary increase in the number of construction workers present onsite would occur. The likelihood that these construction workers would relocate their households as a consequence of working on the Project is negligible considering the employment patterns of construction workers in southern California and the operation of the market for construction labor. Thus, increased employment of construction workers on the Project Site would not result in a notable increase in the residential population of the Project area, nor would there be a corresponding permanent demand for parks and recreational facilities in the Project vicinity.

Construction of the proposed Project could result in the temporary increase in use of public parks and recreational facilities by construction workers; however, this increase would be expected to be limited as construction workers are highly transient in their work locations and are more likely to utilize parks and recreational facilities near their places of residence. There is a potential for construction workers to spend their lunch breaks at the parks and recreational facilities located in proximity to the Project Site (i.e., 0.5 mile), particularly Memorial Park located one block east of the Project Site at 85 East Holly Street. However, any resulting increase in the use of such parks and recreational facilities would be temporary and would occur during off-peak park usage hours (i.e., when most potential park patrons are at work or school). It is unlikely that workers would utilize parks and recreational facilities beyond a 0.5-mile radius from the Project Site, as lunch breaks typically are not long enough for workers to take advantage of such facilities and return to work within the allotted time (e.g., 30 to 60 minutes).

Based on the above, Project construction would not generate a demand for park or recreational facilities that cannot be adequately accommodated by existing or planned facilities and services, nor would Project construction interfere with existing park usage in a manner that would substantially reduce the service quality of the existing parks in the Project area. Therefore, impacts on parks and recreational facilities during Phase 1 and Phase 2 construction would be less than significant.

(b) Operation

The proposed Project would construct 475 residential units, 620,000 square feet of office uses, and 10,000 square feet of restaurant commercial space. The Project would be developed in two phases. It is forecasted that Project development would create an on-site population of approximately 969 persons (Phase 1 only) and an increase of 2,505 on-site employees (Phase 1 and 2). A total of 865 employees are associated with Phase 1 development and the remaining 1,640 employees are associated with Phase 2 development. The population increase associated with the Project would generate additional demand for parks and recreational facilities in the Project area.

In addition to residential and commercial uses described above, the Project would provide on-site open space and residential amenities to serve the recreational needs of Project residents, employees, and guests. Specifically, the Project proposes to construct an on-site open space network that is defined by a series of paseos connecting three categories of open space areas (primary, secondary, and Existing Parsons Walnut Street Plaza) to each other as well as to the streets located along the perimeter of the North Development Area. In addition to the existing Walnut Street Plaza, which would be retained and unchanged, the proposed Project would construct the Holly Street Plaza, which would provide a minimum of 35,000 square feet (approximately 0.75 acre) of

contiguous open space. The plaza would be the largest open space area on the Project Site and would be a mixture of hardscape and softscapes, with at least 20 percent of the plaza area dedicated to plantings. The current design for Holly Plaza is to create a flexible public use space that could host theatre, concerts, and movies as well as also being available for civic-related activities (e.g., art shows). Part of Holly Plaza's flexible design is the inclusion of an area set aside for seating with tables for general public use, with the plaza's fixed elements placed to allow for flexibility in accommodating civic programming. The Project's open space plan also includes the creation of a series of secondary open spaces that would be distributed throughout the North Development Area. These secondary open spaces would serve as passive open space areas and provide a variety of open space amenities (e.g., benches, seating areas) and may be related to building access locations that are located internal to the Project Site (i.e., not located along the perimeter streets). The secondary open space areas would serve on-site employees and residents, as well as the general public. The third element of the Project's open space network is the on-site paseo system. The Project's public paseos would wind their way through the Project Site, connect to the paseo-lined streets, and provide the primary connections between the Project's primary and secondary open space areas.

In addition to the open space described above, the Project would also be required to provide private open space areas that support the Project's residential and work/live components proposed for Development Area A. The open space requirements of the Project's residential component would be met through useable private open spaces provided within Development Area A, as well as the publically accessible primary and secondary open space areas described above. Useable open space may consist of private and/or common areas intended to introduce natural light and ventilation, improve pedestrian circulation, and provide access to recreation facilities, both outdoor and indoor. Open space areas as well as recreational amenities that could occur within Development Area A include, but are not limited to, a pool, outdoor rooftop gathering area, fitness center, and community room. The Project would be required to include 200 square feet of useable open space within Development Area A per residential unit, of which up to 50 percent, or up to 100 square feet, may be provided as a balcony or similar area that would only be available to the occupant of the residential unit.

Project residents would use park and recreational facilities for both passive and active recreational purposes. Due to the amount, variety, and availability of the proposed on-site open space and recreational amenities, it is anticipated that Project residents would primarily utilize the on-site open space areas to meet their passive recreational needs. As such, the use of off-site public parks and recreational facilities by Project residents for passive recreational purposes would be reduced. However, there would be an increased demand on off-site parks and recreational facilities to meet the active recreational needs of the Project's residents (e.g., playground equipment, ball fields, etc.) as well as to take

advantage of the special park facilities in the area, such as the band shell and Senior Center at Memorial Park, the rose garden and lawn bowling greens at Central Park, and the unique recreational amenities found within the Lower Arroyo Park. In addition to the park and recreational needs of the Project's residents, the Project's commercial component, which is estimated to generate approximately 2,505 employees, would also result in an increased demand for parks and recreational facilities. However, like the Project's residents, the employees would utilize on-site open space to meet their passive recreational needs, although similar to the construction workers noted above, there is a potential for employees to spend their lunch breaks at the parks and recreational facilities located in proximity to the Project Site (i.e., 0.5 mile), particularly Memorial Park. However, any resulting increase in the use of such parks and recreational facilities would be temporary due to the limited amount of time an employee has during a lunch break (e.g., 30 to 60 minutes) and that park usage, should it occur, would involve the use of park facilities which are readily available at the parks within the Project area (e.g., benches and tables). Furthermore, it is unlikely that employees would utilize parks and recreational facilities beyond a 0.5-mile radius from the Project Site, as lunch breaks typically are not long enough for employees to take advantage of such facilities and return to work within the allotted time.

To address the impact of new residential development on City parks and park facilities, the Project, as is the case with all new residential development in the City, would be subject to the Residential Impact Fee Ordinance. As explained above, residential impact fees are collected on a per-unit basis for new residential development projects for the purpose of acquiring park land, constructing new parks, and improving existing parks. For purposes of estimating the approximate dollar value of the Project's park impact fees, it is assumed that the Project would be developed with 62 studio units, 166 one-bedroom units, 223 two-bedroom units, and 24 three-bedroom units. These estimates are based on the number of bedrooms proposed for the Project as set forth in the Project's application to the City. Based on these assumptions and the City's current impact fees, the Project's residential component would generate approximately \$8.8 million in park impact fees.

As discussed previously, the existing Citywide park ratio is 2.73 acres of parkland per 1,000 residents. As shown in Table IV.K.4-1 on page IV.K.4-4, there are three parks within 0.5 mile radius of the Project Site and the existing park per person ratio for this area is 2.03 acres of parkland per 1,000 residents. With the addition of the Project's residents, the park ratio for the area within 0.5 mile of the Project Site declines to 1.81 acres of parkland per 1,000 residents. While the park ratio within a 0.5-mile radius of the Project Site is less than the existing Citywide average, two very large parks (Lower Arroyo Park and Brookside Park) with a combined acreage of 211.6 acres, are both located just outside the 0.5-mile radius of the Project Site. In addition, with one neighborhood park and two Citywide parks within a 0.5-mile radius, the City's goal of having a neighborhood park or

facility within a 0.5-mile walk is being met with the development of the proposed Project. Nonetheless, as described above, the population increase associated with the Project would generate additional demand for parks and recreational facilities in the Project area.

In determining the Project's potential impacts to parks and recreational facilities, this analysis evaluates the potential demand of Project residents for public parks and recreational facilities, as well as the City's Residential Impact Fees Ordinance. As discussed above, due to the amount, variety, and availability of the Project's proposed open space and recreational amenities, it is anticipated that Project residents and employees would utilize on-site open space areas as well as the local parks within 0.5 mile of the Project Site to meet their passive recreational needs. However, for active recreation needs, Project residents and employees would need to use the facilities located in the existing parks in the Project area as well as the special recreational facilities and amenities found with Memorial Park, Central Park, and the Lower Arroyo Park. Project development would generate an estimated \$8.8 million in park impact fees based on current impact fee rates. Per City policy, the payment of these fees would mitigate a Project's impacts on City parks and recreational facilities by allocating funds to acquire, develop, renovate, and replace parks and recreational areas. Given the on-site open space, the nearby active recreational facilities, and the payment of the Residential Impact Fee, it is not expected that the Project would increase the use of existing parks or other recreational facilities such that substantial physical deterioration of any City park facility would occur or be accelerated. Therefore, the Project's impact on park and recreational facilities during Phase 1 and Phase 2 development, as well as at Project buildout, would be less than significant.

4. Cumulative Impacts

Cumulative impacts occur when impacts that are significant or less than significant from a proposed project combine with similar impacts from other past, present, or reasonably foreseeable projects in a similar geographic area. As described in Section II, Environmental Setting, of this Draft EIR, there are 55 related projects within the vicinity of the Project Site. Seventeen of the related projects (Related Project Nos. 10–15, 17, 19, 20, 24–26, 35, 39, 44, 45, and 48) include residential units and are located within 0.5 mile of the Project Site, the geographic area analyzed for the purpose of assessing impacts to parks and recreational facilities. These 17 related project cumulatively total 1,191 residential units. Based on the City's average of 2.04 persons per household, the 17 related projects would increase the City's residential population by approximately 2,430 persons. Assuming no additional park lands are developed within 0.5 mile of the Project Site, this population increase, combined with the proposed Project's residential population would reduce the existing ratio of 2.03 acres of parks per 1,000 residents to 1.43 acres of parks per 1,000 residents, compared to the Citywide average of 2.73 acres of parks per 1,000 residents. Nonetheless, each of the related projects that include

residential units, as is the case with the proposed Project, would be required to pay park fees per the City's Residential Impact Fee Ordinance. Per City policy, payment of these fees mitigate a project's impacts on City parks and recreational facilities by allocating funds to acquire, develop, renovate, and replace parks and recreational areas. Furthermore, like the proposed Project, the related projects that include residential development would likely provide on-site recreational amenities that reduce their respective demand on existing parks. Therefore, the proposed Project, combined with related projects, would not increase the use of existing parks or other recreational facilities such that a substantial physical deterioration of the facility would occur or be accelerated and as a result, cumulative impacts would be less than significant.

5. Mitigation Measures

Project-level and cumulative impacts during Phase 1, Phase 2, and Project buildout with regard to parks and recreational facilities would be less than significant. Therefore, no mitigation measures are required.

6. Level of Significance

Project-level and cumulative impacts during Phase 1, Phase 2, and Project buildout with regard to parks and recreational facilities would be less than significant.