

# Agenda Report

**TO: CITY COUNCIL**

**DATE: August 15, 2005**

**FROM: CITY MANAGER**

**SUBJECT: ESTABLISHMENT OF POLICIES AND GUIDELINES FOR  
CONDUCTING SPECIAL EVENTS IN CITY PARKS**

## **RECOMMENDATION**

It is recommended that the City Council:

- adopt the policies and guidelines included as Attachment A for conducting special events in City parks, and
- direct RBOC and City staff to jointly develop a scheduling system specific to those events conducted by the Rose Bowl that involve use of Area H and/or Brookside Park.

## **ADVISORY BOARD RECOMMENDATION**

The Recreation and Parks Commission recommended approval of the attached policies and guidelines for special events in City parks, at their meeting of July 26, 2005, noting concerns with regard to the impact of RBOC events on the Central Arroyo, as certain RBOC activities are exempted from this policy. The Commission is submitting a separate letter outlining their concerns.

## **BACKGROUND AND ANALYSIS**

City parks offer a wide range of passive and active recreational opportunities, serving individuals and families as well as small and large groups. Pasadena parks range from small neighborhood-serving green space to multi-acre facilities that include not only picnic areas, playing fields, sports courts and children's play equipment but also such features as a bandshell (Memorial Park) and a stage with audience seating (Brookside Park). Key to the quality of life in Pasadena neighborhoods is an effective policy and set of guidelines that promote positive activities in City parks and facilitate a wide range of recreational opportunities that serve our diverse local population, while promoting a healthy balance of types of park uses as well as user groups. In recent years the increased volume of requests to accommodate large special events in City parks has led to the need to establish policies and practices that govern such activities.

Since late 2003, staff has been working with the Recreation and Parks Commission to develop administrative policies and guidelines for conducting special events in City parks. While the initial focus was on defining and addressing large events, the scope of the work expanded to identify basic policies and practices that prevent damage to park turf and other facilities, regardless of event size. Key considerations for development of the attached policies and guidelines included reviewing park features and amenities (such as the number of useable acres, the number of available parking spaces and restrooms, etc.) to determine which park locations could potentially accommodate large events and at what capacity, as well as promoting access to parks for various types of users while striving to minimize negative impacts (e.g. noise, traffic, etc.) on those residents and businesses located adjacent to City parks.

The Recreation and Parks Commission considered the proposed event policies and guidelines at some 6 meetings over the past year, including both Committee and full Commission meetings. Public testimony was heard at each meeting, and suggested revisions were incorporated into the attached policies and guidelines, where appropriate. The proposed guidelines are designed to address the following issues relating to conducting special events in City parks:

- Balancing the needs of casual park users with the need for group cultural and recreational activities.
- Minimizing liability, risk and damages to park turf and other facilities due to overuse or inappropriate use (such as operating high-risk rides or using heavy equipment on turf)
- Defining large events and identifying which parks can accommodate large events, and at what capacity
- Controlling the frequency and intensity of special events in parks by limiting the number of event days per year and establishing a recovery period between large scale events at each park (which prevents back-to-back weekend large events as well as facilitates turf rest and recovery)
  - In the Central Arroyo, both the City and RBOC schedule events in an extensive park that also includes such operations as the Rose Bowl Aquatic Center, Kidspace Museum and Brookside Golf Course. Given the unique setting and circumstances of this area, a specialized scheduling system will be jointly developed between RBOC and City staff, particularly addressing Rose Bowl events requiring use of Brookside Park and/or Area H.
- Defining rules and regulations for conducting special events to which event promoters must be accountable, along with a system to fine event promoters who violate such rules and guidelines.
- Requiring events that are beyond three consecutive days to obtain a license agreement and approval by Council.
- Requiring advance booking for large scale events to promote effective long-term planning, prevent schedule conflicts with nearby residents and businesses, and encourage advance notification to neighbors.

Based on such considerations as the park size (available acreage), parking availability, restroom availability, previous history and park experience in hosting certain crowd sizes, and related considerations, the following City parks were identified as appropriate for large events: Brookside Park (including Area H), Central, Hahamongna/Oak Grove, Lower Arroyo, Memorial, Robinson, Victory and Villa Park.

The "Events at City Parks Policy/Guidelines" (Attachment A) includes a matrix which specifies, for each park eligible to host a large event:


- the park size (in acres)
- the attendance at which an event in that park meets the definition of a "large scale event" and is then subject to the large event rules
- the maximum attendance capacity for an event in that park
- on-site or adjacent parking capacity
- on-site restroom availability

Once adopted, these policies and guidelines will be provided to all promoters seeking to conduct large events in Pasadena parks and compliance will be required in the terms and conditions for all such events. After one year of implementation, staff will report to the Recreation and Parks Commission on the impact of this action, including highlighting any suggested modifications.

### **FISCAL IMPACT**

No fiscal impact is anticipated since the guidelines and policy address management and coordination of events and do not eliminate specific events or the revenue they could potentially generate. However, as RBOC and City staff jointly develop a scheduling system specific to Rose Bowl events using Brookside Park and/or Area H, any projected fiscal impacts will be reported prior to adoption or implementation of the Rose Bowl policy.

Respectfully submitted,

  
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City Manager


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Concurred:

  
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**EVENTS AT CITY PARKS  
POLICY/GUIDELINES  
August 15, 2005**

The purpose of this policy is to establish guidelines to appropriately manage events at City parks, providing a balance of opportunities for both individual and group activities, protecting facilities and grounds from inappropriate use or damage, and minimizing park use impact on nearby residents, businesses and neighborhoods.

**THE FOLLOWING GUIDELINES WOULD APPLY TO ALL PARK EVENTS  
(LARGE AND SMALL):**

1. Carnival rides are not permitted except on hard paved surfaces. Carnival rides will not be pulled over any grassy area in order to get to a paved surface. Inflatable kids amusements (such as kids bounces) are allowed, but a pre-inspection of the event amusement area is required.
2. No gas, oil or diesel driven devices will be allowed on grassy areas, except for vehicles to set up entertainment stages, which may pull onto turf by a route approved by Public Works during a pre-event inspection at the park. A site map of appropriate access routes and equipment locations will be provided by Public Works. No cars, trailers or other equipment of individual vendors will be allowed on park turf at any time. Any violation of this policy will result in a penalty per violating car charged against the event promoter as well as payment for repair of any damage. Cars are not allowed on walkways unless approved during the pre-event inspection.
3. No high risk rides or apparatus open to the general public will be allowed at park events. High risk rides and apparatus will be defined by the City's Risk Manager, such as bungee jumps.
4. No motor vehicle shows or motor vehicle displays will occur on park turf.
5. Park attendants will maintain a checklist of requirements and review them with promoters prior to events to ensure that the event productions do not violate any of the requirements. If there is a violation, it will be noted on this checklist sheet and a penalty per violation will be assessed against the promoter at a fee to be determined in accordance with State laws by the Pasadena City Attorney's Office. Violations may also result in immediate termination of the permit and/or denial of future events by the applicant.

**THE FOLLOWING GUIDELINES WILL APPLY TO LARGE SCALE EVENTS:**

6. Large-scale events are defined as events with peak-hour attendance at or above the "large scale event" attendance listed by park location on the following chart (based on park size, facilities, parking availability, etc.). Parks, not on this list, will not be available to host events requiring portable amenities.

### DEFINITION OF LARGE SCALE EVENT, BY PARK

PARK SIZE - acres	PARK	LARGE SCALE EVENT PEAK ATTENDANCE* (when the large scale guidelines would take effect)	LARGE SCALE EVENT MAXIMUM CAPACITY	PARKING LOTS	RESTROOMS AVAILABLE
19	Area H	3,000 per day	10,000 – 15,000 per day - depending on event set up	Lot I (approx 1200 space & overflow in RBOC lots)	11 (portable restrooms over 2,000 attendees)
28	Brookside	2,500	10,000 – 15,000 depending on event set up	Lot I (approx 1200 space & overflow in RBOC lots)	60 (portable restrooms over 8,000)
9.2	Central	1,000	4,000	School structure (901 spaces), MTA structure (600 spaces), Add'l structures within ¼ of a mile. MTA Station next to site.	6 (portable restrooms over 1,000)
30 (of usable park land)	Hahamongna/Oak Grove	350	500	250 spaces at site	2 (portable restrooms over 500)
150	Lower Arroyo	150	300 if Army reserve lot used w/ shuttle	75 spaces at site	2 (portable restrooms over 500)
5.3	Memorial	800	1,500 – 3,000 depending on event set up	Nearest parking includes Holly Structure (615 spaces), Marriott structure (142 spaces), Add'l structures within ¼ of a mile. MTA Station next to site.	4 (portable restrooms over 500)
7.0	Robinson	1,000	2,000	Morton Parking Lot (27 spaces), JRC Parking Lot (58 spaces).	6 (portable restrooms over 1,000)
24.6	Victory	1,000	1,500 – 4,000 depending on event set up. This park has limited area for event set up due to heavy recreation and sports league use sometimes with up to 6 league games operating simultaneously.	Paloma Parking Lot must remain open to the public (197 spaces). North Parking Lot (18 spaces), and potential use of PHS Lot. Many unused free street parking spaces.	5 (portable restrooms over 1,000)
11.92	Villa	500	1,000	40 parking spaces at the park center.	8 (portable restrooms over 1,700)

- There shall be a minimum 26 calendar day recovery period between all large-scale events allowing appropriate time for turf to rejuvenate after an event that has significantly impacted the turf, providing balanced opportunity for local public access and individual or small group park usage, and promoting compatible park use with adjacent neighbors. The maximum number of large event days per park is 26 annually. The recovery policy does not apply for recreational uses, league sports, and Rose Bowl displacement events involving Area H/Brookside, Tournament of Roses holiday activities, or Flea

Markets. A specific scheduling system for Rose Bowl events involving use of Brookside Park and/or Area H will be developed jointly by RBOC and City staff (to be completed within 60 days of adoption of the Events in Parks Policy).

8. The City reserves the right to impose additional restrictions for smaller events with an equally great impact to the park as those events with attendance over the large scale event limit.
9. Large-scale event promoters are encouraged to tentatively book a park one year in advance of their event date. The City will confirm that booking nine months prior to the event date, at which time the event will then be published on the City's special event schedule.
10. Any large-scale events with projected attendance at or above the defined peak attendance for a special event at that particular park will be denied a booking with less than 9 months advance notice unless it is determined by the City Manager or designee as qualifying for a special exception, in such cases as:
  - a. An event was confirmed for a comparable local setting but is unexpectedly displaced due to fire, flood or related unforeseeable circumstance;
  - b. An event that will offer a unique benefit and is conducted by a local non-profit with proceeds dedicated to assist service delivery to Pasadena residents;
  - c. An event that is endorsed by the neighborhood board or associations immediately adjacent to the event location, offering a unique benefit to the local businesses and residents.

No exception will be considered for a large event with less than 120 days advance notice, or which is scheduled to occur during the 26 day park recovery period.

11. The City has the right to relocate or cancel a large scale event at any time due to an unforeseeable repair or maintenance issue, or urgent need for City use of the site, but not for an alternate event.
12. Multi-day events up to 3 consecutive event days will be defined as one event. Any event over three consecutive event days will require a license agreement and approval by the City Council.
13. Events with license agreements approved by the City Council will be subject to specialized guidelines.
14. All large-scale events will be reviewed by the various city departments including: Pasadena Police Department, Fire Department, Health Department, Public Works Department and others to address safety and staffing issues.
15. A security deposit of \$5,000 will be charged for commercial public events. The Director of Public Works can increase this fee if necessary, based on such criteria as:
  - a. Potential for damage to park and facilities
  - b. Potential for excess damage due to nature of the event
  - c. Potential for damage based on seasonal events

- d. Any other circumstances related to the event which the Director of Public Works deems has the potential to cause damage greater than the \$5,000 security deposit.

## MEMORANDUM

TO: Mayor Bill Bogaard and Members of the City Council

FROM: Anita Fromholz, Chair, Recreation and Parks Commission

DATE: August 11, 2005

RE: Large Scale Events Policy

The Recreation and Parks Commission has worked with staff over several months on a policy for large scale events in Pasadena's parks. The final draft of the Large Scale Events Policy comes to you tonight for your approval. The Commission recommends its approval, with one amendment: that an annual limit be put in place limiting the total number of days for large scale events to 26 per year. (The Commission feels that this limit is necessary to address the issue of large scale events that run for two or three days; if the limit is just in the number of events, the number of days could rise to 36 per year.) The Commission also recommends that the implementation of the new policy be reviewed after the first year, with the Commission to receive feedback on how the policy is working.

Further, the Commission is concerned that, because the RBOC is exempt from the Large Scale Events Policy, events at the Rose Bowl can be in direct conflict with events scheduled for the Brookside area. For example, the Jazz Festival was held this summer at Brookside at the same time that a Filipino event was held at the Rose Bowl. The two simultaneous events caused very bad parking and traffic problems, made it difficult for individuals to use the Brookside facilities, and created a significant disturbance for nearby neighborhoods.