

# Agenda Report

**TO:** CITY COUNCIL **DATE:** September 25, 2006

**FROM:** ASSISTANT CITY MANAGER

**SUBJECT:** PROPOSED IMPROVEMENT TO THE EXISTING LA LOMA ROAD BRIDGE OVER THE ARROYO SECO TO MEET CURRENT SEISMIC CODES AND STANDARDS

## **RECOMMENDATION**

It is recommended that the City Council, following a public hearing:

1. Adopt a resolution certifying the Final Environmental Impact Report (Attachment A) and the mitigation measures contained therein;
2. Adopt the Findings of Fact and Statement of Overriding Considerations;
3. Approve the De Minimis Impact Finding on the State Fish and Wildlife Habitat;
4. Direct the City Clerk to file a Notice of Determination with the Los Angeles County Recorder;
5. Authorize the Assistant City Manager to execute an amendment to Contract No. 18,252 with Jones & Stokes Associates, Inc. (formerly known as Myra L. Frank & Associates Inc.) for the preparation of environmental documents and regulatory permit support services increasing the total contract "not to exceed" amount by \$17,200 from \$240,000 to \$257,200;
6. Authorize the Assistant City Manager to enter into a contract with HDR Engineering, Inc. for Phase II of the project design element of the La Loma Road Bridge Project over the Arroyo Seco, in an amount not to exceed \$560,000. Competitive bidding is not required pursuant to City Charter Section 1002 (F) professional or unique services; and
7. Approve the formation of a Design Advisory Committee to consult and advise staff during the bridge design and construction process.

## **COMMISSION REVIEW**

### **Design Commission**

On Monday, June 12, 2006 the Design Commission was presented a report by staff and consultants on the La Loma Bridge Final Environmental Impact Report/Environmental Assessment (FEIR/EA), and approved staff recommendations to:

- 1) Concur with the findings of the Environmental Impact Report that the Retrofit and Rehabilitation Alternative is the Environmentally Superior Alternative.
- 2) Concur with staff recommendation that the Retrofit and Rehabilitation Alternative is the City's Preferred Alternative.
- 3) Concur with staff recommendation that a Design Advisory Committee be formed to consult and advise staff during the bridge design and construction process.

### **Historic Preservation Commission**

On Monday, June 19, 2006 the Historic Preservation Commission reviewed and supported staff recommendations listed above.

## **EXECUTIVE SUMMARY**

The alternatives presented in the FEIR/EA offer significantly different outcomes, and the FEIR/EA identifies the Bridge Retrofit and Rehabilitation alternative as the environmentally superior alternative. The Retrofit and Rehabilitation alternative creates only minor environmental effects during construction, and no long-term environmental or operational impacts after construction. Minimal mitigation measures are necessary, and the minor adverse effects are temporary, and occur during construction. However, even after the imposition of feasible mitigation measures, the project's air quality impacts remain significant, and a statement of overriding considerations must be adopted.

After consideration of the FEIR/EA analysis and comments from the public and public agencies, the Bridge Retrofit and Rehabilitation alternative was selected as the City's preferred alternative. This alternative is consistent with historic preservation goals of local land use plans, and has been recommended by the City of Pasadena Design Commission and Historic Preservation Commission.

## **BACKGROUND**

In July of 1990, De Leuw, Cather & Company completed a report titled Seismic Assessment of the La Loma Road Bridge over the Arroyo Seco. The report indicated that the bridge did not meet Caltrans criteria for structural resistance to a specified seismic event. Subsequent to that determination, the City retained the services of several consultants to prepare additional bridge assessment reports, including the La Loma Road Bridge, Initial Planning Study: Bridge Alternatives Report prepared for the City in June 2000 by De Leuw, Cather & Company. The Bridge Alternatives Report provided conceptual plans and cost estimates for a seismic retrofit/rehabilitation alternative and three replacement structure alternatives: 1) Box Girder Bridge, 2) Concrete Arch Bridge, and 3) Cable Stayed Bridge.

On May 19, 2003, a contract was awarded to Myra L. Frank & Associates, Inc. (now known as Jones & Stokes Associates, Inc.) for the Preparation of Environmental Documents and Regulatory Permit Support Services for the La Loma Road Bridge project. On July 26, 2004, a contract was awarded to HDR Engineering, Inc. for the Preliminary Design of the project.

The environmental and engineering consultants completed the preparation of a Draft Environmental Impact Report/Environmental Assessment (EIR/EA), which was made available for public review from Friday, October 14, 2005 to Friday, December 16, 2005 at the City of Pasadena Department of Public Works, Pasadena Public Libraries, and on the City website. Prior to the creation of the Draft EIR/EA, a scoping meeting to solicit public input on the project was conducted on November 13, 2003, at 7p.m. at the Westridge School, 324 Madeline Drive in Pasadena. After publication of the Draft EIR/EA, a public workshop was held on November 16, 2005, at 7p.m. at the Westridge School.

Public comments received through the public review process and comment letters from public agencies are incorporated and addressed within the FEIR/EA. Many public comments stated opposition to any alternatives that would result in the demolition of the existing La Loma Bridge, which is considered a significant cultural and visual resource in the community and was listed on the National Register of Historic Places on July 14, 2004.

### Alternatives

The FEIR/EA includes an analysis of three bridge alternatives: the Retrofit and Rehabilitation of existing bridge, the Replacement of existing bridge with a new Box Girder Bridge, and the Replacement of existing bridge with a new Concrete Arch Bridge. Due to time and resource limitations, the third replacement alternative mentioned in the background section of this report, a Cable Stayed Bridge, was not included in the FEIR/EA analysis. Below is a summary of analysis for the three bridge alternatives:

Retrofit and Rehabilitation Alternative – This alternative would make the bridge structurally sufficient to withstand a design seismic event as well as improve the bridge's overall function. It would include improvements to preserve and continue to use the existing La Loma Bridge, although major components would be reconstructed. The superstructure (deck) of the bridge would be removed and reconstructed, and the new superstructure would be two feet wider on each side to meet American Association of State Highway Officials (AASHTO) requirement. The arch ribs and column would be strengthened, and bridge railings and guardrails installed.

Box Girder Bridge Replacement – The old bridge would be entirely removed, and replaced with a cast-in-place concrete box girder. This type of bridge is commonly seen on freeway overpasses and it is the least expensive to build and maintain. The bridge railing treatment and bridge lighting could be developed to enhance the appearance of the bridge.

Open Concrete Arch Replacement – A new arch bridge would replace the old bridge. The new bridge would not be a replica of the old bridge. Modern design and construction methods make practical the installation of the ribs and columns that characterize the old bridge. The new bridge would look similar to the box girder alternative, with the addition of the concrete arches below.

### Environmental Determination

The FEIR/EA finds that the Bridge Retrofit and Rehabilitation is the environmentally superior alternative, and will result in few environmental effects during construction and no long-term environmental or operational impacts after construction. However, even after the imposition of feasible mitigation measures, the project's air quality impacts remain significant, and a statement of overriding considerations must be adopted. Other impacts of the project can be mitigated to a level of insignificance.

The review period of the Draft EIR/EA ran from October 14, 2005 to December 16, 2005. The FEIR/EA includes comments to all written correspondence received and responses to public comment at public meetings.

In accordance with Sec. 8.12 of the City of Pasadena Environmental Policy Guidelines (also Sec. 15090 of the State of California CEQA Guidelines) certification of the Environmental Impact Report by the City Council would be a determination that the final EIR has been completed in compliance with CEQA, the final EIR was reviewed and considered by the City's decision-making body prior to approving the project, and the final EIR reflects the lead agency's independent judgment and analysis.

### Environmental Documentation Contract Amendment

On May 19, 2003, a contract was awarded to Myra L. Frank & Associates, Inc. (now known as Jones & Stokes Associates) for the Preparation of Environmental Documents and Regulatory Permit Support Services for the La Loma Road Bridge project. During completion of the draft Historic Property Survey Report (HPSR), archaeological artifacts were discovered in the vicinity of the bridge, which required further investigation and research. An extended investigation of the archaeological deposits was performed in the vicinity of the bridge that resulted in the recovery of a number of artifacts, including melted glass, slag, ceramics and metal, which required processing and analysis. Significant public interest in the project necessitated an extended public outreach program from the original scope to provide opportunities for public comment on bridge alternatives. This increased scope of archaeological and public outreach work requires an increase to the total contract "not to exceed" amount by \$17,200 from \$240,000 to \$257,200.

### Phase II Design Engineering Contract Award

The design element of this project consists of two phases. Phase I is preliminary design, and Phase II is preparation of the detailed plans, specifications and estimate (PS&E) for the preferred alternative. On July 26, 2004, a contract was awarded to HDR Engineering for Phase I preliminary design. Although consultant selection was based

on qualifications for completing all tasks described in the Request for Proposals (RFP), the original contract covered Phase I only. According to the July 26, 2004 agenda report, the City has the option of entering into a supplemental agreement with HDR Engineering for Phase II of the project. The City recommends exercising this option to enter into a new contract with HDR Engineering for Phase II of the project design element of the La Loma Road Bridge Project over the Arroyo Seco in an amount not to exceed \$560,000. Competitive bidding is not required pursuant to City Charter Section 1002 (F) professional or unique services.

#### Design Advisory Committee

As there is significant public interest in the project, it is recommended that a design advisory committee be formed to consult and advise staff and the consultants during the design and reconstruction of the bridge project. The committee could be named the La Loma Bridge Advisory Group (LLBAG), and could meet quarterly, or as needed, and include representatives or stakeholders with special interest or knowledge about the bridge. A five person committee could be constituted as follows:

- (1) Member of the Historic Preservation Commission
- (1) Member of the Transportation Advisory Commission
- (1) Member of the Design Commission
- (1) Representative from Pasadena Heritage
- (1) At-Large Community Member appointed by Councilmember Madison

#### Project Schedule

After the EIR is approved, design of the preferred alternative can begin. Bridge design should be completed by September 2007. The scheduled start date for construction is summer 2008 with project completion by spring 2010, based on available funding.

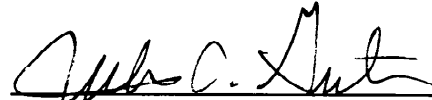
#### Project Funding

Total cost of the project to rehabilitate and seismically retrofit La Loma Bridge over Arroyo Seco is estimated at approximately \$11,500,000. The City has secured over \$2 million in Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) Federal Demonstration Project Funds for environmental analysis and design engineering. These funds require a 20 percent match with local funds, which the City has previously appropriated in the Capital Improvement Program. In March 2006 the City submitted an application to Caltrans to request funding from the Highway Bridge Rehabilitation and Repair Program (HBRRP) for the cost of construction, approximately \$9 million. The City anticipates approval of these funds within fiscal year 2007. When the HBRRP grant is received, the City will need to appropriate matching funds of 11.47 percent of the total grant, which is approximately \$1 million.

**FISCAL IMPACT**

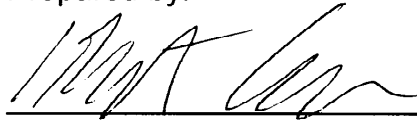
The La Loma Bridge – Rehabilitation or Replacement project is included in the current Capital Improvement Program (Budget Account 73124), and sufficient funds are available to cover the City's share for the Phase II project design.

Respectfully submitted,



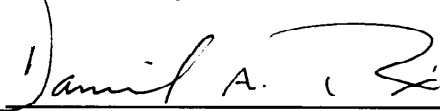
JULIE GUTIERREZ  
Assistant City Manager

Prepared by:



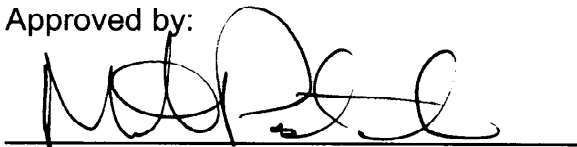
Robert Gardner, Principal Engineer  
Department of Public Works

Reviewed by:



Daniel A. Rix, City Engineer  
Department of Public Works

Approved by:



Martin Pastucha, Director  
Department of Public Works

RESOLUTION NO. \_\_\_\_\_

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF PASADENA CERTIFYING THE FINAL ENVIRONMENTAL IMPACT REPORT FOR THE LA LOMA BRIDGE REHABILITATION REPLACEMENT PROJECT, AND ADOPTING ENVIRONMENTAL FINDINGS, A STATEMENT OF OVERRIDING CONSIDERATIONS, AND A MITIGATION MONITORING AND REPORTING PROGRAM**

**WHEREAS**, the City of Pasadena, Public Works Department, in conjunction with the California Department of Transportation and the Federal Highway Administration, propose the La Loma Bridge Rehabilitation Replacement Project (the “Project”) to construct a new bridge at La Loma Road because the existing bridge is deteriorated, functionally obsolete and seismically deficient. The Project will require: (1) City approval of a contract for design and construction of the Project; (2) a National Pollutant Discharge Elimination System Permit from the Water Quality Control Board; (3) a Section 401 Water Quality Certification from the California Regional Water Quality Control Board; and (4) may require other related discretionary approvals; and

**WHEREAS**, the City of Pasadena is the lead agency for the Project pursuant to the California Environmental Quality Act (“CEQA,” Cal. Pub. Res. Code §21000 *et seq.*) and the State CEQA Guidelines (the “Guidelines,” 14 Cal. Code Regs. §15000 *et seq.*), Caltrans is a responsible agency, and the Federal Highway Administration is the lead agency for the Project pursuant to the National Environmental Policy Act (“NEPA,” 42 U.S.C. § 4321 *et seq.*); and

**WHEREAS**, pursuant to Section 15063 of the Guidelines, the City prepared an Initial Environmental Study (the “Initial Study”) for the Project. The Initial Study concluded

that there was substantial evidence that the Project might have a significant environmental impact on several specifically identified resources and governmental services, including public and emergency services, traffic and transportation, visual/aesthetics, archaeological resources, hydrology/water quality, geology/soils/seismicity, paleontological resources, hazardous waste/materials, air quality, noise, energy, and biological resources; and

**WHEREAS**, pursuant to Guidelines Sections 15064 and 15081, and based upon the information contained in the Initial Study, the City ordered the preparation of a joint environmental impact report/environmental analysis for the Project. On October 27, 2003, the City prepared and sent a Notice of Preparation of the Draft EIR/EA to responsible, trustee, and other interested agencies and persons in accordance with Guidelines Sections 15082(a) and 15375; and

**WHEREAS**, pursuant to Guidelines Section 15082, the City solicited comments from potential responsible and trustee agencies, including details about the scope and content of the environmental information related to the responsible agency's area of statutory responsibility, as well as the significant environmental issues, reasonable alternatives and mitigation measures that the responsible agency would have analyzed in the Draft EIR/EA, the City held a public scoping meeting on November 13, 2003, and the City posted an informational brochure on the City's website during the scoping process; and

**WHEREAS**, a Draft EIR/EA was released for public review on October 14, 2005, and circulated, together with technical appendices, to the public and other interested persons for a 60-day public comment period through December 16, 2005, and a public workshop



was held on November 16, 2005, to provide information on the Project and Draft EIR/EA process, and to receive additional comments; and

**WHEREAS**, pursuant to Public Resources Code section 21092, the City provided a public Notice of Availability (“NOA”) of the Draft EIR/EA and workshop on October 14, 2005, through notice published in the Pasadena Star-News, a newspaper of general circulation in the Project area, and through posting of the . The NOA was also mailed to all residents and property owners within 2,400 feet of the Project. Copies of the Draft EIR/EA were also placed at the City’s Department of Public Works, as well as at the Pasadena Central Library, Allendale Branch Library, San Rafael Branch Library, Linda Vista Branch Library, and on the City’s website; and

**WHEREAS**, during the public comment period the City received written and oral comments on the Draft EIR/EA, and consulted with all responsible and trustee agencies, other regulatory agencies and others pursuant to Guidelines Section 15086. The City prepared written responses to all written comments and many oral comments received on the Draft EIR/EA and made revisions to the Draft EIR/EA, as appropriate, in response to those comments. The City distributed written responses to comments on the Draft EIR/EA on May 16, 2006, in accordance with the provisions of Public Resources Code Section 21092.5. The written responses to comments were also made available for public review before the commencement of the public meetings regarding the certification of the Draft EIR/EA. After reviewing the responses to comments and the revisions to the Draft EIR/EA, the City concluded that the information and issues raised by the comments and the responses thereto did not constitute new information requiring recirculation of the Draft EIR/EA; and

**WHEREAS**, the Final Environmental Impact Report/Environmental Assessment (the “Final EIR/EA”) is comprised of: the Draft EIR/EA, dated October 2005 and numbered State Clearinghouse No. 2003101150; the Comments and Responses to Comments on the Draft EIR/EA set forth in Chapter 9 of the Draft EIR/EA; and a separate volume titled Appendix G – Technical Reports; and

**WHEREAS**, the City Council held duly noticed public meetings on the Final EIR/EA and the Project on September 25, 2006; and

**WHEREAS**, the findings made in this resolution are based upon the information and evidence set forth in the Final EIR/EA and upon other substantial evidence that has been presented at all public meetings regarding the Project and in the record of the proceedings. The documents, staff reports, technical studies, appendices, plans, specifications, and other materials that constitute the record of proceedings on which this resolution is based are on file and available for public examination during normal business hours in the Department of Public Works and with the Director of Public Works, who serves as the custodian of these records; and

**WHEREAS**, the City Council finds that agencies and interested members of the public have been afforded ample notice and opportunity to comment on the EIR/EA and that the comment process has fulfilled all requirements of State and local law; and

**WHEREAS**, the City Council has independently reviewed and considered the contents of the EIR/EA prior to deciding whether to approve the Project. The City Council hereby finds that the EIR/EA reflects the independent judgment of the City and the City Council. The City Council further finds that the additional information provided in the staff reports, in the responses to comments received after circulation of the Draft EIR/EA, and in the evidence

presented in written and oral testimony presented at public meetings, does not constitute new information requiring recirculation of the EIR/EA under CEQA. None of the information presented to the City Council after circulation of the Draft EIR/EA has deprived the public of a meaningful opportunity to comment upon a substantial environmental impact of the Project or a feasible mitigation measure or alternative that the City has declined to implement; and

**WHEREAS**, the City Council finds that the comments regarding the Draft EIR/EA and the responses to those comments have been received by the City; that the City Council received public testimony regarding the adequacy of the EIR/EA; and that the City Council, as the decision-making body for the lead agency, has reviewed and considered all such documents and testimony prior to acting on the Project. Pursuant to Guidelines Section 15090, the City Council hereby certifies that the EIR/EA has been completed in compliance with CEQA; and

**WHEREAS**, all other legal prerequisites to the adoption of this Resolution have occurred.

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF PASADENA RESOLVES AS FOLLOWS:**

**I. RESOLUTION REGARDING CERTIFICATION OF THE EIR**

Pursuant to State CEQA Guidelines Section 15090, the City Council certifies that: (1) it has reviewed and considered the Final EIR/EA in evaluating the proposed Project, (2) the Final EIR/EA is an accurate and objective statement that fully complies with CEQA, the State CEQA Guidelines, the City's local environmental guidelines, and (3) the Final EIR/EA reflects the

independent judgment of the City Council. The City Council certifies the Final EIR/EA based on the findings and conclusions herein and as set forth below.

## **II. RESOLUTION REGARDING ENVIRONMENTAL IMPACTS NOT REQUIRING MITIGATION**

The City council hereby finds that the following potential environmental impacts of the Project are less than significant and do not require the imposition of mitigation measures, as fully set forth in the Initial Study: agricultural resources, hazards and hazardous materials, land use/planning, mineral resources, population/housing, recreation, and utilities/service systems.

## **III. RESOLUTION REGARDING ENVIRONMENTAL FINDINGS**

Pursuant to State CEQA Guidelines Section 15091, the City Council hereby determines that, based on all of the evidence presented, including, but not limited to, the Final EIR/EA, written and oral testimony given at meetings and hearings, and submission of testimony from the public, organizations and regulatory agencies, and as identified in the Final EIR/EA and as set forth in Exhibit A, "Findings of Fact and Statement of Overriding Considerations," at Section 3, attached hereto and incorporated herein by reference: (1) changes or alterations have been required in, or incorporated into, the Project which avoid or substantially lessen any significant environmental effects; (2) such changes or alterations are within the responsibility and jurisdiction of another public agency and not the City of Pasadena, and such changes can and should be adopted by that other agency; and (3) specific economic, legal, social, technological, or other considerations, including the provision of employment opportunities for highly trained workers, make infeasible the mitigation measures or project alternatives identified in the Final EIR/EA. After the imposition of feasible mitigation measures, impacts from the Project were reduced to below a

level of significance in all resource areas analyzed, with the exception of air quality (construction).

#### **IV. RESOLUTION REGARDING ALTERNATIVES**

The City Council hereby declares that it has considered and rejected as infeasible the alternatives to the Project identified in the Final EIR/EA, as set forth in the “Findings of Fact and Statement of Overriding Considerations,” Exhibit A, at Section 4, attached hereto and incorporated herein by reference. CEQA requires that an EIR evaluate a reasonable range of alternatives to a project, or to the location of a project, which: (1) offer substantial environmental advantages to the proposed project, and (2) may be feasibly accomplished in a successful manner within a reasonable period of time considering the economic, environmental, social and technological factors involved. An EIR must only evaluate reasonable alternatives to a project which could feasibly attain most of the basic project objectives, and evaluate the comparative merits of the alternatives. In all cases, the consideration of alternatives is to be judged against a rule of reason. The lead agency is not required to choose the environmentally superior alternative identified in the EIR if the alternative does not provide substantial advantages over the proposed project, and (1) through the imposition of mitigation measures the environmental effects of a project can be reduced to an acceptable level, or (2) there are social, economic, technological or other considerations which make the alternative infeasible.

#### **V. RESOLUTION REGARDING SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES**

State CEQA Guidelines Section 15126.2(c) requires an EIR to discuss the significant irreversible environmental changes which would be caused by the proposed project. An impact would occur

under this category if, for example: (1) the Project involved a large commitment of nonrenewable resources; (2) the primary and secondary impacts of the Project would generally commit future generations to similar uses; (3) the Project involves uses in which irreversible damage could result from any potential environmental incidents associated with the Project; and (4) the proposed consumption of resources are not justified (for example, results in wasteful use of resources).

Construction and operation of the proposed Project would result in an irreversible commitment of nonrenewable resources, including fossil fuels, water, and building materials such as asphalt, concrete, and steel. (Final EIR/EA, p. 3-90.) Use of these resources, however, will not substantially deplete existing supplies. (Ibid.)

## **VI. RESOLUTION REGARDING GROWTH-INDUCING IMPACTS**

State CEQA Guidelines Section 15126.2(d) requires an EIR to discuss the ways in which the proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Growth inducement, however, is not considered necessarily detrimental, beneficial, or significant to the environment.

The proposed Project is not expected to, or intended to, induce growth. It is located in an area of the City that is largely built out, and consists of the retrofit and rehabilitation of an existing bridge, and will not increase the bridge's traffic capacity. (Final EIR/EA, p. 3-90.)

## **VII. RESOLUTION ADOPTING A MITIGATION MONITORING PLAN**

Pursuant to Public Resources Code Section 21081.6, the City Council hereby adopts the Mitigation Monitoring and Reporting Plan attached to this Resolution as Exhibit B, and incorporated herein.

## **VIII. RESOLUTION ADOPTING A STATEMENT OF OVERRIDING CONSIDERATIONS**

The Final EIR/EA identified impacts to air quality (construction) from the Project that remain significant even after the imposition of feasible mitigation measures. Pursuant to State CEQA Guidelines Section 15093, the City Council has balanced the economic, legal, social, technological, and other benefits of the Project against its unavoidable environmental risks in determining whether to approve the Project. If these benefits outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered “acceptable.” The City Council hereby finds that the Project’s benefits outweigh its unavoidable adverse environmental effects, and adopts the Statement of Overriding Considerations as set forth in the “Findings of Fact and Statement of Overriding Considerations,” Exhibit A, at Section 5, attached hereto and incorporated herein by reference, and that the Statement of Overriding Considerations is supported by substantial evidence in the administrative record.

## **IX. RESOLUTION REGARDING CUSTODIAN OF RECORDS**

The documents and materials that constitute the record of proceedings on which these findings have been based are located at the City of Pasadena, Department of Public Works, 117 East Colorado Boulevard, Suite 430, Pasadena, CA 91003.

**X. RESOLUTION REGARDING NOTICE OF DETERMINATION**

Staff is directed to file a Notice of Determination with the Clerk of the County of Los Angeles within five working days of final Project approval.

Adopted at the regular meeting of the City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 2006, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

\_\_\_\_\_  
Jane L. Rodriguez  
City Clerk

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Theresa E. Fuentes  
Deputy City Attorney