

# Agenda Report

September 26, 2016

**TO:** Honorable Mayor and City Council

**FROM:** Planning & Community Development Department

**SUBJECT: PREDEVELOPMENT PLAN REVIEW (PPR2015-00019)  
ROSE BOWL AQUATIC CENTER (RBAC) MASTER PLAN  
360 NORTH ARROYO BOULEVARD**

**RECOMMENDATION:**

This report is for information only; no City Council action is required.

**EXECUTIVE SUMMARY:**

This report provides information to the City Council on a Predevelopment Plan Review (PPR) submitted for the Rose Bowl Aquatic Center (RBAC) for a 25-year Master Plan. Beginning in 1987, the City and RBAC entered into a series of agreements that addressed the construction, operation, licensing, and financing of the Aquatic Center. The current City-RBAC Operating and License Agreement No. 19,521 (Agreement) was approved by City Council in 2008 and expires on December 31, 2022. Unlike a typical master plan where an institutional property owner is planning the use of its own land and facility, the applicant is a non-profit organization operating a City-owned facility through the Agreement on City-owned land. As such, a variety of issues would have to be addressed prior to the project moving forward; for example, RBAC will need to demonstrate financing, construction and operational plans, and compliance with the City's bidding policies. As well, the Agreement will need to be renegotiated. City Staff has no recommendation on the feasibility of the RBAC's independent proposal and has not commenced evaluation of the proposal nor negotiation of terms and conditions of any new or revised agreements in advance of this PPR.

As submitted in the PPR, the multi-phased Master Plan would include the renovation of the two existing Olympic-size pools, demolition of the therapy pool, demolition of two existing accessory structures (gym and storage), and construction of three new pools, a Wellness Center, a Community/Fitness Building, an Equipment building, and a Café Building. This report provides a project description, identifies the entitlement process, and important topic areas that staff will focus on during case processing. This presentation is an informational item only and is not intended to be used for the purpose of discussing the merits of the proposed project.

## **BACKGROUND:**

In the 1980's, after the former City pools located at 360 North Arroyo Blvd in Brookside Park were deemed beyond repair, a new concept emerged that would allow a private non-profit organization such as RBAC, to construct and operate an aquatics facility at the same location to continue to serve Pasadena residents and the local community. As such, on December 11, 1987, the City and RBAC entered into Agreement No. 13-324 for RBAC to build and operate a community aquatics facility, to be owned by the City and leased to RBAC. Since that time, a series of amendments related to the initial agreement have been entered into by the City and RBAC. The current City-RBAC Agreement No. 19,521 was approved by City Council in 2008, superseding the original Agreement No. 13,324 and its amendments, and expiring on December 31, 2022.

The facility consists of approximately 141,100 square feet which includes two Olympic-size swimming pools and a therapy pool, diving facilities, a center with support facilities (restrooms showers, dressing areas, offices, aquatic related concessions, staff offices, equipment storage, exercise and fitness room and related amenities). Other surrounding land uses include the Rose Bowl, Brookside Golf Course and Clubhouse, the Recreation Loop, Brookside Park, Kidspace Children's Museum, the Rosemont Pavilion, the Jackie Robinson baseball and softball diamonds, tennis courts, an amphitheater, recreation and equestrian trails, multipurpose fields, and parks. The existing Agreement allows for the non-exclusive use of 200 of the 1,500 parking spaces in Brookside Park Lot I.

RBAC currently serves over 300,000 patrons annually through a series of aquatic programs such as dive programs, lap swim, swim lessons, summer camps, Red Cross and Lifeguard training, water fitness classes, family swim, water polo teams and competitive swimming for individuals and teams. Some programs are taught by RBAC staff while others are operated by third-party organizations.

RBAC has submitted a PPR for a 25-year Master Plan. The proposed Master Plan envisions the renovation of the two existing Olympic-size pools, demolition of the therapy pool, demolition of two existing accessory structures (gym and storage), and construction of three new pools, a Wellness Center, a Community/Fitness Building, an Equipment building and a Café Building. Additionally, new pool decking, on-deck storage area and mechanical equipment upgrades are proposed.

## **MASTER PLAN PROCESS:**

The purpose of a Master Plan as established in Pasadena Municipal Code Section 17.61.050 is to reduce processing time and uncertainty by consolidating several Conditional Use Permit hearings over an extended period of time and to ensure orderly and thorough City review of expansion plans for certain public, semi-public, and open space uses, resulting in more compatible and desirable development. The City Council is the decision-making body for the Master Plan, with the Design and Planning Commissions acting in an advisory role to make recommendations to the City Council.

A PPR is required for all Master Plan applications. The PPR process was established to achieve better projects through early consultation between City staff and applicants, to identify issues that may arise during application processing such as community concerns, to achieve consistency with City regulations and policies, and to avoid significant investment in the design of a project without preliminary direction from City staff. Importantly, the PPR process also serves to inform the City Council and the public of development projects that are of community-wide significance.

**PROJECT DESCRIPTION:**

The PPR is for a 25-year, phased Master Plan consisting of the following components:

**Demolition:**

- Therapy pool
- 1,560 square foot gym accessory structure
- 2,227 square foot storage/mechanical equipment accessory structure

**Renovation:**

- Pool decking
- Entry plaza with new seating area and landscaping

**New Construction:**

- 3,462 square foot recreational pool
- 3,462 square foot instruction pool
- 3,462 square foot therapy pool
- 9,240 square foot Wellness Center
- 8,970 square foot Fitness, Daycare, and Community Center
- 1,700 square foot Café Building
- 3,735 square foot on deck storage and seating area

There is currently a large landscaped berm on the west side of the facility, between the RBAC and Brookside Park Parking Lot I. The berm and several trees are proposed to be removed to accommodate the three new swimming pools. Additionally, the existing Agreement does not include an existing 16,662 square foot entry plaza; however RBAC is interested in renovating this area with landscaping and public seating area. Planning staff has advised RBAC to begin discussions with appropriate City departments to discuss the feasibility of this, and other issues related to the existing Agreement, that may need to be addressed prior to proceeding with the project.

**PREDEVELOPMENT PLAN REVIEW SUMMARY:**

The purpose of a PPR is to provide a preliminary evaluation of a project by staff from various City departments and divisions. Through the PPR process, staff identifies issues and requirements of the proposed project according to current regulations, guidelines and policies. It is an opportunity for staff to identify any discretionary reviews and approvals necessary and to inform the applicant of any possible conflicts with City

policies and regulations. Please refer to Attachment B for a complete compilation of comments provided by various City Departments related to RBAC's proposed Master Plan. The following items are some of the potential areas of concern that were identified by various City departments on the proposed project during the PPR review.

Zoning Code Consistency: The existing and proposed RBAC facility is allowed with a Conditional Use Permit or a Master Plan (Master conditional use permit); however, the proposal includes a "Child Day Care Center" which is not a permitted use in the OS zoning district. RBAC has been notified of this inconsistency with the Zoning Code and will omit the daycare use in the formal application of the Master Plan.

Parking: Although swimming pools are the primary focus of the RBAC, RBAC proposes to provide other types of uses such as wellness and fitness facilities and a restaurant/cafe. The Master Plan would have to provide parking spaces for these ancillary uses as well.

- The primary use is "Commercial Recreation – Outdoor Uses" which requires one parking space per 500 square feet of pool area for pool facilities. There would be 10,386 square feet of new pool area (consisting of three identically sized 3,162 square foot pools), in addition to the existing 26,896 square feet (consisting of two Olympic-size pools). With a combined pool area of 37,282 square feet, the primary use would require 75 parking spaces.
- The new proposed wellness and fitness facilities are classified as "Personal Improvement Services" and require three parking spaces per 1,000 square feet of gross floor area; requiring an additional 55 parking spaces.
- A restaurant use requires ten parking spaces per 1,000 square feet of gross floor area, including an outdoor dining area. The submitted plans did not specify the proposed amount of outdoor dining area; therefore, the total number of parking spaces required for the café could not be determined. However, absent of any outdoor dining area, the proposed café use would require 17 parking spaces based on indoor areas.

Therefore, at minimum, the proposed project would require 147 parking spaces. The existing Agreement provides for 200 non-exclusive parking spaces within Brookside Park Lot I.

Traffic Review: A Transportation Analysis will be required. The Department of Transportation will identify areas of assessment that shall be included in the analysis.

Historic Preservation: The project site is located in the Pasadena Arroyo Parks & Recreation Historic District, which is a City-owned historic resource. The existing RBAC buildings are non-contributing to the District, however a review by the Historic Preservation Commission is required as part of the design review process outlined in the Design Review section below. The Historic Preservation Commission will provide

comments to Design and Historic Preservation staff on the project's consistency with the Secretary of the Interior's Standards for Rehabilitation.

Design Review: The proposed Master Plan is also subject to Design Review. Pasadena Zoning Code Section 17.61.030 provides thresholds for when projects require Design Review. The proposed Wellness Center, Fitness and Community Building, and Pool/Dive Equipment Building each exceed 5,000 square feet individually; therefore staff-level Design Review is required. In addition, the Design Commission will also act as an advisory body in conjunction with the overall Master Plan proposal.

Health Permit: Plan check by the Health Department is required for the new construction or remodeling of the pool facilities because it is a public pool and a Health Permit is required for the proposed café.

Public Trees: All trees within Brookside Park are protected and subject to the City's Tree Protection Ordinance as they are considered public trees. An inventory of the existing trees was provided; however, it did not specify whether any of the trees on the site would be removed. Any request to prune or remove a public and/or street tree will require review and approval from the City Manager by way of the Urban Forestry Advisory Committee (UFAC).

Access and Consistency with Park Facilities: As discussed previously, the RBAC is located in an area which includes several other City and public facilities, such as the Rose Bowl, the Recreation Loop, Brookside Park, Kidspace Children's Museum, the Jackie Robinson baseball and softball diamonds, tennis courts, and Reese's' Retreat and Playground. Any improvements to the RBAC should consider the public's access to nearby City and public facilities. As proposed in the PPR plans, a portion of the proposed Fitness, Daycare, and Community Center would obstruct access to Reese's' Retreat and Playground located east of RBAC. RBAC representatives have acknowledged this issue and since a daycare is not an allowable use in the OS zone, RBAC would omit this portion of the building and daycare use.

RBAC has been advised to work closely with Public Works, Parks and Forest Division staff to discuss maintenance routes and responsibilities, the carrying capacity of Central Arroyo and its consistency with the Central Arroyo Master Plan. Additionally, the City will need to consider how removing the existing berm for the construction of three new pools would impact the loss of open space for the public and potential noise impacts to surrounding residential uses.

Operating and License Agreement: As discussed in the Executive Summary, the terms of the existing Agreement would need to be renegotiated to address a number of issues including, but not limited to: definition of the lease area; ongoing maintenance; scholarship assistance; duration of the agreement; and RBAC's demonstration of financing, construction and operational plans, and compliance with the City's bidding policies. Some preliminary discussions have occurred between RBAC and the City on what modifications are likely to be required; however, no concrete modifications have

been agreed upon. As such, RBAC has been advised to continue discussions with the City on the agreement terms as they will need to be addressed prior to the City making a decision on the Master Plan application.

**NEXT STEPS:**

The following list identifies next steps in the review process:

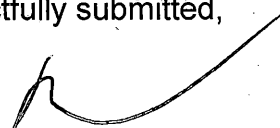
- Submittal and review of the Master Plan application
- Inter-departmental review and neighborhood meeting(s)
- Mutual agreement of modifications to the Operating and License Agreement between the City and RBAC
- Environmental review in compliance with the California Environmental Quality Act (CEQA)
- Design Commission advisory review of Master Plan
- Planning Commission advisory review of Master Plan and CEQA documentation
- City Council decision on the Master Plan, CEQA documentation, and modified Operating and License Agreement

Additionally, the terms of any amendments to the operating agreement would require separate City Council approval.

**FISCAL IMPACT:**

This report is for information only and will not result in any fiscal impact. Any cost associated with the Master Plan application and associated environmental review will be borne by the applicant.

Respectfully submitted,



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Attachments (2):

- Attachment A – Project Plans (dated November 30, 2015)
- Attachment B – PPR Comment Letter (dated March 14, 2016)