

Agenda Report

TO: CITY COUNCIL

DATE: MAY 9, 2005

FROM: CITY MANAGER

SUBJECT: ROSE BOWL STADIUM RENOVATION PROJECT AND ENVIRONMENTAL
IMPACT REPORT

RECOMMENDATION:

It is recommended that the City Council:

1. Adopt a resolution certifying the Final Environmental Impact Report, with errata sheet, making environmental findings, adopting a Statement of Overriding Considerations and adopting a Mitigation Monitoring Program (Attachments A and B); and,
2. Direct the City Clerk to file a Notice of Determination with the Los Angeles County Recorder; and,
3. Adopt a resolution approving the project consisting of the recommended design and principal term sheet of Attachment C; and,
4. Authorize the City Manager to transmit a proposal, consistent with the approved project to the National Football League (NFL) owners.

PLANNING COMMISSION ACTION

On May 4, 2005 the Planning Commission held a special meeting to review the Final Environmental Impact Report for the Rose Bowl Renovation Project. The Commission voted unanimously to make no statement of recommendation due to insufficient time to review the responses to comments on the Draft Environmental Impact Report and dissatisfaction with the overall review process as set forth in a separate letter from the chair (Attachment D).

EXECUTIVE SUMMARY

Renovations of the Rose Bowl Stadium are proposed to extend the building's long-term use and financial viability by upgrading the stadium and placing the NFL as a long-term tenant with the ability and obligation to finance renovations and maintenance. The proposed project would add up to approximately 816,000 square feet of new space and bring building systems up to current Building Code requirements. Major components of the proposed project include demolition of the existing suites and press box structure and new construction of club lounges and three levels of suites on the east and west sides of the stadium. Also proposed is the construction of a larger score board at the north end and the addition of a Hall of Fame museum and/or store at the south end of the stadium.

The proposed project would impact the seating capacity and the number of events held at the stadium. The Rose Bowl currently has 92,000 seats and in recent years has attracted an average of 52,000 people for typical major events. The proposed project would significantly reduce the total seating capacity of the stadium to approximately 65,000 with the ability to add up to 10,000 additional seats for special events for a total maximum of 75,000 seats. Special events would include the UCLA versus USC football game, the Super Bowl and the collegiate Rose Bowl game.

Although the total numbers of seats would drop significantly under the proposed project from 92,000 to 75,000, a conservative methodology was used to analyze environmental impacts. For the twelve currently permitted major events per year, the current best case scenario of 52,000 was compared to the proposed worst case scenario of 75,000 attendees even though at any one event the stadium's capacity today is 92,000. The thirteen potential new events were analyzed as a change from 0 to 75,000 attendees.

The Rose Bowl currently holds approximately 12 displacement events (attendance exceeding 20,000) per year primarily on weekends. The proposed project would increase the number of displacement events to 25 per year. Approximately eight events would be for UCLA football games and up to two post-season collegiate games, including the Rose Bowl Game. Up to thirteen events are reserved for the NFL events with approximately two to be held on week nights. The Rose Bowl would also continue to host other displacement events, with the total number of displacement events not to exceed twenty-five.

An Environmental Impact Report (EIR) for the proposed Project has been prepared, and a draft has been circulated according to CEQA and City guidelines. Many potential impacts were evaluated. In some cases, there were no potential impacts or the impacts could be fully mitigated and a Mitigation Monitoring Plan is included as part of the EIR. However, potential impacts that could not be completely mitigated were identified in the areas of aesthetics/cultural resources, air quality, land use, noise, recreation, and transportation/traffic (outlined below).

As a means to mitigate some of the environmental impacts of the proposed project and in response to comments on the Draft EIR from the public and City commissions, a mitigation measure to modify the design, the Design Mitigation, was developed to better preserve the historic characteristics of the stadium while meeting the program requirements of the NFL project. Staff is recommending that the City Council approve the Design Mitigation with the term sheet, both illustrated and outlined in Attachment C to this agenda report.

ENVIRONMENTAL REVIEW

In August, 2004, the Rose Bowl Operating Company submitted a proposal to renovate the Rose Bowl and its surrounding facilities. The purpose of the proposal is to extend the building's long-term use and financial viability by upgrading the stadium and maintaining its character-defining features. An Initial Study was prepared and scoping workshops were held with various City Commissions and the general public to "scope" the project.

A Draft EIR was subsequently prepared by EIP Associates and released on February 2, 2005. The Draft EIR was circulated for review until March 21, 2005. During the 45-day review period, the Draft EIR was presented to the public at a public hearing. It was also presented to the Planning Commission, Design Commission, Cultural Heritage Commission, Recreation & Parks

Commission, Transportation Advisory Commission, and Urban Forestry Advisory Committee. The Final EIR (Attachment B) includes responses to all written correspondence received from the public, oral testimony received at the public hearing, and oral and written comments received from the commissioners during the review period.

The EIR included considered alternatives to inform the public and decision makers of potential alternatives to the project that could reduce the impacts associated with it. The alternatives looked at in the EIR are:

- No Project Alternative
- Increased Number of Displacement Events Alternative
- Alternate Design Alternative
- Historic Restoration Alternative

CEQA thresholds are generally applicable to all CEQA projects, but most are more suited for analyzing impacts of projects for which impacts occur consistently or on a daily basis (i.e. office building). The Rose Bowl Renovation project is unique in that some impacts occur periodically only during special events, therefore some potential impacts could actually be reduced during an event, due to reduced seating and improved technical equipment (i.e. sound, light, glare). However, because of the increase in the number of displacement events, the impacts would occur more often. Therefore, in some cases it was difficult to determine whether the benefit per event is outweighed or balanced by the increase in frequency of the events.

The EIR found that implementation of the Project will result in significant and unavoidable impacts in the following areas:

Aesthetics/Cultural Resources

Implementation of the project would have a substantial adverse impact on the visual character of the Rose Bowl from both the interior and the exterior of the stadium. It would demolish or alter contributing elements of the Rose Bowl resulting in changes to the bowl's exterior and character defining features as seen from the Arroyo. Further, the addition of the new structures on the exterior of the stadium would obstruct views from within the bowl along the north edge to the east side of the stadium where treetops and mountain ridgelines are visible.

Air Quality

Site preparation and construction activities would create temporary air quality impacts that are unavoidable with construction. The increase to 25 major events would increase the number of times the daily air quality operational emission thresholds are exceeded.

Land Use

During events, the project would adversely affect adjacent neighborhoods on more days due to the increased number of major events. Reduced seating in the Bowl and improved parking/transit options could partially offset some of these impacts. The additional building area in the Arroyo and increase in the frequency of use of the stadium would increase the intensity of development in the immediate area.

Noise

Adjacent residential neighborhoods will be exposed to temporary or periodic increases in ambient noise levels more frequently as a result of additional events. The increased number of events will also create increases in local traffic volumes and cause a periodic increase in off-site

roadway noise levels on more days. However, actual ambient noise levels during major events may be reduced due to reduction in stadium capacity and parking availability which will result in fewer vehicles entering the Arroyo.

Recreation

With more events, the project would reduce the availability of existing recreational facilities in the Central Arroyo on more days. Master scheduling and coordinating of events will help mitigate these impacts. Brookside Park would be retained for casual park and picnic use, even during events, and some parking in Area I would be used for Kidspace and RBAC users. However, soccer fields would not be available in Area H.

Transportation/Traffic

Although the total seating capacity would drop by 17,000, the EIR used a conservative methodology that evaluated a potential increase in attendees. The current baseline was set at the typical attendance of current events, 52,000, rather than the actual stadium capacity of 92,000. This current baseline was then compared to the most intense proposed use of 75,000, resulting in analysis of a net increase of 23,000 per event. In addition, thirteen new events were analyzed as a change from 0 to 75,000 attendees.

The EIR found that the increase number of events would result in adverse impacts on traffic and circulation at 20 intersections and along several corridors. Again, reduced stadium capacity would mean the level of impact would be less for events which would fill a stadium of 65,000 (or 75,000 for large events) versus the current 92,000 seat stadium.

Currently 21,000 cars are parked in the Arroyo for major events. The proposed project reduces that number to 18,000 to reduce environmental impacts. The concept of further reduced parking and additional shuttles was evaluated as a means of further reducing impacts but was found to create more impacts in areas outside the Arroyo resulting in a more significant level of total environmental impact. Several potential locations were evaluated for additional shuttle sites. In all cases, existing traffic volumes at these sites could not accommodate the increased volume associated with shuttle traffic. In addition to severely restricted intersections, surrounding areas would likely be heavily impacted by overflow traffic and parking. The increase in the number of shuttles running into the Arroyo would also result in additional impacts to the surrounding neighborhoods. The net impact of this concept exceeds the impacts of parking 18,000 cars in the Arroyo.

Off-site parking at the Parsons complex during weekday evenings would result in significant impacts on traffic and circulation at intersections in the vicinity (anticipated to be approximately two per year).

Environmental Determination

CEQA requires the decision-making agency to balance the benefits of a proposed project against its unavoidable environmental risks when determining whether to approve a project. A Statement of Overriding Considerations must be adopted before adopting the project stating the reasons to support the project in light of the environmental impacts. For the Recommended Project the Statement of Overriding Considerations (Exhibit B of Attachment A) finds that the benefits of the project to the community outweigh the impacts. The project will have significant economic benefits to the City including 1) the avoidance of capital and maintenance costs for the Rose Bowl, 2) the modernization of the Rose Bowl, estimated to cost between \$500 and

\$600 million, to create a competitive venue, 3) improved disabled access, 4) improved emergency egress, and 5) general improved comfort of patron seating. Secondary economic impacts include increased activity for local businesses and the potential for the creation of new jobs (as shown in Attachment E - *Economic Impact Study: Evaluating the Impact of an NFL Team.*)

In accordance with §8.12 of the City of Pasadena Environmental Policy Guidelines (also §15090 of the State of California CEQA Guidelines) certification of the Environmental Impact Report by the City Council would be a determination that:

- a) The final EIR has been completed in compliance with CEQA;
- b) The final EIR was reviewed and considered by the City's decision-making body prior to approving the project; and
- c) The final EIR reflects the lead agency's independent judgment and analysis.

RECOMMENDED PROJECT

In response to public comments and comments made at commission meetings, further modification to the design, now the Design Mitigation, was developed to preserve the majority of the character defining features on the north side of the Rose Bowl, thereby providing a greater opportunity to retain the stadium's National Historic Landmark designation, while also meeting the objectives of the NFL. This design would preserve views to character defining features that comprise the exterior of the south and north (approximately 50%) of the Rose Bowl. The new structures along the north and south sides would be physically separated and visually differentiated from the historic structure, and would be a long-term reversible condition. The Design Mitigation and a breakdown of what is to be included in the separate levels of the new and renovated spaces is shown in Attachment C.

The Design Mitigation captures modified elements of two alternatives discussed in the Draft EIR, the proposed project (Project) and the Alternate Design Alternative. It includes the heavier profile structure for club suites similar to the proposed project on the west side, which was already altered by the construction of the Press Box. It includes for three levels of luxury suites similar to the Alternate Design Alternative on the east side, which would be built on free-standing supports. On the east side, the Arroyo stone landscaped berms and retaining walls would be removed during construction, but would be replaced in a location further east than their original location to conceal concessions and restrooms. (The berm was removed and not replaced in the original design analyzed in the EIR.) On the north side, the Design Mitigation would generally preserve the character defining features at the north end of the stadium. The berm would be preserved in its current location on the north side. The Design Mitigation would eliminate the proposed large new scoreboard and instead preserve the smaller historic scoreboard. A permanent circulation concourse will be installed at the rim of the stadium and a removable, temporary concourse and temporary seating structure could also be placed above the rim of the Bowl on the north side to expand seating from 65,000 to 75,000 patrons, as originally proposed. However, that removable structure would not typically be in place. To replace the area of the scoreboard that has been removed by the Design Mitigation, two new scoreboards that would be smaller than that in the proposed project, would be placed on the east and west sides adjacent to the suite structures to provide more visibility to the mountains north of the stadium. The Design Mitigation includes construction of some new one-story concession and restroom

facilities on the ground level along the northern perimeter of the Rose Bowl property. The proposed changes to the south side would be similar to that proposed both for the proposed project and the Alternate Design Alternative. No new below grade concourse would be constructed as proposed by the Alternate Design Alternative. Additionally, the stadium structure would continue to be supported by earth, not structure. All other building elements and the square footage of the facility components would be similar to the proposed project. Therefore, the Design Mitigation will still improve accessibility for disabled persons, will provide for upgrades to building systems and will add egress opportunities that will enhance the safety at the stadium. Similarly, with the reduction of seating capacity, patrons will be provided with additional room in the seating areas for a more comfortable experience.

The principal terms for a lease agreement with the NFL project include twelve basic points as outlined in Attachment C. In summary, the NFL would enter into a 25-year lease with possible extensions of up to an additional 30 years and would rehabilitate the stadium according to a city approved design that would maintain the building's historic character. The NFL would pay rent, would pay for all operations, maintenance, capital, repairs and improvements for the stadium during the lease term, and would provide the City/RBOC adequate revenues to pay outstanding bonds related to the stadium without using golf course revenue. The City would continue to own the stadium and the Rose Bowl Operating Company would continue its oversight of the tenants using the stadium.

GENERAL PLAN DETERMINATION

The Rose Bowl Renovation project is consistent with the City of Pasadena's General Plan in that it furthers many of its policies and objectives. The following are notable Land Use Element policies that the proposed project supports:

Policy 6.3 – Adaptive Reuse: Encourage and promote the adaptive reuse of Pasadena's historic resources.

Policy 10.3 – Business Expansion and Growth: Support the continuation or expansion of existing businesses in harmony with their surroundings and provide new spaces for growth and changing business requirements.

Policy 11.1 – Diversity: Support employment opportunities appropriate to the diversity of the City's varied population.

Policy 11.7 – Increase Jobs: Increase the number of job opportunities for the underemployed and unemployed Pasadena residents.

Policy 12.1 – Retail: Encourage retail and sales tax producing businesses to remain or expand in, or come to, Pasadena and promote healthy retail areas.

Policy 23.1 – Expansion: Recognize and support the expansion opportunities of existing regionally significant cultural, scientific, corporate, entertainment and educational institutions.

Policy 23.2 – Land Use Opportunities: Provide land use opportunities to retain and to develop regionally significant cultural, scientific, corporate, entertainment and educational uses.

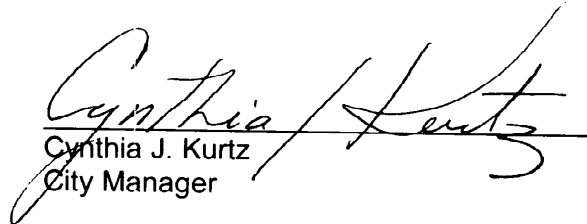
Policy 23.5 – Land Use Implications: Recognize land use implications of the City's regional marketing strategies and support these strategies through land use decisions.

Additionally, the project furthers the principles of the Mobility Element by reducing the number of trips into the Arroyo for the largest events by reducing the stadium's capacity, it reduces the number of parking spaces within the Arroyo by physically limiting the number of cars that will park in the Arroyo and by utilizing the off-site parking at Parsons. Lastly, it encourages the use of transit (i.e. light rail, shuttle, bus).


FISCAL IMPACT

The Rose Bowl Stadium Renovation project, estimated to cost between \$500 and \$600 million, would greatly improve the condition of the stadium by bringing it up to state-of-the-art condition allowing it to compete with other modern stadiums for a broad range of events. At the same time, the NFL would pay for all operations, maintenance, capital, repairs and improvements for the Rose Bowl during the lease term, and would provide the City/RBOC adequate revenues to pay outstanding Rose Bowl bonds without using golf course revenue. In addition, the additional events held at the Rose Bowl are expected to benefit local businesses. The project will also generate entitlement, plan check and permit fees that will cover the costs of processing the necessary permits.

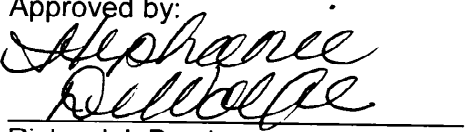
Respectfully submitted,


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- Attachment A – Resolution Certifying the Environmental Impact Report (Including Findings of Fact and Statement of Overriding Considerations)
- Attachment B – Final Environmental Impact Report, Volumes 1, 2, and 3 and Errata Sheet
- Attachment C – Resolution Approving the Recommended Project (Including Recommended Design Renderings and Term Sheet)
- Attachment D – Economic Impact Study: Evaluating the Impact of an NFL Team
- Attachment E -- Letter from Planning Commission
- Attachment F – Memo Regarding Financial Impact of the NFL to the Rose Bowl Financial Condition