

3.5.2 Police Protection

EXISTING CONDITIONS

The City of Pasadena Police Department (PPD) provides police protection and traffic enforcement services to the project site. The Police Department is located at 205 North Garfield Avenue and currently has 350 sworn officers and non-sworn personnel, and maintains an average emergency response time of approximately 4 minutes.¹ This equates to a personnel-to-population ratio of approximately 2.55 personnel per 1,000 population (based on Southern California Association of Governments 2010 population data). In addition, a police headquarters exists on the Rose Bowl grounds and during events police maintain a post within the press box.

The PPD maintains an Event Planning Section as part of their Support Operation Division. Part of the responsibilities of this unit is to plan for police and security staffing levels and traffic control for special events held in and around the Rose Bowl stadium. The police and traffic control varies from event to event and careful planning and consideration is given to any event before the staffing needs are established. For a traditional football game with a crowd size ranging from 60,000 to 90,000 people, police staffing (including traffic deployment) would range from 125 to 150 officers.² All equipment, including police motorcycles, cars, jail vans, police helicopter, and radios, is provided by the police department as part of the personnel deployment. Additional staffing is provided by a private security company (Contemporary Services Corporation) to augment the security staff.

The PPD manages traffic for all major Rose Bowl events from a traffic command center located at the Rose Bowl, with logistical support from officers in helicopters above and a lookout atop the stadium. Currently, for UCLA football games, the PPD deploys 75 uniformed traffic officers to posts at all major intersections in the Arroyo and along the roadways leading to and from the freeways to direct traffic and manage reversible lane operations as well as motor officers assigned to specific areas to assist with traffic issues as they arise. Approximately 86 Police Explorers are also assigned to manage barricades situated on the various streets surrounding the Rose Bowl to prevent spectators from parking in the local neighborhoods. During events, the command center located at the Rose Bowl is staffed following traffic briefing until the end of outbound traffic, following completion of the event. The main objectives of the traffic control plan are to (1) provide a systematic and orderly movement of traffic into the Rose Bowl area; (2) facilitate the parking of vehicles in the Rose Bowl area ensuring that emergency access routes are

¹ Sgt. Art Chute, City of Pasadena Police Department, personal communication, June 14, 2012

² Sgt. Art Chute, City of Pasadena Police Department, personal communication, June 13, 2012.

established and maintained; and (3) expedite the outbound flow of traffic from the Rose Bowl area in a safe and orderly manner.

During events at the stadium, the response time to emergency and nonemergency calls is immediate. Police staffing is present both inside the stadium and at outlying traffic posts. The Event Planning Section maintains standard staffing levels or matrixes for sporting events and concerts; however, these levels are traditionally adjusted as necessary with the addition of enhancements to any given event such as VIP parties and high-profile guests.

REGULATORY FRAMEWORK

Federal

There are no applicable federal regulations associated with police services for the proposed project.

State

There are no applicable state regulations associated with police services for the proposed project.

Local

City of Pasadena

General Plan

Seismic and Safety Element

The Seismic and Safety Element of the Pasadena General Plan is concerned with the development of appropriate policies and measures designed to mitigate the effects of natural or man-made hazards. As such, it provides policy inputs to physical development so that unnecessary exposure to those hazards can be avoided or minimized. The purposes of the goals and policies are to identify the nature and extent of the hazards, to evaluate the risks involved, and to design policies and programs to reduce loss of life and property in the event of a major disaster. Applicable goals and policies include the following:

Goal 2.0: The achievement and maintenance of an environment in which Pasadena residents can enjoy personal safety and security.

Policy 2.2: Equal law enforcement and fire protection services for all city residents and visitors.

Policy 2.3: Monitoring and upgrading, where necessary, the level of city protective services to meet or exceed established community standards.

Policy 2.4: Reduction in the underlying causes of crime and opportunities for criminal activity through proper physical design.

Goal 3.0: The minimum loss of life due to natural or man-made catastrophes

Policy 3.1: A continually maintained and updated Emergency Operational Plan

Policy 3.2: Minimum exposure to potential hazards in the event of a catastrophe

Policy 3.3: Comprehensive and coordinated programs designed to provide emergency relief assistance in the event of a catastrophe

Policy 3.4: Regional cooperation in emergency preparedness planning

Strategy 300.0: Emergency Preparedness

Policy 302.0: The City's Emergency Operations Plan shall be kept in a continued state of readiness

Strategy 400.0: To reduce crime rate in the community through appropriate application of law enforcement resources, citizen education, and support of crime prevention programs.

Policy 401.0: Maintenance or expansion of the level of law enforcement activities required to achieve a reduction in the crime rate.

Policy 403.0: To continually explore means of improving operational methods, reducing response time and achieving the most efficient and effective use of law enforcement resources.

METHODOLOGY

Analysis for the proposed project has been based on full attendance at the proposed events. For purposes of this analysis it is assumed that 75,000 patrons would be in attendance. The PPD does not have adopted

standards or performance objectives for response times or service ratios. The Pasadena City Council, in consultation with the City Manager and the Chief of Police, determine the staffing levels at the PPD on an annual basis.

THRESHOLDS OF SIGNIFICANCE

The proposed project would result in a significant impact to police protection services if it would:

- Result in substantial adverse physical impacts associated with the provision of or need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for police protection.

IMPACTS

Impact 3.5.2-1 The proposed project could affect police levels on major event days, but would not require the construction of new or physically altered police facilities to accommodate increased demand.

Implementation of the proposed project would result in an increase in the number of events occurring at the Rose Bowl for five years. Although the number of visitors to the Rose Bowl would increase this visitor population would not constitute permanent growth, as it is assumed that the majority of the visitors of the project site would come from the existing City of Pasadena, City of Los Angeles, and general County of Los Angeles populations. Based on this assumption, implementation of the proposed project would not permanently increase the City's population resulting in a change to officer to population ratios. Because the project's promotion of visitor population to the project area is not considered an increase in population of the City as a whole, the existing police force would remain adequate to serve existing residents of the project area. However, as displacement events would occur more frequently as a result of the proposed project, this could potentially increase the service calls to the PPD on an annual basis. Although PPD staffing levels are currently adequate, in the event of a sold out NFL game approximately 75,000 event attendees would be at the Rose Bowl, therefore, crime prevention activities and additional policing would be necessary given the large influx of people in the project area during these events.

Crime

Large parking areas associated with major gathering events at the Rose Bowl have experienced increased instances of vehicle-related crime, including burglary and theft from motor vehicles, grand theft auto, and personal theft. In most situations, these are crimes of opportunity, wherein victims leave valuable property in a vehicle in a public area, or have their vehicle, or vehicle components, taken while parked in

a parking lot. It is reasonable to assume that the increases in numbers of people and vehicles in the area generated by the proposed project would result in a potential increase in these types of crimes.

Large entertainment venues are often the scene of ticket scalping, fraud, pick pocketing, theft of property and merchandise, and other civil and criminal violations. With the increases in the number of events that would occur within the project site, it is reasonable to assume that these types of crimes could occur more frequently. This increased frequency has the potential to result in an impact on police protection services.

Tailgating (i.e., drinking (sometimes alcohol) and eating in small groups within vehicle parking areas prior to an event), is an activity that is often associated with sporting venues. Such activities can lead to drunk and disorderly conduct in the parking lots, en route to the Rose Bowl and at the Rose Bowl. Thus, tailgating also has the potential to result in increased demand for police protection services. Tailgating is only allowed in specified parking lots on the Rose Bowl property. To minimize the potential negative effects of tailgating on those in attendance at games as well as nearby neighborhoods, the Rose Bowl Operating Company (RBOC) with the operators of the major Southern California venues (Los Angeles Memorial Coliseum, Dodger Stadium, Staples Center, Angel Stadium and QualComm Stadium) collectively developed a tailgating policy to address fan behavior at events. The tailgating policy is largely a collection of best practices aimed at increasing safety. These policies are currently enforced at all major Rose Bowl events and would continue to be implemented at NFL games as well as other large displacement events. The policy is distributed to fans through season ticket mailings, internet access, and handed to patrons on game days as they enter the stadium parking lots. This set of policies include; the prohibition of public intoxication, alcohol impaired behavior, alcohol related games; the prohibition of excessively loud amplified music; and parking lot closure 90 minutes following the conclusion of the event. Additionally, the RBOC has tailgating ambassadors that patrol the lots and provide information and assistance to tailgaters in order to ensure that the guidelines are abided by.

The RBOC and PPD have an existing relationship working together to provide security for large-scale events. The PPD already provides staffing for the Rose Bowl game, World Cup Soccer events, Rose Parade, and other events. Due to the nature of the existing events at the venue, it can be reasonably assumed that the protocols in place during existing events can be utilized for the proposed NFL displacement events. No new requirements would be placed on the PPD as a result of the proposed project.

Crowd Control

The proposed project would result in an increase in frequency of events annually at the Rose Bowl. Therefore, crowd management and control must be addressed. The degree to which crowd management

and crowd control is developed has an impact upon the immediate and adjacent residential and business concerns, as well as the managed event and venue. A primary issue with crowd control is the management of heavy volumes of pedestrian traffic, interspersed with vehicle traffic, and the interface between the two. When PPD staff is utilized for existing events within the project site, an exhaustive planning and deployment process is implemented. Currently, PPD has staffing in the parking lots before and after the games to provide supervision and respond to incidents outside the Rose Bowl. Staffing is also assigned inside the Rose Bowl (foot-beat officers) to respond to incidents inside the Rose Bowl before, during, and after the game. Supervisors are deployed to oversee the foot-beat detail. Police staffing is augmented by private security personnel. The private security officers are deployed inside the Rose Bowl during the game and are first responders to public safety issues within the seating areas. Police officers assist the private security officers when needed. Therefore, while additional police resources may be required on major event days, there would be no need for expansion of police facilities as services could be supplemented with private police security as necessary. Impacts to police services would be less than significant.

Terrorist Attacks

Protecting and ensuring the continuity of operations of critical infrastructure and key resources (CI/KR) is essential to security, public health and safety, economic vitality, and way of life. CI/KR are defined as the assets, systems, and networks, whether physical or virtual, so vital that their incapacitation or destruction would have a debilitating effect on security, national economic security, public health or safety, or any combination thereof. Within this definition lie 18 identified sectors, including the Commercial Facilities and Mass Gathering Venues, also known as soft targets. The proposed project would be classified as a Mass Gathering Venue/soft target. Local, state, and federal law enforcement agencies have indicated that soft targets are a priority for terrorists determined to inflict damage within the United States. Soft targets are generally not subject to the same special protection that other sectors of infrastructure sites receive, unless there has been a specific threat. However, a successful attack upon a soft target can cause many human injuries and fatalities, cause fear and panic in the public with an associated financial impact.

The Rose Bowl is considered to be a soft target. The proposed project would increase the number of annual events that would occur at the Rose Bowl and allow NFL games to occur at the stadium. The existing events at the Rose Bowl (e.g., the Rose Bowl and Bowl Championship Series [BCS] Championship, World Cup soccer) are televised sporting events that attract similar levels of attention as an NFL game. Existing plans that are in place to help protect the site will continue to be adequate for an NFL game.

Prevention of a terrorist attack is a combination of multiple proactive systems and programs all working together to detect, deter, prevent, protect against, and mitigate the consequences of potential incidents. This must be done through an all-hazards approach, and the ongoing review and situational awareness of all terrorist attack strategies and trends worldwide. It is estimated that the private sector owns and operates 85 percent of the country's CI/KR. As such, a robust public-private partnership is essential to achieve a fully integrated terrorism prevention program at the Rose Bowl. This can only be accomplished through shared responsibility in the operation of the venue, a thorough assessment of its supporting infrastructure, identification and installation of state-of-the-art command and control strategies and security technology, continuous process improvement of preparedness strategies, planning and information sharing, ongoing integrated public/private personnel training, and year-round real-time situational awareness in partnership with local, regional, state, and federal agencies.

The PPD and RBOC work closely to ensure safety procedures are in place at Rose Bowl events. Further, the PPD has evacuation procedures in place that are reviewed in pre-game briefings prior to every major event. The Rose Bowl renovation project will be completed prior to any new displacement events. This renovation will improve the evacuation procedures already in place. The standard utilized by most public safety agencies for handling unified response and command at emergencies and large-scale incidents is the Incident Command System (ICS). The ICS is the model tool for command, control, and coordination of emergency response and provides a means to coordinate the efforts of individual agencies as they work toward the common goal of stabilizing the incident and protecting life, property, and the environment. All PPD officers have been trained in ICS and each officer has completed entry level training in SEMS (Standardized Emergency Management System) and NIMS (National Incident Management System). The continued coordination of the PPD with the RBOC will ensure that impacts related to a potential terrorist threat remain less than significant and no new facilities or physical alterations to existing facilities would be required.

Other Considerations

Natural Disasters and Emergency Response

The City of Pasadena is an area susceptible to natural disasters such as earthquakes, wildfires, and severe weather, and human induced events. In addition to natural events that could rise to the level of disaster, the City has numerous large-scale special events that occur throughout the year. These planned events require a substantial response of personnel and equipment from the PPD and PFD. Thus, a natural disaster or a special event impacting the project area has the potential to result in a substantial demand for PPD services and the services of other agencies.

A large-scale emergency response to an incident at the project site could involve multiple agencies throughout the City. The Rose Bowl stadium and its associated events are unique and require site-specific emergency planning and training. The methods to handle emergency response and natural disasters are currently in place. These procedures would continue to be followed for NFL events, as well as other displacement events that would occur as a result of the proposed project. No new facilities or any physical alterations to existing facilities would be required. As discussed above, all PPD officers have been trained in ICS, SEMS, and NIMS. Existing plans would remain in place for any additional displacement events and would ensure that impacts remain less than significant.

Emergency Response Traffic

Increased vehicular traffic generated by the project would result in significant impacts at a number of intersections, freeway ramps, and roadways in the area. During these periods of heightened traffic levels, response times to the project site and immediately adjacent locations could be significantly impaired as emergency vehicles find it more difficult to move through the heavy traffic. However, the drivers of emergency vehicles are highly experienced in navigating through areas of high traffic volumes using their sirens to clear a path of travel or driving in the lanes of opposing traffic. For a full discussion of the traffic impacts and emergency routes associated with the proposed project, please see **Section 3.7, Transportation, Circulation, and Parking**.

The proposed project would increase the number of events. Review by the PPD suggests that the proposed project would not impact day-to-day service to the Rose Bowl or the immediate area. Therefore, while additional police resources may be required on major event days, there would be no need for expansion of police facilities, and impacts to police services would be less than significant.

Mitigation Measures

No mitigation measures are required.

Level of Significance

Impacts would be less than significant.

CUMULATIVE IMPACTS

The PPD has indicated that additional development in the project area in combination with cumulative visitor-serving commercial uses within the area could result in increased demand. Police levels of service could decrease due to elevated police workload associated with the increased visitor population of cumulative development within the City of Pasadena. However, the proposed project would be

temporary in nature and after a period of five years would not add to any cumulative demand on police protection services. Further, this increase would not result in the need for new or expanded police protection services. In addition, the operator of the project would be required to provide sufficient private security to offset any increased demands for police services as a result of the proposed project. Therefore, implementation of the proposed project would not make a significant contribution to increase in existing demand for police services.

Mitigation Measures

No mitigation measures are required for the proposed project.

Level of Significance after Mitigation

Impacts would be less than significant.