

# Agenda Report

**DATE: DECEMBER 12, 2005**

**TO: CITY COUNCIL**

**FROM: CITY MANAGER**

**SUBJECT: POLICY FOR LARGE EVENTS IN PUBLIC PARKS**

## **RECOMMENDATION:**

It is recommended that the City Council adopt the Policy for Large Events in Public Parks in Exhibit A.

## **PARKS AND RECREATION COMMISSION REVIEW**

At their meeting of December 6, 2005, the Commission recommended City Council adopt staff's recommendation that the Council direct that the Policy return to the Commission for review within six months after implementation, to be considered in the context of the completed Recreation and Parks Master Plan and implementation experience.

## **EXECUTIVE SUMMARY**

The large events policy is intended to outline the policies for when, how and where large events are permitted in city parks. The policy includes: identifying city parks in which large events can be held and setting thresholds; limiting permitted activities to 30% of the time available at a park designated for large events; limiting permitted activities to 40% of the time available at Area H; limiting these events to a total of 26 days citywide per year at designated parks; and avoiding back-to-back bookings of large events through a mandatory three week cooling off period between events. The parks where large events will be permitted are: Brookside, Area H, Central, Hahamongna/Oak Grove, Lower Arroyo, Memorial, Robinson, Victory and Villa.

Staff has been before City Council on this item on two separate occasions. Originally, staff recommended to Council that they adopt policies and guidelines for conducting special events. The second time staff presented at Council, the recommendation was broadened to include criteria for all large events including organized picnics, charity events, sport tournaments, fairs, arts festivals and homeless dinner events.

## **BACKGROUND**

During two recent meetings, City Council directed staff to develop a policy that would establish priority to Pasadena residents wanting to use city parks in a casual manner. At the same time, Council requested more restrictive measures be developed to ensure that large events are limited in their frequency and that they are managed more carefully to control potential impacts on surrounding neighborhoods. A new policy, detailed as Attachment A, has been crafted to further satisfy the wide variety of issues. In general, this policy 1) limits which parks are available for large events, 2) limits the frequency and size of events, 3) dedicates time for casual use, and 4) establishes additional measures to protect park improvements and their surrounding neighborhoods. The highlights of this proposed policy are outlined here.

### Large Events Limited to Nine Parks

Of the 23 city parks within Pasadena, only nine will permit the opportunity for large events. These permits will be limited to Memorial, Victory, Robinson, Central, Brookside, Area H, Villa, Hahamonga, and Lower Arroyo Park.

### Dedicate Time for Casual Park Use

The new policy will limit permitted activities to 30% of the time available at parks designated for large events and allowing permitted activities up to 40% of the time available at Area H (which is a good venue for organized sports and events).

### Limits the Size of Large Events

As recommended, any kind of permitted event can trigger the proposed thresholds. This could include large organized picnics, charity events, sport tournaments, fairs, arts festivals and homeless dinner events.

Each park has a different set of facilities that help establish a capacity to accommodate these events. The size of the park, number of restrooms, availability of parking, and access to public transit options are some of the key attributes that determine capacity. General calculations have been developed using 2.5 people per parking space, sanitation industry standards for restrooms, and park acres appropriate for group assembly. However, specific operational needs conveyed by city departments (Public Works, Transportation, Fire, Police, Human Services) are also considered when calculating these limits on event size. Based on this analysis of each park, the new policy identifies 1) a daily attendance threshold for what is considered a large event, 2) a maximum peak attendance number, and 3) the maximum daily attendance allowed in a specific park (Exhibit A)

### Limits to the Frequency of Large Events

The total number of events will be constrained by a proposed citywide limit for large events in public parks and mandatory three week cooling off periods in any park. The *citywide limit* of 26 days reflects the number of previous large events that meet the new criteria and anticipates some events taking more than one day. The policy will also limit the number of events to no more than five per park. This may be refined as the Open Space Element and the Parks Master Plan are completed in the next 6-

months. The new policy includes a *cooling off* period of three weeks to prevent back to back events. RBOC, Tournament of Roses and other events conducted in parks under license agreements will be counted as part of the 30% limit for permitted time calculation, but are not included into the 26 day citywide annual limit.

#### Measures to protect the parks and surrounding neighborhoods

The proposed policy outlines a wide variety of new conditions to mitigate large event impacts on park facilities and neighborhoods. These include further restrictions on amplified music, increased deposits to help guarantee compliance, new conditions to protect grass and park improvements, and other guidelines reviewed and supported by the Recreation and Parks Commission.

### **RESPONSE TO PREVIOUS QUESTIONS**

**1. How have the key user groups for the Central Arroyo been advised of or involved in the development of this Policy to determine impacts to their operations?** The Tournament of Roses transmitted a letter conveying initial concerns due to the fact that it did not have all of the details of the proposed park policy. Since that time staff has been in contact with the Tournament to confirm there are no conflicts with their operations and activities. The terms and conditions specific to the Tournament's use of City facilities are addressed in detail in the Agreement between the City and the Tournament.

The Executive Director of the Rose Bowl Aquatic Center also reviewed the policy, capacity limits, and for the number of large events and found that none of their swim or dive meets approaches the proposed maximum peak hour attendance at Brookside Park. The Director of the RBAC believes that the policy will not impact RBAC operations.

Kidspace Musuem reviewed the policy and requested that the park policy be revised to reflect that their Conditional Use Permit allows them to use amplified sound in Brookside Park for the purpose of their day-to-day event operations. The park policy was modified to reflect this change.

While many park user groups have provided input to the Policy (in writing, verbally at Commission meetings, etc.) over the past year, on November 17, 2005, staff presented and discussed the Policy at the meeting of the Sports User Organizations. A total of 45 attendees represented the majority of local sports user groups, including PCC, PUSD, AYSO, Little League, Sierra Madre Girls Softball, various local schools (Mayfield, Maranatha, Chandler, Polytechnic, St. Francis High School), Redbirds, Greater Pasadena Soccer, Arroyo Seco Saints, Pasadena Predators, Tigers Soccer Club, Brotherhood Crusade, Predators, Flyers, Play Hard, Pasadena Bab Ruth, Pasadena Baseball Club, and more. While some members expressed concerns about possible reductions in permitted time for organized sports in the future, the attendees agreed that the Policy's limit of a maximum 30% permitted time (and 40% for Area H) was workable and may assist in maintaining good field conditions.

**2. Which large scale events that have occurred annually in the past will meet the criteria of the new policy?** Staff reviewed park permits issued from 2004-2005 and identified 16 large events (special events, private events, and sporting events) which

met the attendance thresholds of the Park Policy. In total, these 16 events equate to 18 days of large events each year.

**LARGE EVENTS AT CITY PARKS (9/04-8/05)**

<b>Event Park Event</b>	<b>Park</b>	<b># of Event Days</b>
Race for the Cure	Area H	1
Partnership Walk (for homeless services)	Area H	1
AYSO Region 13 Tournament	Area H	1
AYSO Freeway Jam Tournament	Area H	1
Kennel Club Dog Show	Brookside	1
Old Pasadena Jazz Fest	Brookside	2
Fall Arts Festival	Central	2
Lunar New Year	Central	1
Dinner in the Park (for the homeless) - Thanksgiving	Central	1
Dinner in the Park (for the homeless) - Christmas	Central	1
Girl Scout Jamboree Day	Hahamongna/ Oak Grove	1
AIDS Posada	Memorial	1
Walk for Diabetes	Memorial	1
Black History Festival	Robinson	1
Villa Parke Youth Soccer Opening Day	Villa Parke	1
Villa Parke Youth Soccer Playoffs	Villa Parke	1

**TOTAL NUMBER OF EVENT DAYS: 18**

**3. Why is Brookside Park's maximum capacity larger than Victory Park's?**

Brookside's Lot I contains 1,126 usable parking spaces after an allocation of 200 spaces to the RBAC and 200 spaces to Kidspace have been reserved. In contrast, Victory Park has 215 parking spaces with no consistent opportunity for adjacent lot rentals that Brookside Park has with the RBOC lots. After the 215 spaces have been taken in the Victory Park lot, event attendees park in front of private homes, removing parking for several hundred feet from private homeowners. In addition, Brookside has 60 public restrooms, while Victory has five public restrooms. As a result, the recommended large event attendee threshold was set differently for these two parks.

**4. How are we addressing noise due to amplified sound from large commercial events in Brookside Park?**

Based on the sound readings from such events as the Jazz Fest of July 16 and 17, 2005, along with a review of amplified sound patterns from Brookside Park into the adjacent residential neighborhood, staff has determined that amplified live music in Brookside Park should no longer be allowed.

**5. How much filming occurs in City parks, how much revenue is generated by filming in parks, and where is the revenue deposited?** Filming in parks generally occurs during business hours when school is in progress and general recreational use is minimal. In the past year, 11 different parks were used for filming for a citywide total of 23 different permits. No single park was used more than four times. Filming rental revenues are deposited into the City's General Fund with this year totaling \$19,600.

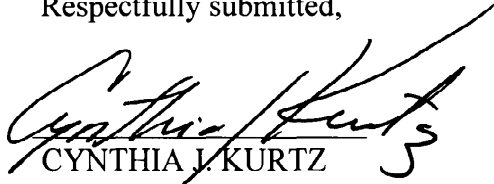
**6. How much parking is available at Brookside on event days when 200 spaces are placed in reserve for the Rose Bowl Aquatics Center (RBAC) and Kidspace?** 1126 spaces are available in Lot I for event parking after 200 spaces have been reserved for RBAC and 200 spaces reserved for Kidspace.

**7. Do Pasadena residents attend special events in parks?** City staff has no data from events that detail how many of the attendees are local, the Recreation Needs Assessment Study conducted in March 2005 queried 450 households and found that 64% of the Pasadena residents surveyed said they had attended a special event in a park.


## **FISCAL IMPACT**

No fiscal impact is anticipated since the guidelines and policy address management and coordination of events.

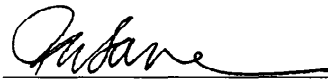
Respectfully submitted,

  
CYNTHIA J. KURTZ  
City Manager

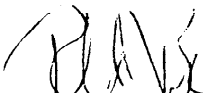
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**Exhibit A**

**POLICY FOR LARGE EVENTS IN PUBLIC PARKS**

It is recommended that the Pasadena City Council adopt the following policies to be used in permitting large events in public parks:

- A. Parks are primarily for the use of the general public not permitted events.
- B. This policy will limit permitted activities to 30% of the time available in all parks with Area H having a limit of 40% of the time available for permitted activities.
- C. The Rose Bowl is the preferred venue for large-scale events that propose to charge fees for admission and/or those conducted by for-profit promoters. Event coordinators proposing such activities to the City will be referred to the Rose Bowl Operating Company.
- D. Large events in public parks will be limited to the parks listed below which have parking, restrooms, space and access that can safely accommodate larger events. A large event can include a special event, a private event or a sporting event with a projected maximum daily attendance equal to or greater than the large event classification daily threshold. 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 equal to or greater than the large event classification daily threshold.

<b>Park</b>	<b>Large Event Classification Daily Threshold*</b>
Area H	3,000
Brookside	2,500
Central	1,000
Hahamongna/ Oak Grove	350
Lower Arroyo	125
Memorial	800
Robinson	1,000
Victory	1,000
Villa	500

\* If the estimated daily attendance for an event that is equal to or exceeds the large event classification threshold, it will be treated as a large event and subject to the rules and guidelines in the park policy.

E. The maximum number of persons allowed at an event in each of these parks is as follows:

<b>Park</b>	<b>Maximum Peak Attendance (at one time)</b>	<b>Maximum Daily Attendance (cumulative over a day)</b>
Area H	3,600	9,500
Brookside	3,500	12,500
Central	1,200	4,600
Hahamongna/ Oak Grove	625	1,000
Lower Arroyo	187	300
Memorial	1,000	2,650
Robinson	1,537	2,500
Victory	1,957	2,500
Villa	745	1,200

An event cannot exceed the maximum peak hour attendance at each park over the course of 1 hour. Events conducted over the course of several hours cannot exceed the maximum cumulative daily attendance thresholds per event day. Events with projected attendance above the maximum peak hour and cumulative daily attendance thresholds will not be permitted in parks.

These attendance levels were developed by evaluating the capacity for each park and taking into consideration the following factors: park size and permissible acreage; number of on-site and perimeter parking space; number of restrooms; operational experience and consultation with the departments of Public Works, Fire, Police, Transportation, Human Services and Planning & Development; remote parking; public transportation; and portable restrooms.

- F. The maximum of five large events will be allowed in any *park* in any calendar year . This number allows for multi-day events (up to three consecutive days). There must be a minimum of three weeks between large events in a park.
- G. The maximum number of large event days allowed in any calendar year *city-wide* is 26.
- H. No amplified live music is allowed in Brookside Park except for Kidspace Museum per their Conditional Use Permit. Amplified sound use in any other park must adhere to all requirements (time and decibel limits) in the City's Noise Ordinance, unless that ordinance is waived by the City Council.
- I. Any large event over three days must be permitted through a license agreement approved by the Pasadena City Council. License agreements would specify all terms and conditions.
- J. Permitted events in parks will pay all direct costs, processing fees, and park/facility rental fees associated with the event. The park/facility processing fee may be reduced to \$0 if there is a City of Pasadena co-sponsorship.
- K. Co-sponsorship of events is permitted only for:

- a. A non-profit that provides direct services or funds to residents and businesses in Pasadena in an amount equal to or greater than the dollar value of the fees waived; or
  - b. A for-profit organization proposing an event that will return profits in an amount equal to or exceed 110% the value of the fees waived, as follows:
    - For events conducted at a City park or related site, the share of profits will go to the Pasadena Recreation & Parks Foundation
    - For events conducted at City libraries, the share of profits will go to the Friends of the Library.
- L. A deposit sufficient to cover the costs to clean the park area being used for any event and the neighborhood adjacent to the park area after the event will be collected from all permitted events and returned if facilities are cleaned to the satisfaction of the City. If the facility is not cleaned, the funds will be used by the City to provide these services.
- M. This policy does not govern any RBOC permitted events, except for item B. RBOC is responsible for administering its own policies in conformance with the operating agreement between the RBOC and the City of Pasadena.





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 8 meetings over the past year, including both Committee and full Commission meetings. The Commission reviewed a series of materials regarding use of City parks for events, including: a one-year calendar of special events in City parks, a report of fees paid to the City for such events, the City policy on Co-Sponsorship (which was revised earlier this year), and related information. Public testimony was heard at the Committee and Commission meetings, and suggested revisions were incorporated into the attached policies and guidelines, where appropriate. Proposed policies and guidelines were discussed at the City Council meeting of August 15, 2005, at which time public testimony was received and a series of questions were posed. Responses to such questions are included as Attachment B to this Agenda Report, and Attachment C includes the actual listing all events scheduled in all parks eligible for large scale events for June 2005.

Following the Council meeting of August 15 and review of additional data, the Policy was revised to address key issues discussed during that meeting, to include delineating the process for coordination between City staff and RBOC staff in scheduling and conducting events in Brookside Park, including Area H. That revised document was then reviewed in draft form at the Recreation and Parks Commission meeting of September 13, 2005.

At their meeting of October 4, 2005 the Recreation and Parks Commission recommended adoption of the attached "Events At City Parks Interim Policy/Guidelines" (see Attachment A). This document was recommended as an interim set of policies and guidelines, rather than as a final document, recognizing the potential impact on such a document of key data emerging in the next 6 months from the Open Space/Green Space Element, the Recreation and Parks Master Plan, and the Cost of Service Study findings regarding park fees. Accordingly, the Commission recommended that these interim policies and guidelines return to them for review and potential modification by June 30, 2006, so that the final document outcome include consideration such information.

The attached Policy and 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)
  - The attached Policy includes a recovery period specific to those Rose Bowl events involving use of Brookside Park and/or Area H, addressing the unique setting and circumstances of activities extending beyond the Rose Bowl stadium and parking areas and the coordination between RBOC and City staff for use of Brookside Park, including Area H.
- Identifying the Rose Bowl as the preferred venue for large-scale events that propose to charge fees for admission and/or those conducted by for-profit promoters
- 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, noise, 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. Other City parks are not considered appropriate venues for large scale events at this time.

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

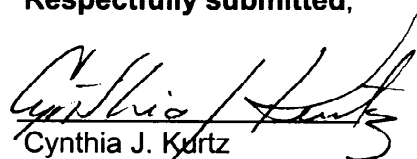
- the park size (in acres)
- the attendance at which an event in that park meets the definition of a "large scale event" and is then subject to the large event rules (the threshold at which an event is defined as "large scale")
- the maximum attendance capacity for an event in that park
- on-site or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

Once adopted, these interim 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. Prior to June 30, 2006, the Recreation and Parks Commission will revisit this matter, including a review of any implementation issues during the interim period as well as new data and findings from current study processes. At that time the Commission will recommend the next steps for the policies and guidelines, which may include modifications or adoption of the interim document for ongoing use.

**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.


**Respectfully submitted,**

  
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**Concurred:**

  
Patricia A. Lane  
Director of Human Services and  
Recreation

**Approved by:**

  
Richard J. Bruckner  
Director of Planning and Permitting

## **Attachment A**

### **INTERIM POLICY/GUIDELINES: EVENTS AT CITY PARKS (Including Special Requirements for Large Scale Events) October 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 (ITEMS 1 - 5) 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 children's 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, with the exception of the Rose Bowl stadium field and Brookside Golf Course, where RBOC may conduct events involving motor vehicles.
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 (ITEMS 6 - 15) 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 are not 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)

7. 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. Rose Bowl Operating Company (RBOC) events and City-approved events involving Brookside Park shall be scheduled and coordinated as follows:
  - a. Up to 12 RBOC displacement events (with attendance of 20,000 or more) per year may be conducted with use of Area H and Brookside Park turf (ball diamonds), for parking or event-related activities, including but not limited to UCLA games, July 4<sup>th</sup> celebration and the Rose Bowl Game.
  - b. Up to 12 RBOC Flea Market events may be conducted annually with use of Area H for parking until 3 p.m.; further, up to 3 of these 12 dates may also include use of Brookside Park ball diamonds for parking.
  - c. Annually from September 8 through January 14, large events in Brookside Park (as defined above, with peak attendance of 2,500 or more) will be limited to RBOC large events (e.g. UCLA games, Rose Bowl game, etc.) and any large events conducted pursuant to a City licensing agreement (e.g. Tournament of Roses activities in Brookside Park).
  - d. City permits for non-RBOC large events in Brookside Park will be limited to the period from January 15 through September 8 each year, scheduled to provide a 26-day recovery between said large events.
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. Large scale events involving fees for admission and/or conducted by for-profit promoters will be referred first to RBOC for potential accommodation at the Rose Bowl, before being eligible for consideration to schedule in a City park.
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 (90 days for RBOC events) 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 (90 days for RBOC events), which is scheduled to occur during the 26 day park recovery period. Substitution of one event for another on a scheduled date may be accommodated within the 90 day period, with the consent of the originally scheduled event's organizer and City approval.

- 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 or RBOC 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 or RBOC deems has the potential to cause damage greater than the \$5,000 security deposit.



**QUESTIONS REGARDING PARK USE FROM AUGUST 15, 2005**

**1. How does the City manage smaller and medium-sized events?**

Staff considers events with the cumulative attendance in mind, whether there is a single large event or a series of smaller events occurring in the same area at the same time. Accordingly, small- and medium-sized events are scheduled and reviewed with the same limits in mind as a large event, including availability of parking and restrooms.

For example, in Brookside Park and Area H, a coordinated advance calendar, coordinating meetings and regular communication among City staff, RBOC, RBAC and Kidspace is now utilized to prevent overscheduling of events and activities in these locations. Coordinated use of the Class software system for scheduling events means that staff looking to make reservations see the range of events planned for a specific day and time across all facilities in a given park (not just one small park area or facility).

Small events (such as a family birthday party in a park picnic area) go through a simplified permit process: an applicant submits a "Reservation Request Form" to the park permit/reservation desk, who then confirms of availability of the location, calculates fees (if any), records a tentative reservation "hold" in the scheduling system, and the permit is issued after timely submission of any required materials (such as payment of fees, proof of non-profit status if a non-profit organization, proof of insurance, etc.).

If an event involves multiple departments, the Special Events staff take the lead and work with the event coordinator or promoter to prepare a checklist spelling out each city requirement and needed permit. The promoter is then directed to obtain and coordinate these needed items and fax to the events staff their approved permits and logistical information.

**2. Would the Farmer's Market be impacted by this new policy?**

No, the Farmer's Market would be able to continue without any interruption to their operations. Attendees come and go during the hours of Farmers Market, and there are generally less than 1,000 persons on site at any one time. Further, Farmers Market has a contract with the City which would meet the requirement to have a form of Licensing Agreement for multi-day events.

**3. Do large scale events attract Pasadena residents?**

Based on anecdotal information, staff believes that Pasadena residents attend these events. However, we have no documentation to confirm the numbers of residents versus non-residents that participate in large scale events in Pasadena parks. In the future, staff could survey attendees upon entry to such events.

**4. How much money did Jazz Fest generate for the City?**

In FY 2005, Jazz Fest paid \$26,913 to the City. After expenses the net revenue was \$7,766.

**5. How does the City manage an event once it is realized that more people will be attending than originally anticipated?**

Filming & Special Events staff conducts an interdepartmental coordinating meeting to address any new developments that could impact City operations immediately upon learning of such potential changes. This provides staff and the event promoter an opportunity to reconsider the operations of the event, to review new event diagrams based on increased attendance, discuss traffic and parking circulation issues,

Attachment B

impact to the park and surrounding neighborhoods, police staffing requirements, needs for additional attendants, etc.

If at the time of the actual event attendance appears to exceed what anyone could foresee, the Pasadena Police Department becomes the lead agency in the field in managing traffic circulation and public safety with the authority to redirect traffic, parking and declare changes to the event parameters.

**6. What does an actual booking calendar look like for City parks?**

Attached is the actual calendar from June 2005, listing all permits issued for Brookside, Area H, Central, Memorial, Robinson, Hahamongna/ Oak Grove, Victory and Villa parks for that month (from small birthday parties and family picnics to large special events and sports activities). June was selected because it is a busy month, with many year-end company and school parties as well as active sports leagues.

**7. How much was raised by these large scale events?**

**CITY REVENUES & EXPENSES**  
**NINE LARGE SCALE EVENTS CONDUCTED AT CITY PARKS**  
**FOR FISCAL YEAR 2004-2005**

<b>Event</b>	<b>Park</b>	<b>Total City Fees Collected</b>	<b>Total City Expenses (includes all staff time and day-of-event attendants)</b>
AIDS Posada *	Memorial	\$864.32	\$5,195.55
Walk for Diabetes *	Memorial	\$685.20	\$5,522.00
Race for the Cure *	Area H/Brookside	\$6,436.52	\$9,767.36
Partnership Walk (for homeless services)	Area H	\$12,268.29	\$7,383.00
Kennel Club Dog Show*	Brookside	\$2,680.34	\$4,747.04
Old Pasadena Jazz Fest* (Partner = Kiwanis)	Brookside	\$26,913.27	\$19,147.17
Fall Arts Festival *	Central	\$2,584.26	\$8,677.00
Lunar New Year *	Central	\$20,148.64	\$19,743.18
Dinner in the Park (for the homeless) *	Central	\$384.00	\$4,902.00

\* These events were Co-Sponsored by the City

When the City co-sponsors an event, we do not necessarily cover all costs.

**8. What is the City's criteria for permitting a large scale event?**

Since the City has authority over events occurring on City land and in the public right-of-way, an event promoter applying to conduct a large scale activity must meet with the special event coordinator to initiate a special events application with the City and review all City requirements for health, safety, neighborhood impact, amplified sound, and a variety of other issues. The event promoter must demonstrate the ability and commitment to fulfill these requirements. If it appears the promoter does not have the

## Attachment B

expertise, experience or financial ability to support the event, staff has declined to issue permits.

If approved, special events staff convenes an interdepartmental coordinating meeting with Police, Fire, Public Works, Parks, Transportation, Health, Human Services, Business Licensing and/or any other City department or division appropriate to the proposed event. At that time, the event promoter is advised of additional City conditions and direction on how their event will be conducted, and all issues regarding the event are discussed. The event promoter is also notified of the required safety and park personnel to properly manage their event. Copies of all permits and documentation must be submitted by the promoter to the special events coordinator for confirmation that they've met all City ordinances and regulations prior to an overall event permit being issued by the special events coordinator.

Consistent with the "Interim Policy/Guidelines", additional considerations include assuring at least a 26-day recovery period between large-scale events in a park location, no more than a 26 days per year of large events in a park location, and related considerations.

### **9. How do we handle clean up after these large events?**

A deposit is collected by Public Works in an amount of \$500 to \$5,000 based on the size of the event. The special events terms and conditions require that the event area be restored to its original condition, and that can be done by the event promoter directly or can be contracted to Public Works (for a set fee). If the facility is not restored to its original condition according to the event terms and conditions, the City then completes that work and the event promoter forfeits the amount of the deposit required to pay for the clean up. In 2004, Public Works reports only one instance where an event organizer failed to leave a park area in clean condition, and in that case the deposit was sufficient to cover the City's cost for clean up.

### **10. How many organized sports leagues using City fields are Pasadena leagues? Do non-Pasadena leagues pay a different rate?**

Pasadena leagues are presently defined as follows: children/youth leagues (participants up to age 18) must have at least 51% members who are residents of the Pasadena Unified School District, and adult leagues (ages 18 and over) must have at least 51% members who live or work in Pasadena. Using this definition for sports user groups based on 2004 team rosters, approximately 90% of youth leagues using City fields are Pasadena leagues, and approximately 80% of adult leagues using City fields are Pasadena leagues. Over the past several years, fewer out-of-area groups have been accommodated due to the priority for local user groups and the policy to keep turf in safe, satisfactory condition by limiting the number of hard impact sports use each week.

The City's General Fee Schedule lists the field use fields, and these fees are currently under review as part of the City's Cost of Service Study. Presently, youth organizations do not pay fees for using City fields and facilities to conduct games and practices, with leagues provided enough field time to provide each team with one game and one practice period per week. Youth organizations with practices after dark pay \$5 per hour for use of field lights. Youth tournaments charging an entry fee pay the city an average of 10% of that entry fee for field maintenance and use. Adult leagues pay fees for facility use, with a four-tiered fee schedule offering the lowest rate to "local non-profit" groups and the highest to the commercial user.

**11. How are we addressing noise due to amplified sound from large commercial events in Brookside Park?**

Based on the sound readings from such events as the Jazz Fest of July 16 and 17, 2005, along with a review of amplified sound patterns from Brookside Park into the adjacent residential neighborhood, staff has determined that such special events with heavy amplification of sound over an extended number of hours will no longer be permitted in that location. An event with amplified sound may be acceptable for a limited period of time (e.g. up to 3 or 4 hours as part of a one-day event), but such sound for up to 9 hours per day over two consecutive days appears to be excessive. The City does not own amplification equipment for use at this venue, so staff is unable to directly control the maximum sound level; therefore, only limited approval of such extended sound amplification activities is recommended for Brookside Park.

**12. Is the threshold for large events in Lower Arroyo (from 150 to 300 maximum) too low?**

The recommended limit addresses the number of attendees that would be in the Lower Arroyo at an event at one time, and is based on such factors as the limited parking and restroom facilities, as well as the sensitive physical environment. There may be many more people walking through the Lower Arroyo during the course of a day or an event, but the Large Event threshold addresses the number gathered at one time.

**13. Will the recommended Large Scale Event Policy for Robinson Park (limiting large events to 2,000) reduce the current attendance at the Black History Parade activities?**

The Festival held in Robinson Park at the conclusion of the Black History Parade generally does not exceed 1,200 to 1,500 persons in the Park at one time, so there is room for growth in Festival attendance. Since the Parade route ends at Robinson Park, for some 15 to 30 minutes at the conclusion of the Parade there are several thousand people gathered in the adjacent *street* area, which at that time is blocked off from vehicle use. However, the actual number of Festival attendees in Robinson Park does not exceed an estimated 1,200 persons at any one time.

**14. What is the City Co-Sponsorship Policy?**

The City Co-Sponsorship Policy establishes the criteria and guidelines applicable to events that may be eligible for the City to serve as a co-sponsor because the event offers significant public benefit to the Pasadena community. To request the City to co-sponsor an event, an applicant submits the "Request for Event Co-Sponsorship" form. Eligibility criteria include:

- the event is sponsored by a non-profit organization that provides direct services of funds to Pasadena residents and businesses in an amount equal to or greater than the dollar value of the fees waived; a for-profit organization may be eligible if the events will return profits in an amount equal to or greater than the value of the fees waived, with those funds donated to Pasadena Recreation and Parks Foundation (for events in parks or related City sites), or to the Friends of the Library (for events in library facilities).
- the event sponsor demonstrates the experience and expertise to undertake the planning and execution of the proposed event.
- the event is consistent with city policy and goals.

Attachment B

Fees waivable throughout co-sponsorship are limited to administrative fees (not out-of-pocket costs), including facility rental fees or permit processing fees. Within 90 days of a co-sponsored event, documentation is required to demonstrate that the required amount of event revenue was transmitted to the beneficiary.

The following chart provides community benefit and co-sponsorship information on the 9 large scale events conducted at City parks for 2004-2005.

**COMMUNITY BENEFIT AND SPONSORSHIP**  
**NINE LARGE SCALE EVENTS CONDUCTED AT CITY PARKS**  
**FOR FISCAL YEAR 2004-2005**

<b>Event</b>	<b>Park</b>	<b>Charity Dollars Raised</b>	<b>Amount of charity dollars to serve Pasadena?</b>	<b>City co-sponsored?</b>
AIDS Posada	Memorial	\$72,000	\$72,000	yes
Walk for Diabetes	Memorial	\$83,341	Approximately 700 Pasadena residents received free health screenings at the event	yes
Race for the Cure	Area H/Brookside	\$604,000	\$45,000	yes
Partnership Walk (for homeless services)	Area H	\$500,000	Donated food to Union Station	no
Kennel Club Dog Show	Brookside	\$8,000	\$8,000	yes
Old Pasadena Jazz Fest	Brookside	\$7,198	\$7,198	yes
Fall Arts Festival*	Central	\$1,500	\$1,500	yes
Lunar New Year	Central	\$3,000	\$3,000	yes
Dinner in the Park (for the homeless)	Central	\$0	5,000 meals served to homeless in Pasadena	yes

\*On November 1, 2004 the City Council approved a co-sponsorship for the Fall Arts Festival which did not meet the City Co-sponsorship policy criteria.

SAMPLE MONTH (JUNE 2005) - ALL EVENTS IN BROOKSIDE PARK

Jackie Robinson Diamond #1	Diamond 2	Diamond 3	Picnic A	Picnic B	Picnic BX	Picnic C	Picnic D	Picnic E	Picnic F	Picnic G	Tennis 1	Tennis 2	Tennis 3	Tennis 4	Tennis 5	Dog Area	Family Morrison Area	Horseshoe Pits	Lawn Area	Multi Area	Field Park	Small Grass Area	Trails	Walk Path
Wednesday, June 01, 2005																								

**ANITA B. FROMHOLZ**  
**1435 Afton Street**  
**Pasadena, California 91103** 2005 OCT 17 PM 1:54

October 17, 2005

The Honorable Bill Bogaard and  
Members of the Pasadena City Council  
Pasadena City Hall  
117 East Colorado Boulevard  
Pasadena, CA 91109

Re: Large Scale Events Policy

Dear Mayor Bogaard and City Council Members:

The Recreation and Park Commission recommends that you approve the Large Scale Events Policy that comes to you tonight. The Commission members recognize that it does not address all of your concerns but recommend that you approve the policy on an interim basis while an improved policy is crafted. This current version of the policy solves some of the problems you identified in the previous draft, and the staff has long needed a policy in place in order to make scheduling decisions that do not seem arbitrary.

The Recreation and Park Commission recommends that an expiration date of no later than June 30, 2006, be attached to the policy, as we expect that an improved policy will be ready for your approval before that time. Between now and June 30, 2006, the Council will have the opportunity to review an updated Green Space and Recreation Element, as well as a Parks Master Plan for all Pasadena parks. During the same time, the Commission will review park policies and work on guiding principles for Pasadena parks. Underlying the Commission's work will be the clear need to answer the question: What are parks for? Before June, 2006, a set of guiding principles and recommendations on park policies should be ready for Council discussion.

Commission members and staff are aware of Council members' concerns regarding park policy, and in particular the Large Scale Events Policy. The Commission will use the points raised by Council members as one way of approaching the questions of park policies and guiding principles. Attached to this letter is a partial list of the points raised by the Council, compiled by two Commissioners. The question of what parks are for, and associated questions, will be the primary agenda item at our November 1<sup>st</sup> Commission meeting. We welcome further comments and questions from you before that time.

Recreation and Park Commission members appreciate the confidence in the Commission that Council members affirmed at our joint meeting. We all understand how important parks are to Pasadena.

Sincerely



Anita B. Fromholz  
Chair, Recreation and Parks Commission

10/17/2005  
Item 7.A.1.

## LARGE SCALE EVENTS POLICY and PARKS POLICIES POINTS AND QUESTIONS TO CONSIDER

### **Large Scale Events Policy:**

- What is the definition of special events?
- Should we have events in parks?
- What about neighborhood events?
- What is the impact of events on casual users and organized sports groups?
  - How much displacement happens?
- How did events originate? How reflective are they of Pasadena?
- What is the history of the last two years?
- A cost/income analysis:
  - How many commercial events are there? What profit is generated? How much of it goes back to the parks? To the specific park in which the event was held?
  - The same questions apply to filming in parks
  - We should differentiate between locally developed events that are free, of long-standing tradition, and/or reflect our demographics on the one hand, and large events originating from outside, with admission fees, on the other.
  - We should think strategically, so we don't preclude activities we want.

### **Parks Policies:**

- What are parks for? Do we emphasize those uses?
- What are the historic core values of parks?
- How do we use our existing inventory?
  - If parks are first and foremost recreational venues for Pasadena residents, do we emphasize recreation and residents?
  - How does the community want our parks to be used?
  - Balance uses of different parks.
  - There is need to collaborate with the RBOC in regards to the Central Arroyo, specifically Brookside and Area H, as the RBOC tries to improve the financial status of the Rose Bowl.
  - How should we handle that we are a regional draw, for events and sports?
  - Look at options for funding of parks.
  - Look at ways we charge for park usage, and find ways to decrease impact of charges on Pasadena residents.
  - Look at coordinating and joint usage of school facilities.

*The above points were taken from discussions at the September 26 joint meeting of the City Council and the Recreation and Parks Commission, and at the August 15 City Council meeting.*



### Exhibit C

#### Method of Calculating Peak Hour and Maximum Daily Attendance Numbers

Park	Acres (Usable acres for event Assembly)	X (500) for max daily	New peak hour based on Parking Space and Average Event Ridership	Modified Range for Peak Hour and Maximum Daily Attendance	Threshold for defining a Large Event
<b>Parking as key factor</b>					
Hahamongna/ Oak Grove	3 (out of 30)	1,500	250 *2.5 <b>625</b>	<b>625</b> peak 1000 daily	350
Lower Arroyo	2 (out of 150)	1000	755*2.5 <b>187</b>	<b>187</b> peak 300 daily	125
Robinson	7	3,500	615*2.5 <b>1537</b>	<b>1537</b> peak 2500 daily	1000
Victory	24.6	12,300	783*2.5 <b>1957</b>	<b>1957</b> peak 2500 daily	1000
Villa	11.92	5,960	298*2.5 <b>745</b>	<b>745</b> peak 1200 daily	500
<b>People per acre as key factor to determine Daily Attendance</b> (these parks have several parking resources)					
Area H	19	<b>9,500</b>	4800+	3,600 peak <b>9,500</b> daily	3000
Brookside	25 (out of 62)	<b>12,500</b>	4800+	3,600 peak <b>12,500</b> daily	2500
Central	9.2	<b>4,600</b>	1632*2.5 4,080-	2,000 peak <b>4,600</b> daily	1000
Memorial	5.3	<b>2650</b>	799*2.5 1997-	1000 peak <b>2650</b> daily	800