



# Agenda Report

February 1, 2010

**TO:** Honorable Mayor and City Council  
**FROM:** Department of Public Works  
**SUBJECT: ADOPTION OF THE INITIAL STUDY AND APPROVAL OF THE  
HAHAMONGNA WATERSHED PARK MASTER PLAN ADDENDUM  
FOR THE HAHAMONGNA ANNEX**

## **RECOMMENDATION:**

It is recommended that the City Council:

1. Find that no additional significant environmental effects will result from adoption of the Hahamongna Watershed Park (HWP) Master Plan Addendum that were not already analyzed in the Arroyo Seco Master EIR (Master EIR), no new additional mitigation measures or alternatives are required; the Addendum is within the scope of the Master EIR, all feasible and appropriate mitigation measures and alternatives set forth in the Master EIR have been applied; no substantial changes have occurred with respect to the circumstances under which the Master EIR was certified and there is no new available information which was not known and could not have been known at the time the Master EIR was certified; and adopt the Initial Study as modified (Exhibit A) pursuant to State CEQA Guidelines, Article 11.5 (Master EIRs) for the HWP Master Plan Addendum for the Hahamongna Annex ; and
2. Adopt an Amendment to the HWP Master Plan thereby approving the HWP Master Plan Addendum as modified (Exhibit B).

## **CITY COUNCIL CONCEPTUAL APPROVAL:**

At their meeting of April 30, 2007, the City Council:

1. Approved the amendments to the Goals and Objectives of the HWP Master Plan to reflect the community's vision for the 30-acre Hahamongna Annex Property (See Exhibit C, Approved Vision Statement);
2. Conceptually approved the recommended Proposed Uses and the Concept Plan for the Hahamongna Annex, as shown on Exhibits D and E (Attached);
3. Conceptually approved the following amendments to the September 29, 2003, adopted HWP Master Plan:

- a. Elimination of the project entitled "Equestrian Staging Area" and instead keep this location a group picnic area with an improved park road for safe access for two-way traffic;
  - b. Include the addition of the Hahamongna Annex area and its proposed uses;
  - c. Revise the Bicycle Route plan to include routing through the Hahamongna Annex.
4. Directed staff to prepare the necessary plans for final adoption including preparation of the required environmental documents for CEQA compliance and certification;
  5. Requested increased public access to the Annex through improved public transit to the area and asked that information and estimated costs for increased and improved transit access be included in the report that comes back to City Council (e.g., transit shelter);
  6. Requested that the environmental document include a study of the parking options in the Annex;
  7. Requested that a study of the proposed park road be included in the environment document; and
  8. Requested that the recommendations of the three advisory bodies (Hahamongna Watershed Park Advisory Committee (HWPAC), Design Commission and Planning Commission), as stated in the 4/30/07 staff report, be included in the report that returns to Council for future action so their recommendations can be considered. (See Exhibit F, Advisory Commission Recommendations for Council Meeting of 4/30/07).

### **ADVISORY COMMISSION RECOMMENDATIONS:**

#### **HAHAMONGNA WATERSHED PARK ADVISORY COMMITTEE (HWPAC) RECOMMENDATION**

On September 29, 2009, the HWPAC recommended their support to the City Council for the adoption of the Hahamongna Watershed Park Master Plan Addendum for the Hahamongna Annex.

Other recommendations from the HWPAC:

1. After adoption of the Master Plan, the HWPAC shall reach out to knowledgeable entities on the management of similar facilities to strengthen the vision and mission for the environmental education center;
2. After adoption of the Master Plan, the HWPAC shall develop recommendations for a process to identify the appropriate structure for management and operation of the environmental education center;
3. Study the area of the Annex currently zoned PD-16 for a possible rezoning as Open Space, consistent with the rest of the area and consistent with the Planning Commission recommendation;
4. Bring the Master CUP proposal before the HWPAC for review and comment prior to the Master CUP hearing for review and comment;
5. Add HWP (including the Annex) to the Arroyo Seco Public Lands Ordinance (as per the Planning Commission recommendation);

6. Make every effort to minimize tree removal in the Annex area (including non-natives due to the loss of habitat in the Station Fire);
7. Support the City proceeding with a 10 feet wide bikeway along the northern perimeter of the HWP Annex with a design that includes environmentally friendly paving, minimum grading, arroyo stone walls (where walls are needed) and landscape screening where possible;
8. Support for the incorporation of the internal Annex equestrian/pedestrian trail (Solution #1) as recommended by the Design Commission (See Exhibit G);
9. Support for the incorporation of the internal Annex equestrian/pedestrian trail (Solution #2) as recommended by the Design Commission (See Exhibit H); and
10. Support the remainder of the staff recommendations in the 9/29/09 Staff Report, such that they do not conflict with the aforementioned recommendations.

### **PLANNING COMMISSION RECOMMENDATION**

On September 9, 2009, the Planning Commission recommended their support to the City Council for the adoption of the draft Master Plan Addendum and the Initial Study.

Other recommendations from the Planning Commission:

1. Modify the Recreational Trail Greenway to reflect a bikeway, not more than 10 feet in width, and delete the proposed pedestrian/equestrian trail;
2. Consider updating the Arroyo Seco Public Lands ordinance to include the Hahamongna Annex;
3. Provide further project-level environmental review of the "projects of concern" as set forth in the attached letter dated August 3, 2009 (See Exhibit I) if and when those projects become reasonably foreseeable construction projects; and
4. Further address the PD-16 issue, including the consideration of a zone change to the subject PD-16 parcel within the Annex.

### **DESIGN COMMISSION RECOMMENDATION**

On September 14, 2009, the Design Commission recommended their support to the City Council for the adoption of the draft Master Plan Addendum.

Other recommendations from the Design Commission:

1. Include a combination of trail solutions one and two, as suggested by the Friends of Hahamongna (FOH) (See Exhibits G and H);
2. Consider incorporating a landscape barrier along the bikeway to improve the aesthetics along the northern edge of the bikeway; and
3. Support for consideration of the use of "granular stone" on the bikeway surface, at the project level, and as described by Friends of Hahamongna in the "Trails for the 21<sup>st</sup> Century".

### **TRANSPORTATION ADVISORY COMMISSION** (Response to staff Information Item)

On September 3, 2009, the Transportation Advisory Commission recommended their support to the City Council for the adoption on the draft Master Plan Addendum and the Initial Study.

Other recommendations from the Transportation Advisory Commission:

1. Design the bikeway/trail in a manner that does not lend itself to becoming a road.

**EXECUTIVE SUMMARY:**

The purpose of the HWP Master Plan Addendum for the Hahamongna Annex is to add the 30 acre Annex site to the already adopted 300 acre Hahamongna Watershed Park Master Plan area. With that in mind, the adopted HWP Master Plan must be amended to incorporate the community's vision for this additional park area. This master plan amendment addresses the 30 acre Annex site that was not covered by the plan adopted in September 2003 and also makes recommendations for its future use.

Until four years ago, the Hahamongna Annex property contained three tenants: The Oak Grove Ranger Station of the U.S. Forest Service (seven acres), Los Angeles County Fire Camp 2 (six acres) and Rose Bowl Riders (12 acres). In 2003 the U.S. Forest Service began the process of vacating their facilities after 50 years in the Arroyo Seco. Just prior to the City's purchase of the annex property, the U.S. Forest Service terminated their lease and began to vacate the site. Additional information about the current tenants can be found in the master plan addendum.

After acquisition of the site by the City of Pasadena from the Metropolitan Water District (MWD) in 2006, the Department of Public Works, Parks and Natural Resources Division, began a planning process for the Hahamongna Annex in January 2006 with the assistance of the National Park Service, Rivers, Trails and Conservation Assistance (RTCA) Program. The vision for the use of the Annex site evolved through an extensive community process and numerous public meetings.

The recommended land uses for the Annex can be summarized into four major use areas, as shown on Exhibit J, attached:

- A. The Environmental Education Center;
- B. The Equestrian Center;
- C. Los Angeles County Fire Camp 2; and
- D. Natural Open Space.

Numerous recommendations are made for each of these use areas and further outlined in the background section, below as well as in the Draft Master Plan Addendum.

Once the master plan addendum is adopted by the City Council, the city will apply for a 'multi-tenant' Conditional Use Permit (CUP) for the Equestrian Center for the lease areas to facilitate the implementation of planned improvements. A CUP, in this instance, would not be the same as a Master Plan, as they are defined in Section 17.61.050.I of the Zoning Code, but rather would entail a 'bundling' of individual applications for tenant specific Conditional Use Permits for the purpose of a combined review. The City, as the property owner, is able to submit such an application on behalf of prospective or future tenants.

The distinction is that the master plan addendum, which is before the City Council under this action, will establish allowable land uses for specific areas. A 'multi-tenant' CUP, which requires more specificity, would additionally establish the amount of allowable development (i.e. maximum square footage), development standards, site plan layout, tree removals, parking and operational restrictions (e.g. hours of operation, noise & lighting restrictions), construction phase restrictions, etc.

The advantage of such 'bundling' is that it permits the preparation of a single environmental assessment of all potential impacts that might arise from all tenant development and operations, as well as consideration of overlaps and cumulative impacts from individual tenants. Additionally, these issues could be considered at a single (or at least fewer) public hearing, providing greater convenience to the public. The disadvantage is that it requires that the City, as the applicant, either hold discussions with potential tenants regarding their operational needs or make assumptions on their behalf. After approval of a 'multi-tenant' CUP, tenants would be required to operate within the parameters of the approved CUP or could submit an application for a change. Such applications for a change would be subject to additional review and public hearings. A CUP is considered a separate project pursuant to CEQA, as described in the following Environmental Analysis section of this report.

### **BACKGROUND:**

Since Council's conceptual approval of the Proposed Uses for the HWP Master Plan Addendum for the Hahamongna Annex on April 30, 2007, the work to date has evolved through an extensive community process that has included:

- Consultation with an equestrian facility designer;
- Various meetings with tenants to consider various land use options;
- Completion of a traffic and parking analysis for the Annex;
- Completion of Capacity Analysis to better determine the optimum carrying capacity of specific use areas within the Annex property under consultation with a planning and architectural team;
- Multiple meetings with Friends of Hahamongna;
- Completion of a detailed bikeway analysis that included the coordination of a site visit between four Council advisory bodies (Planning Commission, Design Commission, Transportation Advisory Commission and the Hahamongna Watershed Park Advisory Committee);
- Presentations and the preparation of detailed staff reports to each of the advisory bodies mentioned above (in some instances two or more presentations/staff reports were prepared by staff), each in an effort to respond to the public and commission input from previous meetings;
- Release of three versions of the Preliminary Addendum for the Annex and its companion Initial Study (Initial document and two subsequent redline documents);

- Detailed written responses were prepared and sometimes further staff analysis conducted in response to communication received from groups such as Friends of Hahamongna and Spirit of the Sage Council;
- Staffing of the regular and special meetings of the HWPAC, where frequent updates on the progress of the project work was presented and where at least four large community meetings were hosted by the HWPAC and significant work was presented; and
- Communication with the Spirit of the Sage Council including a request to meet and confer, which was never acted upon by the Spirit of the Sage Council.

A proposal for the future of this new public land is now recommended based on the information and feedback received through the public planning process described above. The plan proposed for adoption is primarily a combination of equestrian-themed uses, an environmental education center and the restoration of critical habitat within the area, all of which will fill a need. These are further described as follows and illustrated on Exhibit K:

- A. The Environmental Education Center will be developed within the buildings previously occupied by the U.S. Forest Service. These buildings have been found to be structurally sound and their adaptive reuse supports the City's Green Action Plan. The Center's proximity in the Arroyo Seco will make it an ideal location for exhibit and study of the ecology, biology, geology and general watershed issues of this area.
- B. The Equestrian Center will provide a horse boarding area, a public equestrian riding and staging area that will be operated by the City via an agreement with an operator, a youth camp operation and a therapeutic recreation area.
- C. Los Angeles County Fire Camp 2 will maintain its existing operation within its current area.
- D. Natural Open Space will primarily include the restoration of critical habitat within the site.

Recreational uses include various trail recommendations as well as a new 800 feet long bikeway segment that will connect to the proposed bikeway around the perimeter of Hahamongna Watershed Park in the adopted HWP Master Plan.

#### Analysis of Park Road Extension

The proposed use of parcel C2 on Exhibit D has garnered the most public interest on this project. In keeping with Council's request on April 30, 2007 to prepare an environmental review regarding the proposed use for parcel C2 (Refer to Exhibits D and E again) to extend the park access road through this parcel and along the northern edge of the Annex, staff prepared the first iteration of the project's CEQA document on April 29, 2009. Pursuant to this, there were two subsequent revisions of the Preliminary Draft Initial Study prepared in response to comments received and made available to both the public and the reviewing commissions. The Final Draft Initial Study was prepared and distributed for public review and comment on November 23, 2009.

It is important to note that, as a direct result of the thorough public review and involvement process, including many in-depth conversations with FOH and their legal counsel, the Initial Study evolved to include a "project-level" review of the recreational bikeway, but remains a "program-level" review document for all other aspects of the Master Plan Addendum. The recreational bikeway replaces the initial concept of a road to the JPL parking lot. The road and use of parking lot are no longer a part of the plan.

### **COUNCIL POLICY CONSIDERATION**

The following Council policies would be advanced under the proposed action:

- City Council Three Year Goals
  - Improve, Maintain and Enhance Public Facilities and Infrastructure
  - Support and Promote the Quality of Life and Economic Development
- The Hahamongna Watershed Park Master Plan of the Arroyo Seco Master Plans adopted by the City Council on September 29, 2003
  - The *Guiding Principles for the Arroyo Seco* were developed to serve as the umbrella under which fall the specific goals and objectives for each of the Arroyo Seco Master Plans. These Guiding Principles are included in the City Council adopted Arroyo Seco Master Plans to serve as a bridge between the Arroyo Seco Master Plans and the City's General Plan Update.
- Green Space, *Recreation and Parks Element of the General Plan* and the *Recreation and Parks Master Plan*

Since the adoption of the HWP Master Plan in 2003, the following related City General Plan updates have occurred: 1) The Green Space, Recreation and Parks Element of the Pasadena General Plan, and 2) the Green Space, Recreation and Parks Master Plan, both adopted by the City Council on November 5, 2007. The Hahamongna Addendum and the recommendations contained therein are in direct response to the needs and recommendations called for in all five of the key issue areas of the Green Space, Recreation and Parks Element and the Green Space, Recreation and Parks Master Plan:

1. Natural Open Space;
  2. Developed Parkland;
  3. Recreation Facility Use and Distribution;
  4. Recreation Program Types and Distribution; and
  5. Organizational Structure and Ongoing Community Participation.
- Green City Action Plan environmental stewardship policies adopted by the City Council in September 2006

- Action 10 – Accessible Park/Open Space
- Action 12 – Protection of Habitat Corridor
- Action 20 – Protection of City's Water Sources
- Action 21 – Reduce Untreated Wastewater Discharge

### **ENVIRONMENTAL ANALYSIS:**

The Initial Study analyzes the potential environmental impacts of the proposed Hahamongna Watershed Park Master Plan Addendum for the Hahamongna Annex. The Initial Study has been prepared to meet all of the substantive and procedural requirements of the California Environmental Quality Act, the State CEQA Guidelines and the City of Pasadena's Environmental Guidelines.

CEQA allows for limited environmental review of subsequent projects following a Master EIR. A Master EIR for the entire Arroyo Seco Master Plan was certified by the City in 2003. Accordingly, the Initial Study evaluates the potential environmental impacts of the proposed HMP Addendum and compares those impacts to the impacts evaluated in the Arroyo Seco Master EIR. The Initial Study utilizes the framework of CEQA Guidelines § 15162 to determine whether a subsequent or supplemental environmental document is required, by analyzing the following:

1. Determine whether the proposed HMP Addendum activities may cause any additional significant effects which were not analyzed in the Arroyo Seco Master EIR;
2. Determine whether the "Limitations on the Use of a Master EIR" have been exceeded; and
3. Identify the mitigation measures from the Master EIR that are applicable to the HMP Addendum.

The Initial Study analyzed the uses and projects proposed in the HMP Addendum, as well as additional facts and concerns raised by the public, and concludes:

1. The proposed HMP Addendum would NOT result in any additional significant effects or the need for new additional mitigation measures or alternatives that are not already discussed in the Arroyo Seco Master EIR. Therefore, the proposed HMP Addendum will not cause any additional significant effects which were not analyzed in the Arroyo Seco Master EIR pursuant to Public Resources Code (PRC) § 21157.1 and State CEQA Guidelines § 15177.
2. All feasible and appropriate mitigation measures and alternatives set forth in the Arroyo Seco Master EIR have been applied verbatim as adopted by Council on April 14, 2003, to the project or otherwise made conditions of approval of the project.
3. No substantial changes have occurred with respect to the circumstances under which the Arroyo Seco Master EIR was certified and there is no new available information which was not known and could not have been known at the time the



Arroyo Seco Master EIR was certified.

Accordingly, pursuant to Public Resources Code Sections 21157.1, 21157.6 and State CEQA Guidelines Section 15179, no further environmental analysis is required.

The current Initial Study is a program-level CEQA document that evaluates potential environmental impacts at the master plan level. CEQA requires that prior to implementing any specific improvement identified in the Master Plan Addendum, the City conduct project-level CEQA analysis.

Once a master plan is adopted, the City can begin to consider implementing specific improvements identified in the master plan. Implementing improvements is dependent on multiple factors (i.e. inclusion in the City's Capital Improvement Program, available funding etc.) At the time a project is considered for implementation, the City will undertake detailed design, prepare the appropriate plans and specifications, and conduct the necessary project-level CEQA review, which will include but may not be limited to an evaluation of the Initial Study now before Council.

**FISCAL IMPACT:**

Approval of the plan addendum does not have a direct financial impact, but the implementation of plan objectives will and those impacts will be determined when such improvements are proposed.

Upon adoption of addendum and the completion of the "next steps" (including the approval of the individual tenant leases and approval of a coordinated CUP for the leased areas), staff will begin the next phase of work, which will include the preparation of detailed cost estimates.

Approval of the addendum will also afford the opportunity for staff to begin seeking grant funds for the implementation of the various plan components.

Respectfully submitted,



MARTIN PASTUCHA  
Director  
Department of Public Works

Prepared by:



Rosa Laveaga  
Arroyo Seco Project Supervisor

Approved by:



MICHAEL J. BECK  
City Manager

List of Exhibits

- Exhibit A Initial Study
- Exhibit B HWP Master Plan Addendum for the Hahamongna Annex
- Exhibit C Vision Statement
- Exhibit D Proposed Uses for the Hahamongna Annex (Conceptually approved by Council, 4-30-07)
- Exhibit E Concept Plan for the Hahamongna Annex (Conceptually approved by Council, 4-30-07)
- Exhibit F Advisory Commission Recommendations for Council Meeting of 4-30-07
- Exhibit G Solution #1 by FOH
- Exhibit H Solution #2 by FOH
- Exhibit I August 3, 2009 Letter
- Exhibit J Annex Master Plan Use Areas
- Exhibit K Annex Master Plan Area