3.9 Land Use and Planning

As a result of the analysis undertaken in the 2009 Master Plan Initial Study\(^1\), LACCD determined that the proposed project may result in environmental impacts to land use and planning. Therefore, this issue is being carried forward for detailed analysis in this EIR. This analysis was undertaken to identify opportunities to avoid, reduce, or otherwise mitigate potentially significant impacts to land use and planning and to identify potential alternatives to the proposed project.

The analysis of land use and planning consists of a summary of the regulatory framework that guides the decision-making process, the existing (April 2009) conditions in the proposed 2009 Master Plan area, the thresholds for determining whether the proposed 2009 Master Plan would result in significant impacts, anticipated impacts (direct, indirect, and cumulative), mitigation measures, and level of significance after mitigation. The potential for impacts to land use and planning at the proposed 2009 Master Plan site have been evaluated in accordance with Appendix G of the CEQA Guidelines.\(^2\)

3.9.1 Setting

3.9.1.1 Regulatory Setting

**Federal**

The LAMC Athletic Fields to be developed immediately west of the Pacoima Wash includes two parcels: one owned by the LACCD and the other owned by the ACOE. The ACOE-owned portion of the Athletic Fields site is subject to the regulatory requirements of the ACOE and the guidelines set forth in the Lopez Dam Basin Master Plan. The ACOE prepared the Lopez Dam Basin Master Plan in May 2005. Lopez Dam is on the Pacoima Wash in the northeastern part of the San Fernando Valley, 2.2 miles northeast of the City of San Fernando. Lopez Dam is owned and operated by the Los Angeles County Department of Public Works. The drainage area for Lopez Dam is 34 square miles, including 28.2 miles for Pacoima Dam.

The Lopez Dam Basin Master Plan presents an overall view of the present and proposed uses planned for federally owned land in the Lopez Dam Basin. Lands designated for recreation development may be leased to local sponsors interested in developing, operating, and maintaining recreation facilities within specified areas.

**State**

Government Code Section 53094 gives the governing boards of a school district, by a two-thirds vote of its members, the authority to render a city zoning ordinance inapplicable to a proposed use of property by the school district provided that the use is for classroom facilities. The LACCD used this exemption when it approved the 2007 Master Plan. The LACCD may also use this exemption for the proposed 2009 Master Plan.

\(^1\) URS Corporation, *LAMC Facilities Master Plan Initial Study* (April 2009).

Regional

The proposed 2009 Master Plan site is within the planning area of the Southern California Association of Governments (SCAG), which covers a six-county region (Los Angeles, Ventura, San Bernardino, Orange, Riverside, and Imperial counties). The project site is in the City of Los Angeles sub-region of SCAG. The Regional Comprehensive Plan and Guide\(^3\) (RCPG) provides a general overview of the plans and various regional agencies that would affect local governments or that respond to the important planning issues facing Southern California, including growth management. The SCAG RCPG includes the applicable policies noted below.

3.03 The timing, financing, and location of public facilities, utility systems, and transportation systems shall be used by SCAG to implement the region’s growth policies.

3.05 Encourage patterns of urban development and land use that reduce costs on infrastructure construction and make better use of existing facilities.

3.18 Encourage planned development in locations least likely to cause adverse environmental impact.

3.27 Support local jurisdictions and other service providers in their effort to develop sustainable communities and provide equally to all members of society accessible and effective services such as: public education, housing, health care, social services, recreational facilities, law enforcement, and fire protection.

5.11 Through the environmental document review process, ensure that plans at all levels of government (regional, air basin, county, sub-regional, and local) consider air quality, land use, transportation, and economic relationships to ensure consistency and minimize conflicts.

A more expansive list of the SCAG RCPG policies applicable to the proposed 2009 Master Plan is included in the Section 3.9, Land Use and Planning, of the 2007 Master Plan EIR.\(^4\)

Local

Los Angeles Citywide General Plan Framework Element

The proposed 2009 Master Plan site is within the boundaries of the City of Los Angeles. Land use decisions within the City of Los Angeles are guided by the Los Angeles Citywide General Plan Framework Element and associated plans\(^5\). Applicable policies related to land use and planning from the Framework Element are discussed in detail in Section 3.9, Land Use Planning, in the 2007 Master Plan EIR.\(^6\) Policies applicable to the project from the Framework Element include:

- Identify areas on the Long-Range Land Use Diagram and in community plans sufficient for the development of a diversity of uses that serve the needs of existing and future residents (housing, employment, retail, entertainment, cultural/institutional, educational, health,


\(^{4}\) URS Corporation, LAMC Facilities Master Plan EIR (2007).


\(^{6}\) URS Corporation, LAMC Facilities Master Plan EIR (2007).
services, recreation, and similar uses), provide job opportunities, and support visitors and tourism.

- Allow for the provision of sufficient public infrastructure and services to support the projected needs of the City’s population and businesses within the patterns of use established in the community plans as guided by the Long-Range Land Use Diagram.
- Identify areas for the establishment of new open space opportunities to serve the needs of existing and future residents.

**City of Los Angeles Planning Land Uses and Zoning Code**

The LAMC Main Campus is zoned as PF, with a land use designation of Public Facilities. This zoning is intended for such uses as agriculture (including field crops, gardens, and nurseries), rights-of-way under power transmission lines, public parking facilities, fire and police stations, government buildings, public libraries, post office and related facilities, public health facilities, public elementary and secondary schools, joint public and private development uses, and other conditionally permitted uses. Educational institutions are specifically allowed in the PF zone with a Conditional Use Permit issued by the City Planning Commission (see Figure 3.9-1, Existing Land Use and Zoning Map).

The LAMC East Campus site is zoned RD-6, with a land use designation of Low Density Residential. This zone is intended for single-family dwellings and parks, playgrounds, or community centers owned and operated by a governmental agency (Figure 3.9-1).

The Nursery Property is zoned RA-1, with a land use designation of Low Medium II Residential. This zone is intended for one- and two-family dwelling units; multiple and group family dwellings; apartment houses; parks, playgrounds, or community centers owned and operated by a government agency; golf courses, and limited agricultural uses (Figure 3.9-1).

The Athletic Fields are zoned OS-1XL, with a land use designation of Open Space. This zone is intended for parks and recreation facilities, nature reserves, closed sanitary landfill sites, public water supply reserves, and water conservation areas (Figure 3.9-1).

**Sylmar Community Plan**

The City of Los Angeles is divided into 35 different geographic areas, each of which has a separate community plan. The 35 community plans compose the City’s Land Use Element. The proposed 2009 Master Plan site is within the Sylmar Community Plan area. The Sylmar Community Plan, which was revised in 1997 and currently undergoing an update, is intended to promote an arrangement of land uses, streets, and services that would encourage and contribute to the economic, social, and physical health, safety, welfare, and convenience of the people who live and work in the Sylmar community. The plan ensures that sufficient land is designated to provide for the housing, commercial, employment, educational, cultural, social, and aesthetic needs of the residents of Sylmar. The following policies from the Sylmar Community Plan are applicable to the 2009

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7 City of Los Angeles, Sylmar Community Plan (August 1997).
3.0 Setting, Environmental Impact Analysis, Mitigation Measures

3.9 Land Use and Planning

Master Plan. Section 3.9, Land Use Planning, of the 2007 LAMC Facilities Master Plan EIR provides a more detailed list of the applicable policies.8

1-1.2 Protect existing single-family residential neighborhoods from encroachment by higher-density residential and other incompatible uses.

1-3.2 Consider factors such as neighborhood character and identity compatibility of land uses, impacts on livability, impacts on services and public facilities, impact on traffic levels, and environmental impacts when changes in residential densities are proposed.

1-3.3 Preserve existing views of hillside and mountainous areas.

1-6.6 Require that any development minimize grading to reduce the impacts on any environmentally sensitive areas.

5-1.1 Encourage the retention of passive and visual open space that provides a balance to the urban development of the community.

5-1.1 Encourage the retention of passive and visual open space, which provides a balance to the urban development of the community.

3.9.1.2 Environmental Setting

The proposed 2009 Master Plan site includes the LAMC Main Campus at 13356 Eldridge Avenue, the Hubbard Street Nursery Property, the Eldridge Avenue Streetscape Improvements, the LAMC East Campus, and the Athletic Fields (Figures 3.9-1 and 3.9-2). With the exception of these proposed 2009 Master Plan facilities, the environmental setting for land use discussed in the 2007 LAMC Facilities Master Plan EIR is still applicable.

Campus

LAMC consists of approximately 21 acres of developed land that includes permanent and temporary educational facilities. The LAMC Main Campus is bordered by low-density residential neighborhoods to the south and west, El Cariso County Regional Park to the north, and the El Cariso Golf Course and Pacoima Wash to the east (Figures 3.9-1 and 3.9-2).

Figure 3.9-1, Existing Land Use and Zoning Map
Figure 3.9-2, Aerial View of Project Site and Surrounding Area
3.0 Setting, Environmental Impact Analysis, Mitigation Measures

3.9 Land Use and Planning

The Nursery Property is on the west side of Hubbard Street between Eldridge Avenue and Lexicon. As discussed in the Chapter 2.0, “Project Description,” the Nursery Property would be initially used as temporary “swing space” to allow for the completion of the remaining 2007 LAMC Master Plan facilities. After its use as a swing space, the proposed use would be as a permanent College Programs and Activities Center.

The Nursery Property has a residential land use designation and zone, but is still actively used as a commercial nursery. The Nursery Property is bordered by the LAMC Main Campus to the east and low-density residential neighborhoods to the north, south, and west (Figures 3.9-1 and 3.9-2).

The Eldridge Avenue Streetscape Improvements would occur between Harding Street and Hubbard Street. The improvements would be bounded by the LAMC Main Campus to the northeast, low-density residential neighborhoods along Hubbard Street to the northwest, low-density residential neighborhoods south of Eldridge Avenue, and open space and the LAMC East Campus to the east (Figures 3.9-1 and 3.9-2).

**Athletic Fields**

The proposed Athletic Fields are planned for development on two parcels of land west of the Pacoima Wash and north of the Harding Street intersection at Maclay Street. The Athletic Fields are bounded by El Cariso Golf Course to the west, the Pacoima Wash and the Mountain Glen Terrace residential community to the east, the LAMC East Campus to the south, and the Sylmar Independent Baseball League (SIBL) fields to the north (Figure 3.9-2). The northern parcel is about 6.4 acres in area and is owned by LACCD; the southern parcel is about 8.2 acres and is owned by the ACOE (Figure 3.9-2). On approval of the proposed 2009 Master Plan, the Athletic Fields would be incorporated into the LAMC East Campus as an integrated facility.

3.9.2 **Significance Thresholds**

As noted in the Initial Study, for the purposes of this EIR, and in accordance with Appendix G of the CEQA Guidelines, an impact to land use and planning is considered significant if the proposed project would:

- Physically divide an established community
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect

The Initial Study found that the following threshold question was not applicable to this project and therefore is not considered in this EIR:

- Would the project conflict with any applicable habitat conservation plan or natural community conservation plan?

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3.0 Setting, Environmental Impact Analysis, Mitigation Measures

3.9 Land Use and Planning

3.9.3 Environmental Impact Analysis

3.9.3.1 Methodology

The proposed 2009 Master Plan is analyzed in light of adopted plans, polices, and ordinances and compatibility with surrounding land uses within the project area. Impacts are analyzed in terms of each of the relevant significance thresholds listed above.

3.9.3.2 Campus Impacts

Construction Impacts

Divide an Established Community

Residents of the low-density residential neighborhood immediately bordering the Nursery Property and Eldridge Avenue may experience temporary access issues because of delays and detours caused by construction. Access between the LAMC Main Campus and the LAMC East Campus may be temporarily affected during construction of the Eldridge Avenue Streetscape Improvements (Figure 3.9-1). Access along Hubbard Street may be temporarily affected due to construction of the Nursery Property and the Eldridge Avenue Streetscape Improvements. People traveling to and from Hubbard Street Elementary School may also be temporarily delayed due to construction delays along Hubbard Street and Eldridge Avenue (Figure 3.9-1). To minimize the impacts caused by construction within the surrounding community, a Construction Traffic Management Program would be implemented as part of the project (see Section 3.14, Transportation and Traffic). Because no access would be cut off for anyone in the surrounding community as a result of the proposed project, impacts would be less than significant.

Conflict with Any Applicable Land Use Plan, Policy, or Regulation

Adjacent sensitive land uses such as El Cariso Golf Course and Park, the LifeHOUSE Maclay Healthcare Center, Harding Street Elementary School, Hubbard Street Elementary School, and surrounding residential neighborhoods may experience temporary compatibility issues due to construction, including higher levels of dust, noise, and traffic (see Figures 3.9-1 and 3.9-2). These temporary construction impacts are analyzed in Section 3.2, Air Quality, Section 3.11, Noise, and Section 3.14, Transportation and Traffic, respectively. Construction would not conflict with land use plans, policies, or regulations; therefore, impacts would be less than significant.

Operational Impacts

Divide an Established Community

The development of the Nursery Property would result in the replacement of the existing structure with new structures and a surface parking lot immediately west of the LAMC Main Campus. The Nursery Property is proposed to be used as temporary modular space during the development of the 2007 LAMC Master Plan facilities. In subsequent development phases, the site would be developed with a permanent, one-story 20,000 square foot building that is proposed for a College Programs and Activities Center. The development of educational facilities on this site would not divide the established community because it would occur on the edge of a neighborhood that consists of single-family homes. All sidewalks and other modes of local connection within the community would remain unchanged. The development would replace a commercial nursery, which is a non-
conforming use according to existing zoning for this block. Thus, less-than-significant impacts would occur to land use and planning.

The Eldridge Avenue Streetscape Improvements would provide added benefits to the surrounding community, such as re-paving and widening of the sidewalk, a bike lane, rest areas with seating, trash receptacles, informational kiosks, low pedestrian lighting, and designated crosswalks. These improvements would create a pedestrian friendly connection for students, faculty, and local residents to travel between the LAMC Main Campus and the LAMC East Campus areas. Improvements to Eldridge Avenue would not divide the established community and would enhance connectivity between campus areas for residents, faculty, and students. Thus, less than significant impacts would occur to land use and planning.

**Conflict with Any Applicable Land Use Plan, Policy, or Regulation**

The Nursery Property is currently zoned RA-1, with a land use designation of Low Medium II Residential. Development of the site for use as educational facilities and public parking is not consistent with existing zoning requirements per the Los Angeles Municipal Code. Educational institutions and public parking are specifically allowed within the RA-1 zone with a Conditional Use Permit pursuant to Los Angeles Municipal Code Sections 12.24.U.6 and 12.24.U.37. Until a Conditional Use Permit is approved for the Nursery Property, a significant impact would occur. However, Government Code Section 53094 gives the governing board of a school district the authority, by a two-thirds vote of its members, to render a city zoning ordinance inapplicable to a proposed use of property by the school district provided that the use is for classroom facilities. If the LACCD Board of Trustees approves the proposed 2009 Master Plan with this exemption, then it would be exempt from local zoning compatibility requirements and the impact would be less than significant. If the LACCD Board of Trustees does not approve an exemption, then the local zoning compatibility impact would be a potentially significant impact.

The proposed Eldridge Avenue Streetscape Improvements would be consistent with local land use plans and policies. Thus, these improvements would result in less-than-significant impacts to land use and planning.

**Cumulative Impacts**

Potential related projects are discussed in Section 2.10, Related Projects. All related projects occur outside the Nursery Property and the area of the Eldridge Avenue Streetscape Improvement. When considered with related developed, planned, or reasonably foreseeable projects, the proposed project would not result in significant cumulative impacts to land use and planning.

**3.9.3.3 Athletic Fields Impacts**

**Construction Impacts**

**Divide an Established Community**

Access to the SIBL fields may be temporarily affected due to the construction of roadway improvements and the development of the Athletic Fields (Figure 3.9-2). The Mountain Glenn Terrace residential community and the surrounding low-density residential neighborhood southwest of the Athletic Fields may experience delays along Maclay Street because of the construction of the fields and the roadway improvements to the SIBL access road. (Figure 3.9-2). To minimize the
impacts caused by construction within the surrounding community, a Construction Traffic Management Program would be implemented (see Section 3.14, Transportation and Traffic). Less-than-significant impacts would occur to land use and planning after the implementation of the Construction and Traffic Management Program.

**Conflict with Any Applicable Land Use Plan, Policy, or Regulation**

Adjacent sensitive land uses, including the Pacoima Wash, El Cariso Golf Course and Park, the LifeHOUSE Maclay Healthcare Center, and the Mountain Glen Terrace residential community, may experience a temporary compatibility issue due to construction, including higher levels of dust, noise, and traffic (see Figure 3.9-2). These temporary construction impacts are further analyzed in Section 3.2, Air Quality, Section 3.11, Noise, and Section 3.14, Transportation and Traffic, respectively. Less-than-significant impacts would occur to land use and planning.

**Operational Impacts**

**Divide an Established Community**

Development of the proposed Athletic Fields would not divide an established community because the proposed site of the Athletic Fields consists of vacant land within Pacoima Wash, with no development existing along its immediate borders. The roadway connecting the community with the SIBL fields would be improved and would provide safer access. No impacts would occur to land use and planning.

**Conflict with Any Applicable Land Use Plan, Policy, or Regulation**

According to the Sylmar Community Plan,$^{10}$ the Athletic Fields are zoned OS-1XL, with a land use designation of Open Space. This zone is intended for parks and recreation facilities, nature reserves, closed sanitary landfill sites, public water supply reserves, and water conservation areas (Figure 3.9-1). Pursuant to Los Angeles Municipal Code Section 12.24.U.19, a Conditional Use Permit is required to permit athletic fields and related amenities on parcels with the Open Space land use designation. However, Government Code Section 53094 gives the governing board of a school district the authority, by a two-thirds vote of its members, to render a city zoning ordinance inapplicable to a proposed use of property by the school district provided that the use is for classroom facilities. If the LACCD Board of Trustees approves the proposed 2009 Master Plan with this exemption, then the Athletic Fields would be exempt from local zoning compatibility requirements and the impact would be less than significant. If the LACCD Board of Trustees does not approve an exemption, then the local zoning compatibility impact would be a potentially significant impact.

The Lopez Dam Basin Master Plan identifies the Athletic Fields site as part of Planning Area 1. Planning Area 1 includes recreation areas to the north and west sides of Maclay Street that are designated as recreation resource areas. The land use designation for Planning Area 1 allows development of intensive recreational facilities on the designated grounds for concessions, resorts, and quasi-public development. The proposed development of the fields as recreational playfields, including concessions and storage, falls within the land uses prescribed in Planning Area 1 and is

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$^{10}$ City of Los Angeles, Sylmar Community Plan Revision (93-0345 CPU). In General Plans: City of Los Angeles (1997).
therefore consistent with the Lopez Dam Basin Master Plan. Therefore, the proposed project would not result in any impacts to land use and planning.

**Cumulative Impacts**

Potential related projects are discussed in Section 2.10, Related Projects. All related projects occur outside of the site of the Athletic Fields. When considered with related developed, planned, or reasonably foreseeable projects, the proposed project would not result in significant cumulative impacts to land use and planning.

### 3.9.4 Mitigation Measures for Significant Impacts

<table>
<thead>
<tr>
<th>Impact Number</th>
<th>Impact</th>
<th>Mitigation Measure (MM) Number</th>
<th>Mitigation Measure</th>
<th>Post-Mitigation Level of Impact</th>
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<tbody>
<tr>
<td>Operation</td>
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<tr>
<td>Impact LU-1</td>
<td>Development of the Nursery Property for educational facilities and public parking is not consistent with existing zoning requirements for the RA-1 land use designation, pursuant to the Los Angeles Municipal Code. Also, development of the LACCD owned portion of the Athletic Fields as ball fields and related amenities is not consistent with the zoning requirements for the OS-1XL Open Space land use designation pursuant to the Los Angeles Municipal Code.</td>
<td>MM LU-1</td>
<td>The governing board of the LACCD must either: 1) make the finding that the project constitutes a classroom facility pursuant to Government Code Section 53094 and, by a two-thirds vote of its members, render the City’s zoning ordinance inapplicable to a proposed use of property by the school district provided that the use is for classroom facilities or 2) Obtain a Conditional Use Permit from the City of Los Angeles before development of the Nursery Property and the Athletic Fields.</td>
<td>Less than significant</td>
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### 3.9.5 Level of Significance after Mitigation

Implementation of Mitigation Measure LU-1 would reduce impacts to a less-than-significant level.