

County of Los Angeles
 Airport Land Use Commission
 320 West Temple Street, 13th Floor
 Los Angeles, California 90012

PROJECT NUMBER
 PRJ2020-001033-(2)

HEARING DATE
 July 1, 2020

REQUESTED ENTITLEMENT(S)

- ALUC Case No. RPPL2020000310
- General Plan Amendment
 - Specific Plan/Specific Plan Amendment
 - Zone Change Amendment
 - Development Agreement
 - Zoning Ordinance
 - Major Land Development
 - Airport Land Use Compatibility Plan

STAFF ANALYSIS

AIRPORT LAND USE COMMISSION

PROJECT NAME

Inglewood Basketball and Entertainment Center

OWNER / APPLICANT

Murphy's Bowl, LLC (Owner and Applicant) and City of Inglewood (Referring Local Agency)

PURPOSE OF REVIEW

This is an Airport Land Use Commission (ALUC) review of Inglewood Basketball and Entertainment Center (Project), a major development project in the City of Inglewood (City) comprised of a sports and entertainment complex with commercial, office, lodging and parking components, for consistency with the Los Angeles County Airport Land Use Plan (ALUP). The Project is located approximately two miles due east from Los Angeles International Airport (LAX) and falls entirely within LAX's Airport Influence Area (AIA). Additionally, the Project is located one and a half miles due north of Hawthorne Municipal Airport, but is not within its AIA. This Project requires adoption of a General Plan Amendment, a Specific Plan Amendment, a Zoning Code Amendment, a Zone Change, and a Development Agreement, which are major land use actions that require ALUC review per Section 1.5.1 of the Los Angeles County ALUC Review Procedures (Review Procedures). These land use actions are also subject to legislative approval by the City. Per Section 4.3 of the Review Procedures, the review of the Project is limited to analysis of safety and noise impacts associated with the legislative actions to portions of the property located within an AIA for consistency with the ALUP.

The purpose for the ALUC review of the Project is "to protect public health, safety, and welfare by ensuring the orderly expansion of airports and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around public airports to the extent that these areas are not already devoted to incompatible uses."

STAFF EVALUATION / RECOMMENDATION

Staff recommends the following motion:

I move that the Airport Land Use Commission find the project RPPL2020000310 (Inglewood Basketball and Entertainment Center) is **CONSISTENT** with the Los Angeles County Airport Land Use Plan.

NAME OF AIRPORT	Los Angeles International Airport (LAX)	
ADDRESS	UNINCORPORATED COMMUNITY OR INCORPORATED CITY	ASSESSORS ID NUMBER(S)
W. Century Blvd. and S. Prairie St.	Inglewood	Multiple AINs. See Attachment A in Exhibit G for a full list.

CASE PLANNER: Alyson Stewart	PHONE NUMBER: (213) 458-5513	E-MAIL ADDRESS: astewart@planning.lacounty.gov
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COMMUNITY / AREA PLAN n/a		COMMUNITY STANDARDS DISTRICT n/a
EXISTING LAND USE(S) Commercial (restaurant), industrial (logistics and warehousing), lodging, water well, vacant land		EXISTING ZONING C-2A, Airport Commercial; R-2, Residential Limited Multi Family; R-3, Residential Multiple Family; P-1, Parking; M-1L, Limited Manufacturing
SITE AREA 28.11 acres (75 parcels and 2 street vacations)	BUILDING HEIGHT 150 feet AGL	AREA OF IMPROVEMENTS 1,159,000 square feet of buildings 80,000 square feet of outdoor surface area 4,125 parking spaces in 3 garages Hotel with up to 150 rooms (unknown. sq ft) Relocated water well

PROJECT REFERRED BY City of Inglewood

ENVIRONMENTAL DETERMINATION (CEQA): Environmental Impact Report

Based on the analysis presented in the EIR, it was found that the project will have significant and unavoidable impacts on air quality, noise and vibration, and transportation. All other impacts are expected to be mitigated to less than significant levels. (See Exhibit F).

PROJECT DESCRIPTION

The Project is a proposed development called the Inglewood Basketball and Entertainment Center, which will be located along W. Century Boulevard immediately west of S. Prairie Avenue to immediately east of S. Doty Avenue in the City of Inglewood. The Project will serve as the new home base for the Los Angeles Clippers. The Project site is immediately south of Hollywood Park where a new NFL stadium is currently under construction, with mixed use development to follow, and an existing casino. Nearly the entire 28.11-acre Project site falls within the 65 CNEL noise contour of LAX's AIA. A small portion of the Project site, especially south of 102nd Street, falls within the 70 CNEL noise contour.

The Project proposes the following development:

- 915,000 sf arena bowl for sports and entertainment uses
- 85,000 sf athletic practice and training facility
- 71,000 sf of office spaces for LA Clippers
- 25,000 sf sports medicine clinic
- 63,000 sf of retail/commercial uses, including restaurants, bars, and retail stores
- 15,000 sf community space for community and youth programming
- 80,000 sf surface area to be used as an outdoor plaza with entertainment stage and landscaping
- 4,125 parking spaces combined in three garages, with a transportation hub center
- A hotel with a minimum of 100 and a maximum of 150 guest rooms
- Relocation of a municipal water well
- 100-foot marquee sign tower

In order to enable the development, the Project seeks the following entitlements:

1. General Plan Amendment – to update the Land Use, Safety, and Circulation Elements, as follows:
 - Revise the land use designation for several parcels from Commercial to Industrial
 - Update the Industrial land use designation to allow for sports and entertainment-related land uses
 - Update the Circulation Element map with the vacation of two streets within the Project site

- Update the Safety Element map by showing the relocation of the municipal water well and related infrastructure
- 2. Specific Plan Amendment – to remove a portion of the Project site (south of 102nd Street) from the existing Inglewood International Business Park Specific Plan
- 3. Zoning Code Amendment – to establish a Sports and Entertainment Overlay Zone, with development standards to regulate height, setbacks, street frontage, lot size, parking and loading, signage, permitted uses, public art, and a design review process, among other things
- 4. Zone Change Amendment – to modify the zoning of several properties on the Project site from P-1, R-2 and R-3 to C-2A and M-1L to conform with the General Plan land use designation of Commercial and Industrial and add in the new Overlay Zone for the entire site
- 5. Design Guidelines and Infrastructure Plan
- 6. Development Agreement between the property owner and the City of Inglewood

No residences are proposed as part of this Project, nor are proposed as part of the General Plan Land Use Designation and the new Overlay Zone that will apply to the Project. The existing multifamily residential zones (R-2 and R-3) on parcels within the Project site that are currently vacant, will be amended to Zones C-2A (Airport Commercial) and M-1L (Limited Manufacturing), both of which do not permit residential uses. The new Overlay Zone allows by-right sports and entertainment-related facilities (including the arena) and a limited number of uses that otherwise require a Special Use Permit in other zones in Inglewood's Zoning Code, such as alcohol sales, outdoor dining, communication facilities, and one hotel with no less than 100 to no more than 150 guest rooms. The Overlay Zone also proposes a maximum height of 150 feet for the arena and 100 feet for all other structures, both of which are lower than the maximum height of 200 feet for the base zone M-1L.

In a special public hearing on Thursday, June 17, 2020, the Inglewood Planning Commission recommended approval of all components of this Project to the City Council for its consideration in a public hearing scheduled for mid-July 2020. (See Exhibit H).

STATUTORY REQUIREMENTS

California Public Utilities Code (PUC) Section 21670.2 established the Los Angeles County Regional Planning Commission as the ALUC with the mission of protecting public health, safety, and welfare by ensuring the orderly expansion of airports and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards around public airports.

PUC Section 21676(b) directs local agencies to submit for ALUC review, amendments to the general plan or specific plan, or the adoption of a zoning ordinance or building regulation affecting property within an AIA for consistency with the adopted 1991 Los Angeles County ALUP.

Review Procedures Section 1.5.1.(b) states that the adoption or approval of a general or specific plan amendment, zoning ordinance or building regulation that affects property within an AIA and involves the types of airport impact concerns relating to noise, safety, airspace protection, and annoyance listed in Section 1.4 of the Review Procedures, shall be referred to ALUC for a determination of consistency with the County ALUP.

AIRPORT LAND USE COMPATIBILITY PLAN: Los Angeles County Airport Land Use Plan

In 1991 the ALUC adopted the ALUP which sets forth policies, maps with planning boundaries, and criteria for promoting compatibility between airports and the land uses that surround them. The adopted ALUP contains policies to help minimize the public's exposure to excessive noise and safety hazards associated with airport operations.

ANALYSIS OF CONSISTENCY WITH AIRPORT LAND USE COMPATIBILITY PLAN POLICIES

ALUP General Policies and Analysis

ALUP General Policies G-1 through G-5 relate to the compatibility of the new uses to the Land Use Compatibility Table, prohibits new uses that may be incompatible and encourages recycling of existing uses that are incompatible, encourages aviation easement dedication, and encourages adherence to the California Noise Standards guidelines.

G-1: Require new uses to adhere to the Land Use Compatibility Table. (See Exhibit A.)

The land uses proposed within the AIA portion of the Project site will allow for recreational, commercial and industrial uses. No agricultural, residential or educational uses are proposed for the Project. According to the Land Use Compatibility Table, industrial land uses are compatible in areas with noise levels up to 70 CNEL and may need noise insulation in excess of 70 CNEL. Commercial and recreational uses are generally compatible up to 65 CNEL and may need noise insulation up to 75 CNEL. The Project will include a number of structures that are not noise-sensitive and will not require insulation, such as parking garages, water well, and outdoor plaza, and will also include a number of structures, such as commercial retail and office uses and hotel, that will require insulation.

G-2: Encourage the recycling of incompatible land uses to uses which are compatible with the airport, pursuant to the Land Use Compatibility Table.

The Project site was previously developed with single-family and multi-family residences. Beginning in the 1980's, the City initiated property acquisitions through a noise mitigation program administered by Los Angeles World Airports (LAWA) with grants from Federal Aviation Administration (FAA) to remove a number of residential buildings within the AIA, and completed the acquisitions by the mid-2010's. The acquisitions were made with the intent of recycling those properties for uses that would be more compatible with the noise levels of airport operations. The Project as proposed is an example of how these properties will be recycled. Some of the properties are currently zoned as residential, and the proposed Zone Change for this Project will make those properties consistent with the General Plan designations (see Attachment I in Exhibit G).

G-3: Consider requiring dedication of an aviation easement to the jurisdiction owning the airport as a condition of approval on any project within the designated planning boundaries.

As the properties were bought with FAA grant money, the City (as the successor agency to Inglewood Redevelopment Authority that initiated the acquisitions) is required to impose covenants on those properties granting aviation easements to LAX for the right to fly over those properties.

G-4: Prohibit any uses which will negatively affect safe air navigation.

The Project is not near a Runway Protection Zone (RPZ) and does not propose land uses that will negatively affect safe air navigation within the AIA for LAX. There is the potential for a small portion of the Project to exceed FAA's Part 77 height limits for Hawthorne Airport to the south, even though it is not in that airport's AIA. The Project has submitted Form 7460-1 for multiple structures on the Project site to the FAA requesting a determination. To date, the FAA has issued Determinations of No Hazard to Air Navigation to all three parking garages, plaza buildings, hotel, and sign tower. A determination for the sports and entertainment arena is pending. As part of mitigation measures identified in the Project's DEIR to make any impacts created by tall objects to less than significant, the Project will implement any recommendations issued by FAA, including marking and lighting of certain structures (see Mitigation Measure 3.8-5).

G-5: Airport proprietors should achieve airport/community land use compatibility by adhering to the guidelines of the California Noise Standards.

The applicant is not an airport proprietor, so this policy is not applicable. However, the Project does not propose land uses that will be incompatible with California Airport Noise Standards such as residences, schools, hospitals, convalescent homes, and places of worship.

Therefore, based on the analysis above, the Project is consistent with the ALUP General Policies.

ALUP Noise Policies and Analysis

ALUP Noise Policies N-1 through N-4 relate to the noise compatibility for land uses within the AIA of an airport. The policies establish a system for measuring noise, sets sound insulation standards for qualified projects, establishes the Land Use Compatibility Table and encourages a statement of noise disclosure for properties in affected areas.

N-1: Use the Community Noise Equivalent Level (CNEL) method for measuring noise impacts near airports in determining suitability for various types of land uses.

CNEL is a measurement of multiple noise exposure points taken over a 24-hour period and averaged. The Project's EIR used the CNEL method to measure noise impacts on various locations around the Project site and compared existing and future noise impacts as part of its analysis for Land Use and Planning (Chapter 3.10 of the DEIR) and Noise and Vibration (Chapter 3.11 of the DEIR). The EIR also analyzed the CFR Part 150 Land Use Compatibility Guidelines and the City's Noise Element for land use compatibility (see Table 3.11-8 on page 3.11-57 of the DEIR). For exposure to noise in areas outside of buildings, such as in the outdoor plaza, other metrics to measure short-term noise impacts that would be experienced by people on the ground outdoors were used instead of the longer-term CNEL metric.

N-2: Require sound insulation to ensure a maximum interior 45 dB CNEL in new residential, education, and health-related uses in areas subject to exterior noise levels of 65 CNEL or greater.

The Project, including associated land use designations and zoning, does not propose any residential, education, and hospital uses, but proposes an outpatient medical clinic as the only health-related use. Certain land uses on the Project site and for the base and overlay zones, such as parking garages, transportation hubs, water wells, and outdoor plazas are not noise-sensitive and do not need sound insulation. Other uses including commercial retail and restaurant uses, community and recreational uses, outpatient medical clinics (sports medicine clinic at this Project site), and athletic training facilities will use standard building code practices, including Title 24 (California Green Building Code) to reduce interior noise to acceptable levels to the extent feasible. The hotel will adhere to the California Building Code's requirement that new hotels be constructed or insulated to achieve interior noise level of 45 dBA.

N-3: Utilize the Land Use Compatibility Table for Airport Noise Environments in evaluating projects within the planning boundaries.

The Project proposes commercial and recreational uses on the Project site that is within the AIA, and according to the Land Use Compatibility Table, these land uses are appropriate for areas within the 65 dBA CNEL, and certain facilities, such as the arena, hotel, commercial, and indoor recreational uses should consider sound insulation needs within the 70 dBA CNEL. Other uses, such as parking garages and water facilities, are appropriate within the 70 dBA CNEL and typically do not need insulation. See page 3.8-44 of the DEIR for the safety impacts related to excessive noise exposure.

N-4: Encourage local agencies to adopt procedures to ensure that prospective property owners in aircraft noise exposure areas above a current or anticipated 60 dB CNEL are informed of these noise levels and if any land use restrictions associated with high noise exposure.

The City's General Plan and Municipal Code contain policies addressing airport noise and land uses near airports, including describing which land uses are appropriate for each CNEL level. For this Project, most of the properties on the site are or recently were owned by the City or the city successor agency, as they were acquired through a grant by FAA as part of the Noise Control/Land Use Compatibility Program administrated by LAWA. Per the agreement with the FAA, the grant was conditioned that the City's redevelopment or

successor agency acquire the properties to remove incompatible land uses, including residences, and not to redevelop these properties with new residential uses, and that aviation easements were imposed giving LAX the right to fly over these properties. These stipulations will be part of the Development Agreement upon real estate transfer of the properties to the applicant for this Project.

Therefore, based on the analysis above, the Project is **consistent** with the ALUP Noise Policies.

ALUP Safety Policies and Analysis

ALUP Safety Policies S-1 through S-4 relate to land uses and the Runway Protection Zones (RPZ), and S-5 through S-7 discuss safety issues related to uses that may interfere with safe air navigation. These policies require the establishment of safety zones and set criteria for limiting uses that may create a safety hazard for aircraft in the air and people on the ground.

S-1: Establish "runway protection zones" contiguous to the ends of each runways. These runway protection zones shall be identical to the FAA's runway protection zones (formally called clear zones).

The Project site is not within any Runway Protection Zones (RPZ) of the Airport nor can the Project establish RPZs, so this policy is not applicable. The nearest RPZ boundary is approximately 7,500 feet due south (Hawthorne Airport), and the nearest RPZ boundary within the AIA is approximately 9,000 feet due west.

S-2: Prohibit above ground storage of more than 100 gallons of flammable liquids or toxic materials on any one net acre in a designated runway protection zone. It is recommended that these materials be stored underground.

S-3: Prohibit, within a runway protection zone, any use which would direct a steady light or flashing light of red, white, green, or amber colors associated with airport operations towards an aircraft engaged in an initial straight climb following take-off or towards an aircraft engaged in a final approach toward landing at an airport.

S-4: Prohibit, within a designated runway protection zone, the erection or growth of objects which rise above an approach surface unless supported by evidence that it does not create a safety hazard and is approved by the FAA.

The Project site is not within any RPZ, so Policies S-2, S-3, and S-4 are not applicable.

S-5: Prohibit uses which would attract large concentrations of birds, emit smoke, or which may otherwise affect safe air navigation.

The land uses that Project proposes include specified commercial and recreational uses, and permits limited manufacturing and warehousing uses and utility-related facilities. These uses do not typically attract large concentrations of birds or emit smoke. The uses are not the types that require source regulation and permitting. The EIR analyzed for any potential impacts and found none (see page 3.8-38 of the DEIR)

The issue of glare are addressed through utilizing full cut-off shields for lighting fixtures throughout the Project site, and installing louvres around the large LED screen that will be placed in the outdoor plaza to prevent vertical lighting upward to the sky. The LED screen will be calibrated for brightness during daytime and nighttime in order to avoid a full white screen. (See Attachment G in Exhibit G).

S-6: Prohibit uses which would generate electrical interference that may be detrimental to the operation of aircraft and/or aircraft instrumentation.

The Project will not utilize communication systems or power systems for the LED screen that would create electric interference that may affect safe operation of aircraft and will use only licensed and established frequencies used by the digital and wireless industries. (See Attachment G in Exhibit G).

S-7: Comply with the height restriction standards and procedures set forth in FAR Part 77.

The proposed Overlay Zone as part of this Project will establish a maximum height of 150 feet for the Arena and 100 feet for all other structures. Currently, the base zone M-1L allows a maximum height of 200 feet, and this will be reduced by the overlay zone. According to page 3.8-23 and Appendix P of the DEIR, the proposed height for the arena, the tallest structure for the Project is 150 feet above ground level, and the minimum obstacle clearance height for LAX is about 290 feet above mean sea level (200 feet above ground level) is well within Part 77 height restrictions for LAX. Temporary cranes for the Arena may extend up to 200 feet above ground level and have the potential to obstruct Part 77 imaginary airspace horizontal surfaces. The Project submitted notification to the FAA for a determination for all structures on the Project site, since any object that reaches 200 feet requires notification. To date, the Project has received Determinations of No Hazard to Air Navigation from the FAA for several buildings (garages, retail and ancillary buildings, hotel, sign tower) around the Project site (see Attachment F in Exhibit G). Determinations are still pending on the temporary cranes and the Arena due to its proximity and its height exceeding Part 77 height limitations for Hawthorne Municipal Airport. As part of the mitigation measures to reduce the impacts, it will seek a consistency determination from ALUC, determinations of no hazard to air navigation from FAA, and implement any recommendations from the FAA including lighting and marking on structures.

The DEIR identified that a portion of the Arena may potentially penetrate Part 77 surfaces for Hawthorne Airport, as the Project site is closer to that airport. The required airspace clearance for the Project site with respect to Hawthorne Airport is lower than for LAX. Per the ALUP, the Project site is not within the AIA of Hawthorne Airport, so strictly on that basis there are no compatibility concerns for safety for the Project in relation to Hawthorne Airport. Part 77 imaginary airspace horizontal surfaces for an airport are drawn without respect to the proximity of any nearby airports that could influence its flight patterns, and with the assumption that all flights to and from Hawthorne Airport could fly in any direction, including the north. In reality, the airspace and flight patterns around Inglewood, north of Interstate 105, is dedicated towards LAX. All flights to or from Hawthorne Airport are required to stay to the south of Interstate 105. (see Page 5 in Appendix P of the DEIR). Due to the runway orientation at Hawthorne Airport, flights need to align east to west (or vice versa) with the runway and turns mostly occur south of the runway prior to landing or immediately after taking off. Even if the FAA finds that there is a potential hazard with air navigation in relation to Hawthorne Airport due to the Arena's height, that hazard can be easily mitigated by Hawthorne flights avoiding LAX's airspace over Inglewood by flying to the south or remaining southward of Interstate 105 and avoiding the Project site.

Therefore, based on the analysis above, the Project is **consistent** with the ALUP Safety Policies.

OTHER CONCERNS:

Will the project result in a concentration of people in a runway protection zone?

The Project site is not within any RPZ so the issue of concentration of people does not apply.

Is the project an infill development in accordance with Section 3.3.1.b of the Review Procedures?

The Project is not an infill development and is not seeking an infill exemption.

CONCLUSION

Staff has reviewed the Project with the County ALUP policies. This analysis revealed that the Project presents no conflicts or inconsistencies with the County ALUP and ALUC Review Procedures.

CONSISTENCY WITH THE (GENERAL/LOCAL/SPECIFIC) PLAN

Inglewood General Plan

The Project proposes amendments to the General Plan (Land Use and Circulation Elements) in that certain properties that are currently designated Commercial will be redesignated Industrial, along with associated land use map and text changes, and that the Circulation Map will be updated to reflect two street vacations. These proposed changes do not create any consistency issues with the goals and policies of the Land Use and Circulation Elements of the General Plan.

Inglewood International Business Park Specific Plan

The land uses proposed by the Project, such as commercial and recreational uses, along with proposed development standards, are not consistent with the goals and policies of the Specific Plan. When the Specific Plan was adopted in 1993, it laid out a vision for a business park campus, which has not materialized, even after residential properties were acquired for this purpose. Hence, an amendment to the Specific Plan is proposed to remove the properties within the Project site from the Specific Plan so that the Project will not be inconsistent with the Plan.


STATUS OF PROJECT

Reviewed by other Review Authority? YES
Name of Review Authority: Inglewood Planning Commission
Decision of the Review Authority: Recommended approval of the Project to the City Council
Date of Decision: 6/17/2020

PUBLIC COMMENTS

The notice was published in the Daily Breeze on June 20, 2020. At the time of preparing this Staff Report, no public comments were submitted. Any comments submitted will be forwarded as soon as they are received.

Report Reviewed By: 
Bruce Durbin, Supervising Regional Planner

Report Approved By: 
Bianca Siegl, Deputy Director

LIST OF ATTACHED EXHIBITS	
EXHIBIT A	Land Use Compatibility Table and ALUP Policies, AIA Map
EXHIBIT B	Draft Findings and Order
EXHIBIT C	Notice of ALUC Hearing
EXHIBIT D	ALUC Consistency Matrix
EXHIBIT E	Planning Commission Package (staff report, ordinances, guidelines, and development agreement)
EXHIBIT F	Links to EIR
EXHIBIT G	Project Site Plans, Maps, FAA Determinations, Noise and Glare Analyses
EXHIBIT H	Resolutions from Planning Commission