



STAFF REPORT

Development Services Department

DATE: September 18, 2012

TO: Honorable Mayor and City Council

FROM: Jason Kruckeberg, Assistant City Manager/Development Services Director
By: Jim Kasama, Community Development Administrator
Silva Vergel, Business License Officer

SUBJECT: REPORT, DISCUSSION AND DIRECTION ON STATEWIDE MODEL FILMING ORDINANCE AND "FILM FRIENDLY" POLICIES

Recommendation: Amend Current Policies to be Consistent with the Statewide Model Film Ordinance and Best Practices

SUMMARY

A film permit is required for all motion pictures, television shows, commercials, videos, and commercial still photography per Arcadia Municipal Code Sections 6616, et seq., attached as Exhibit A. These requirements have been in effect since 1984. In recent years, filming in California has declined as the industry has opted to film in other states and countries due to cost savings and regulatory accommodations.

In an attempt to retain and bring back the filming industry to California, the Los Angeles County Economic Development Corporation (LAEDC), Film L.A., the California Film Commission, and the Southern California Association of Governments (SCAG) have joined forces to ease filming regulations to retain the entertainment industry, which is a tremendous jobs generator. Their joint press release is attached as Exhibit B. On May 1, 2012, the California Film Commission adopted a revised statewide Model Film Ordinance and Best Practices to assist the entertainment industry in operating in California. See the attached Exhibit C – Guidelines for Best Practices in Film Regulations and Policies. While Arcadia's filming regulations are very industry friendly, there are some aspects of the Best Practices that could be incorporated into the City's policies. A comparison of the Model Ordinance and the City's current regulations is attached as Exhibit D.

BACKGROUND

Arcadia Municipal Code (AMC) Sections 6616 et seq. were adopted in 1984 and require a permit for all filming, with the exception of news media or an individual taking photographs or video for non-commercial purposes. Prior to that, permits for filming and photography have been required since 1948 per Ordinance No. 737.

The City has a rich history of filming, including major films and television shows such as "Fantasy Island", "Seabiscuit", "Luck", "Mad Men", "Meet the Fockers", "Bones", "Bridesmaids", "Criminal Minds", "General Hospital", "Meet the Parents", "Step Brothers", "Couples Retreat", "The Mentalist", "Wonder Woman", "Modern Family", and "Grey's Anatomy".

Approximately 70 film permits are issued annually by the City, with most of the filming taking place at the Los Angeles County Arboretum and the Santa Anita Race Track. In addition, there are several residential properties in the northern portion of the City that are repeatedly used for filming. In order to limit the impacts on neighbors, filming in residential areas is restricted to one (1) day of filming per calendar quarter; which in essence, means a residential property may only be used for filming for four (4) days per year.

In general, the City's filming policies are very industry friendly, and the City actively supports and assists film companies.

DISCUSSION

Per Arcadia Municipal Code Sections 6616 et seq., anyone that films, videotapes or takes still photography for a commercial purpose, must obtain a Film Permit. Filming in the City has declined noticeably, especially since the HBO program, "Luck" stopped production in early 2012. To date, there have been only 31 filming permits issued in 2012, the lowest since 2006.

The purpose of the Model Film Ordinance proposed by the LAEDC, is to attract more filming in the region by creating a framework of policies that bring about uniformity and predictability for the industry. According to the LAEDC, the film industry accounts for almost 200,000 jobs and \$30 billion of spending in Southern California. Because of the huge impact of the film industry on the region, SCAG is asking local cities and counties to adopt the model ordinance to streamline the permitting process and create a more film friendly environment.

Arcadia's current regulations meet or surpass most of the practices proposed by SCAG. For example, SCAG suggests a rapid application processing time of two (2) to five (5) business days for a permit. Staff currently processes most applications in this time frame. In addition, Arcadia makes it easy by accepting applications via email or fax, receiving payments by credit card, and issuing the permits by email, thus eliminating the need for any representative to physically visit City Hall. The attached comparison (Exhibit D) outlines the proposed Model Ordinance/Best Practices provisions and the City's current regulations. Some items that the City could consider amending or adding to be more film friendly are the following:

- Allow filming in residential zones on Saturdays from 7:00 a.m. to 10:00 p.m. Currently, filming is not permitted on weekends in residential zones. This would have some impact on neighbors, but it is not anticipated that there will be an influx of requests for Saturday filming, as many companies do not film on weekends.

- Increase filming in residential zones to three (3) consecutive days per location per quarter. Currently, filming in residential zones is limited to one (1) day per location per quarter. This would extend the time period during which the neighbors are affected by the filming, but the inconveniences should be limited because all neighbors within a 250-foot radius are notified and informed of the activities that will take place.
- Allow filming at City facilities for a nominal fee. There have been several requests to use City facilities for filming, and it has been permitted on a limited basis depending on the availability of the location. However, there is no clear policy or fee structure for filming on City properties. A clear policy on which City facilities may be used for filming, and the applicable fees would better facilitate the accommodation of such requests.
- Improve the information about filming on the City website. The information can be enhanced and supplemented with data and photos of properties that are available for filming, and the site could possibly be interactive to facilitate the permitting process. Staff is already working on enhancing the website information.
- Designate a Film Liaison position to facilitate permit issuance and be available as an ambassador to the entertainment industry. Current staff is able to facilitate the issuance of film permits, but engaging in outreach to the filming industry is not warranted.

FISCAL IMPACT

Although it is difficult to quantify, the proposed changes could result in increased filming activity in the City that would generate additional revenue with offsets for the costs of issuance and oversight.

RECOMMENDATION

It is recommended that filming in residential zones be expanded to include Saturdays from 7:00 a.m. to 10:00 p.m.; that the number of days of filming in residential zones be increased to up to three (3) consecutive days in a quarter; and that policies and fees be established for filming at City facilities.

Approved:



Dominic Lazzaretto
City Manager

Attachments:

- Exhibit A – Current City Regulations (Secs. 6616 et seq.)
- Exhibit B – Press Release
- Exhibit C – Guidelines for Best Practices in Film Regulation and Policies
- Exhibit D – Comparison of Model Ordinance and City's Regulations

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DIVISION 6.

MOTION PICTURE FILMING

(Division 6 added by Ord. 1793 adopted 7-17-84; amended by Ord. 1957 adopted 5-3-91; amended by Ord. 2064 adopted 5-20-97)

6616. - FILM PERMIT.

A film permit shall be required for all types of filming except filming that is exclusively for private or family use.

6616.1. - APPLICATION.

All applicants shall complete a City of Arcadia film permit application package and all required forms contained therein prior to the issuance of a film permit. The forms shall require a detailed description of the filming and the equipment to be used.

6616.2. - SCOPE OF PERMIT.

Each film permit issued shall authorize only the filming location and the filming dates listed on the film permit application form. An approved film permit is required prior to the start of any filming activity.

6616.3. - SEPARATE PERMIT.

A separate film permit and fee is required for each filming location and for each set of filming dates. Set of filming dates shall mean the dates requested on the original application. The dates do not necessarily need to be consecutive.

6616.4. - INSURANCE.

A certificate of insurance in the amount of not less than One Million Dollars (\$1,000,000.00) naming the City of Arcadia and Arcadia Redevelopment Agency (if applicable) as additional insured(s) and approved by the City Attorney is required prior to the issuance of a film permit.

6616.5. - FILM PERMIT APPROVED.

Permits will only be issued after they have been reviewed and approved by the License Officer, or designee, consistent with the designated film permit policy as set forth in the film permit application package.

(Amended by Ord. 2263 adopted 12-1-09)

6616.6. - COST OF CITY SERVICES.

The City will have the right to require police, fire, or other city services as part of the film permit process. The applicant shall pay directly for all services provided by the City. The fee for services will be the cost incurred by the City for providing the services. City may require a deposit applicable to these costs.

6616.7. - WRITTEN NOTIFICATION.

Each applicant shall notify, in writing, all of the properties which are immediately adjacent to the filming location prior to the start of filming as defined in the film permit application package. The written notification shall include a general description of the filming activity that will take place and the dates and times when the filming activity is scheduled.

6616.8. - FEE AMOUNT.

The film permit fee is Two Hundred Fifty Dollars (\$250.00) for the first day and Seventy-five Dollars (\$75.00) for each additional day for each location where filming will be conducted.

6616.9. - WAIVER OF FEES.

The License Officer, or designee, may waive a film permit fee if the applicant is a student or a local charitable organization with documented proof of this status.

(Amended by Ord. 2263 adopted 12-1-09)

6616.10. - REVOCATION OR DENIAL OF APPLICATION.

The License Officer, or designee, may revoke the film permit or deny approval of film application if any of the following circumstances occur:

(1) There has been a misrepresentation in the permit application with respect to the nature of the film activity, the number of personnel or equipment, or other relevant matter.

(2) Where the filming activity, as conducted, has become a hazard to persons or property, or unduly disruptive to neighboring residents and/or businesses.

(3) Where the film activity goes beyond the hours specified in the film permit.

(4) Where any provision of the fire/life safety requirements has not been corrected after notification by police/fire personnel.

(5) For failure to comply with insurance requirements and maintain satisfactory insurance at all times during applicant's activities in the City.

(6) Failure to abide by and comply with the terms and conditions of this permit.

(7) Allowance of conditions and/or actions that constitute a public nuisance or otherwise disturb or disrupt the neighborhood.

Revocation for any of the reasons set forth above shall be grounds to deny subject applicant subsequent permits.

(Amended by Ord. 2263 adopted 12-1-09)

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So Cal Entities Partner to Support \$30 Billion Entertainment Industry
CA Film Commission, LAEDC, FilmL.A. & SCAG act to support region's entertainment industry cluster

PRESS RELEASE

LOS ANGELES -The Los Angeles County Economic Development Corporation (LAEDC), FilmL.A., the California Film Commission, and the Southern California Association of Governments (SCAG) have joined together to help protect the more than 6,600 business establishments that comprise California's film, television, and commercial production industry, and the hundreds of thousands of jobs supported by the entertainment industry throughout the state.

According to the LAEDC, the entertainment industry accounts for 176,700 jobs and \$30 billion in spending in the Southern California region. However, there are 40 states and numerous countries around the world that are competing aggressively for this business. In response, SCAG, FilmL.A., the California Film Commission and the LAEDC are partnering to support the important job creation and financial contribution of the entertainment industry to our region's economic recovery and sustained growth.

Following extensive stakeholder outreach, on May 1, 2012 the California Film Commission adopted a revised statewide Model Film Ordinance and Best Practices (MFO/BP). The purpose of a standardized statewide ordinance is to provide the entertainment industry with a uniform set of policies and procedures to secure on-location production. The purpose of asking cities and counties to adopt local filming ordinances based upon the state's ordinance is to streamline the permitting process and send a clear signal that this is a coveted industry California intends to retain.

On July 5th, SCAG's Regional Council unanimously moved to encourage its 191 member cities and six counties to adopt a version of the MFO/BPs that fit their particular needs. The motion, urged by SCAG Regional Council President Glen Becerra, and the unanimous vote were clear and explicit expressions of support for one of Southern California's most important and touchstone industry clusters, entertainment, which directly supports 176,700 jobs with \$18.5 billion in total wages in Southern California in 2010, but which has been threatened in part by productions leaving the region for places offering lucrative incentives and film-friendlier environments.

"Given California's persistent high unemployment rate, cities and counties are taking the lead locally to ensure that they retain important revenue generating industries and attract additional business. Southern California is home to 'Hollywood' - it is our heritage, but cannot be taken for granted. By including the MFO/BP in Phase II of our Economic Recovery & Job Creation Strategy we are clearly stating that supporting the entertainment industry is critical to our region's economy and future. In addition, this is only the beginning of government, business and an industry specialist working together to adopt business-friendly principles that secure a prosperous California," stated SCAG President and City of Simi Valley, Glen Becerra.

According to a 2005 report commissioned by the California Film Commission, 10 "feature films" (budgets greater than \$70 million) that leave the state means a loss of \$106 million in state revenues, not to mention all the high value jobs and small businesses such as hotels, restaurants, and dry cleaners that may be lost as well.

EXHIBIT 'B'

California Film Commission Executive Director Amy Lemisch said, "The Model Film Ordinance is a valuable tool for helping municipalities become more film-friendly, as well as more adept at dealing with how filming impacts the local community. This region has more experience and know-how than anywhere in the world when it comes to managing film and TV production, and it's simply good policy for local governments to follow established best practices. Widespread adoption of the MFO will help Southern California create jobs and compete more effectively against runaway production."

"Despite being recognized as the entertainment capital of the world, Southern California must take additional steps to retain film and television production. So, I encourage cities throughout Southern California to take SCAG's unanimous support for film and television production to heart, adopt some version of the Model Film Ordinance and Best Practices that fits their jurisdiction's needs, and send a clear and loud message that filming is welcome and will always have a home in Southern California," said LAEDC CEO and President Bill Allen.

Several cities, including the cities of Carson, Simi Valley, and Duarte have already taken steps to revise their ordinances in accordance with the MFO/BPs. In particular, the City Council of Carson voted on June 6, 2012 to revise its film ordinance to reflect the principles contained in the MFO/BPs, including:

- Eliminating the city's business license requirement for film productions.
- Adjusting the film permit structure to a weekly rate of \$650 for the first week and \$500 thereafter.
- Reducing the advanced notice requirements from two weeks to five days.
- Requiring law enforcement on an as-needed basis only.
- Reducing the radius required to notify businesses and residents of filming from 500 feet to 300 feet.
- Reducing the radius required to survey businesses and residents of filming for extended hours from 500 feet to 300 feet.

"Carson has been the home of many productions over the years. Film makers told us our policies were getting in the way of getting the job done," said Barry Waite, Business Development Manager for the City of Carson. "We listened and developed new regulations that meet the community's needs and the industry's needs at the same time. With so many great filming locations in town, it would be a shame to have them go unused."

FilmL.A. President Paul Audley weighed in on the SCAG Regional Council motion:

"One of the constant refrains I hear from filmmakers is the need for predictability and uniformity in the film permit process. SCAG's adoption of the Model Film Ordinance will help urge local communities and county governments to work within a framework of policies that can create a region that is attractive to the Industry. The much-needed economic benefits from increased film spending and getting more cast and crew back to work will be substantial as a result."

To read the revised Model Film Ordinance, please visit: laedc.org/strategic/filmfriendliness.html. To view a list of cities within the "30 Mile Zone" and a summary of their policies, please visit: film.ca.gov/30MileZone.htm.

About the LAEDC

The LAEDC, the region's premier economic development leadership organization, is a private, non-profit organization established in 1981 under section 501(c)(3). Its mission is to attract,

retain, and grow business and jobs for the regions of Los Angeles County. Since 1996, the LAEDC has helped to retain or attract 177,975 annual jobs in Los Angeles County with an estimated labor income, including wages and benefits, of \$10.8 billion. Taken together with the supported indirect and induced economic activity, a total of more than 400,000 annual jobs with labor income of more than \$21 billion were impacted, accounting for an estimated \$850 million in property and sales tax revenues to the County of Los Angeles. For more information, please visit www.laedc.org.

About the California Film Commission

The California Film Commission (CFC) enhances California's status as the leader in motion picture, television and commercial production. A one-stop office for filmmakers, the Commission supports productions of all sizes and budgets. Services include film and TV tax credits, an extensive digital location library, free online permitting, low cost use of state properties as shooting locations, and production assistance. More information is available at film.ca.gov.

About the Southern California Association of Governments

SCAG is the nation's largest metropolitan planning organization, representing six counties, 191 cities and more than 18 million residents. SCAG undertakes a variety of planning and policy initiatives to plan for a livable and sustainable Southern California now and in the future. For more information about SCAG's regional efforts, please visit www.scag.ca.gov.

About FilmL.A.

FilmL.A. is a private, 501(c)4 not-for-profit organization established for the public benefit. We coordinate and process permits for on-location motion picture, television and commercial production under contract to an ever-increasing roster of public-sector clients in the Los Angeles region.

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Guidelines for Best Practices in Film Regulations and Policies

Encouraging film production is an economic development tool that can provide temporary jobs for local residents, generate local revenue and bolster local businesses. One of California's signature industries, motion picture production is an essential source of economic activity, tax revenue, jobs and tourism in California. It contributes \$30 billion dollars annually to our state's economy while supporting over 140,000 well-paying entertainment industry jobs.

It is always important to balance the needs of a production company with the concerns of local government and the local community. Once a city or county has created a film ordinance (see model filming ordinance attached), they should consider establishing permit policies and regulations that are "film friendly" with the intent to increase or retain filming in a community.

A. Consider the following "best practices" when creating film policies:

1. Rapid film permit issuance: 2 – 5 business days from permit application submission to permit issuance.
2. Establish standard hours for film activities: typically 7:00 a.m. – 10:00 p.m. for residential zones.
3. Establish reasonable permit fees. Compare fees charged by similar surrounding cities and stay within or below those limits. Some cities reduce or waive permit fees for accredited student or charitable productions (while still requiring a permit).
4. Establish and post cost recovery fees for the reimbursement of city or county personnel (e.g., police, fire, traffic).
5. Establish a film permit requirement but waive any requirement for a business license as most film activities are temporary.
6. Appoint a key liaison for coordinating permits. Be sure to appoint a back-up liaison. The liaison will be required to make decisions as the community representative prior to and during filming, and should therefore have full endorsement and authority of the local jurisdiction. The liaison should be aware of any previous film production within the community and remain sensitive to local citizens' concerns.
7. Create a centralized filming section on your city/ county website clearly listing all film regulations, permit and insurance requirements, fee schedules and liaison contact information.

8. Consider adopting an ordinance parallel with the film permit ordinance that protects the orderly conduct of a permitted film event from persons who interfere.

B. Specific Guidelines for Filming Regulations:

1. Timely issuance of film permits: An applicant will be required to submit a permit request at least two business days prior to the date on which such person desires to conduct an activity for which a permit is required. If such activity interferes with traffic or involves potential public safety hazards, an application may be required at least three business days in advance.
2. Notification: All residents and merchants within a 200 feet radius of the film location must receive notice of filming dates, times, location address and production company contact at least 24 hours prior to the first film activity. When parking production vehicles on a public street, residents and merchants impacted by the parking must receive notice at least 24 hours prior to the arrival of the vehicles.
3. Surveys: Require a survey of affected residents and/or businesses within a 200 ft. radius when the filming includes extraordinary activities such as a street closure, involves pyrotechnics, excessive noise, low flying helicopters, requests to film beyond the standard hours, and requests to film for extended periods of time.
4. Clean up: The permittee shall conduct operations in an orderly fashion with continuous attention to the storage of equipment not in use and the cleanup of trash and debris. The area used shall be cleaned of trash and debris upon completion of shooting at the scene and restored to the original condition before leaving the site.
5. Filming on Private Property: An applicant is required to obtain the property owner's permission, consent, and/or lease for use of property not owned or controlled by the city/county.
6. Flood Control (if applicable): When filming in a flood control channel, an applicant must vacate channel when permit indicates because of water releases. Please note that when filming in or on flood control properties, the agency must be named as an additional insured.
7. Public Works Department (Road and Streets): If the applicant must park equipment, trucks, and/or cars in zones that will not permit it, temporary "No Parking" signs must be posted with approval of the local authority. The applicant must also obtain permission to lay and safely mat cable across sidewalks, or from generator to service point.
8. Traffic Control: For filming that would impair traffic flow, an applicant must use California Highway Patrol (CHP), County Sheriff or local law enforcement personnel and comply with all traffic control requirements deemed necessary.
 - a. An applicant shall furnish and install advance warning signs and any other traffic control devices in conformance with the Manual of Traffic Controls, State of California Department of Transportation. All appropriate safety precautions must be taken.

- b. For any lane closure or intermittent traffic control (ITC), the period of time that traffic may be restricted will be determined by the city/county, based on traffic volumes for location and time of day.
 - c. Traffic shall not be detoured across a double line without prior approval of the appropriate department representative.
 - d. Unless authorized by the city/county, the camera cars must be driven in the direction of traffic and must observe all traffic laws.
 - e. Any emergency roadwork or construction by city or county crews and/or private contractors, under permit or contract to the appropriate department, shall have priority over filming activities.
9. Municipal Parking Lots: When parking in a municipal parking lot, an applicant may be billed according to the current rate schedule established by the city/county. In order to assure the safety of citizens in the surrounding community, access roads to beaches, which serve as emergency service roads, must never be blocked. No relocation, alteration, or moving of beach structures will be permitted without prior approval.

C. Other Considerations to Encourage Filming:

A city or county that wishes to actively recruit filming as part of its economic development plan should also consider providing the following services or incentives to encourage filming.

- 1. Provide service and support to each production company from the initial contact to the close of the production, including problem solving on film related matters. Support should include coordination between the film company, local residents and businesses and the city/county.
- 2. Offer fee-free city/county owned properties for use as filming locations. Charge applicants for cost recovery only - review time, police, fire or security monitors.
- 3. Waive permit fees.
- 4. Provide free vacant office space and / or free parking lots.
- 5. Create an on-line database of location photos;
- 6. Upload location photos to the California Film Commission website to market a local region.

Additional resources for jurisdictions interested in recruiting film production can be found at: www.film.ca.gov/production.

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COMPARISON OF FILMING ORDINANCES
PROPOSED MODEL ORDINANCE VS. ARCADIA'S FILM REGULATIONS – 8/7/12

	PROPOSED MODEL ORDINANCE	ARCADIA
1.	Rapid film permit issuance: 2-5 business days from permit application submission to permit issuance. Reducing the advanced notice requirements from two weeks to five days.	In all cases where there is no staffing required, Filming staff can accommodate this timeline. If Fire and/or PD staffing is required, every attempt is made to staff the filming quickly. Currently, we require one week notification, although, we have been able to issue a permit w/as little as a couple of days notice.
2.	Filming hours: 7:00 a.m. to 10:00 p.m. for residential zones	Filming in residential is permitted M-F, 7:00 a.m. to 10:00 p.m. – no filming on Saturdays or Sundays – requests above and beyond need CM or designee approval. Commercially zoned property 7:00 a.m. to 10:00 p.m. Monday-Saturday and Sundays 9:00 a.m. to 7:00 p.m.
3.	Adjusting the film permit structure to a weekly rate of \$650 for the first week and \$500 thereafter.	A week of filming (5 days) would be \$610.51, subsequent weeks are \$409.45. The fee for one day is \$282.95 and \$81.89 per additional location/day. Still photo is \$194.95
4.	Establish and post cost recovery fees for the reimbursement of city personnel (police, fire, etc.)	This process may take up to a month; depending on when Business License staff receives invoices from Fire and/or PD. Depending on work load, documents are prepared and any refund is forwarded to ASD, who then prepares the refund and mails it to the company.
5.	Film permit requirement and do away w/a Business License.	We require a "Film Permit" – no Business License is required. We use the Business License software for tracking/accounting purposes.
6.	Film liaison to coordinate permits	Business License staff are the Film liaisons
7.	Centralized filming section on the website	Info. is available on the City's website
8.	Requiring law enforcement on an as-needed basis only.	Our requirement is 40+ cast/crew or 15+ vehicles requires an officer, a generator over 250+ amp requires fire. Driving shots will typically require 2 officers. Officers are usually \$101 an hour and fire is \$120.
9.	Reducing the radius required to notify businesses and residents of filming from 500 feet to 300 feet.	Our radius is 250' w/a minimum of 75% signatures
10.	Reducing the radius required to survey businesses and residents of filming for extended hours from 500 feet to 300 feet.	We generally don't allow extended hours beyond the hours listed above, but, if when we do, the radius would still be 250'
11.	Offer fee free city facilities for filming and charge for cost recovery only	We do not have an established fee; but we request a donation. We provide city facilities and infrastructure for filming purposes.
12.	Create a data base of homes/facilities for locations.	We do not have this information.
13.	Provide service and support to each production from initial contact to the close of the production, including problem solving on film related matters. Support to include coordination between the film company and residents	Limited support is provided to the film and permitting companies. Staff works closely w/companies to service their needs such as finding base camps, preparing radius maps, taking payment, applications and conducting all communication through phone and emails. Staff has not provided support between the film company and residents – although in one case a film company had left a large mess on a city street and did not clean it up. Staff inspected the street and immediately contacted PWS for cleanup.
14.	Filming intervals	Current policy is to allow filming once per quarter at a specific location in a residential zone.

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