

# Agenda Report

May 24, 2010

**TO:** Honorable Mayor and City Council  
**FROM:** Planning & Development Department  
**SUBJECT:** **Scope of Development for the Rose Bowl Renovation Project**

**RECOMMENDATION:**

It is recommended that the City Council:

1. Find that the activity described herein constitutes a less than substantial change in the project that was analyzed in the Final Supplemental Environmental Impact Report (SEIR) for the Rose Bowl Stadium Renovation Project that was certified by the Council on June 2, 2008, and this less than substantial change in the project does not require major revisions to the SEIR because it does not trigger any new significant effects or increase the severity of previously identified environmental effects, and additionally there are no changed circumstances or new information which would trigger further environmental review; and
2. Adopt a Resolution of the City Council of the City of Pasadena Adopting a Statement of Overriding Considerations and Mitigation Monitoring Reporting Program for the Rose Bowl Renovation Project; and
3. Direct staff to file a Notice of Determination within five days; and
4. Approve the scope of development for the Rose Bowl Renovation Project

**ROSE BOWL OPERATING COMPANY RECOMMENDATION:**

On May 19, 2010 the Rose Bowl Operating Company (RBOC) Board of Directors reviewed the Rose Bowl renovation scope of development and recommended that the proposal be forwarded to City Council for approval.

**BACKGROUND:**

A Supplemental EIR (SEIR) was prepared in 2008 to analyze specific changes to the Rose Bowl Stadium renovation plan since the Final Environmental Impact Report (FEIR) for a previous proposal was certified by City Council on May 16, 2005. Pursuant to Section 15163 of the California Environmental Quality Act (CEQA), a SEIR is required when "only minor additions or changes would be necessary to make the previous FEIR adequately apply to the project in the changed situation." This circumstance was deemed to have been met with respect to the revised Rose Bowl renovation proposal.

City Council certified the SEIR on June 2, 2008 but did not approve the project. At that time, a financing plan did not seem viable as the preliminary cost estimate was significantly higher than projected revenue from improvements and/or potential of other funding opportunities. Since that time, the RBOC has worked actively with the community and the Rose Bowl's primary tenants—the Tournament of Roses and UCLA—to complete a strategic plan that includes a detailed development plan, construction schedule, and financial plan intended to achieve the following objectives:

- Improve public safety;
- Enhance fan experience;
- Maintain National Historic Landmark status;
- Develop revenue sources to fund long-term improvements; and
- Enhance facility operations.

Since June 2008, the RBOC has continued its effort to develop a financing plan based upon the SEIR and/or develop an alternate program within the envelope of the SEIR that would have a better chance of becoming financially viable. Because of the serious downturn of the national economy, the RBOC was unable to find a funding solution for the previously proposed scale of the project, which was estimated to cost in the \$200-300 million range.

In October 2008, the RBOC began discussions with Struever Bros. Eccles & Rouse, Inc. (SBER) and their associated team. SBER had successfully spearheaded the renovation of the Fenway Park baseball stadium in Boston, which was built in 1912 and which over the past 7 years has undergone more than \$150 million in renovations. Many of the challenges that were faced by SBER in renovating Fenway Park are very similar to those faced by the Rose Bowl stadium—limited space, the need for infrastructure upgrades, the need for improved exiting, the need to generate additional revenue for long-term funding of the improvements, the need to enhance the fan experience and the need to satisfy the Secretary of Interior's Standards so that the project can qualified for Historic Tax Credits.

The SBER plan for the Rose Bowl focuses on achieving the five primary objectives in a modest, incremental manner that depends on addressing specific fan experience and operational concerns with the current facility, rather than proposing a total overhaul of the existing infrastructure and amenities by embracing the historic character. This approach results not only in a more manageable financial commitment, but also in simpler physical changes to the historic stadium. While no single element of this package, taken alone, would comprehensively address the goals of the Rose Bowl, taken together, these improvements would appear to work well together to significantly enhance the historic appeal, fan experience, and operational capacity of the Rose Bowl, and should result in extending its useful life well into future generations. The preliminary cost estimate for the plan is approximately \$170 million. Based upon preliminary financial projections, assuming the economy recovers, it appears that the majority of the \$170 million can be generated from incremental revenue derived from the improvements.

**COUNCIL POLICY CONSIDERATION:**

The Rose Bowl Stadium is a City-owned facility for which structural alterations or enhancements must be approved by City Council. Consideration of the proposed Rose Bowl Renovation Plan would further the General Plan Land Use Element policies listed below.

General Plan Guiding Principles –

- Change will be harmonized to preserve Pasadena's historic character and environment
- Pasadena will be promoted as a cultural, scientific, corporate, entertainment and educational center for the region

Policy 5.7 – Enhanced Environment: Development should be shaped to improve the environment for the public; it should support the distinctiveness of the locality and region as well as the special characteristics of the existing fabric of the site's immediate surroundings.

Objective 24 – Existing Institutions: Provide long-term opportunities for growth of existing cultural, scientific, corporate, entertainment and educational institutions in balance with their surroundings.

**PROJECT DESCRIPTION:**

Renovations of the existing Rose Bowl stadium are proposed to continue to allow use by the UCLA Bruins football team, Rose Bowl Game, Bowl Championship Series (BCS) games, and soccer matches, as well as to bring the building systems up to current Building Code requirements.

The replacement of the seating and concrete deck repairs in the Rose Bowl are project priorities. The proposed revised project could reduce the Rose Bowl's existing maximum seating capacity of 92,500 by a maximum of 6,000 seats to accommodate necessary exiting improvements and upgrades. Seating capacity would remain sufficient to accommodate all existing events. Upon completion of the project, seating in the Rose Bowl would include general seating, club seating, loge box seating, and luxury suite seating. Different levels of amenities would be provided for each type of seating. As previously included in the FEIR, a Hall of Fame museum, which would include a stadium store ("gift shop"), is proposed either at the south end of the stadium, or within the new west sideline structure. The museum and gift shop would consist of up to 9,000 sf of museum space, 2,000 sf of retail store, and 2,000 sf for a coffee/snack area, and would be open Monday through Friday 8:00 A.M. through 6:00 P.M. and during special events. The project boundary includes generally the area inside the existing perimeter fence line, with limited minor extension outside the fence line.

The proposed revised project would include limited demolition of existing ancillary structures around the base of the stadium and the perimeter structures at the fence line, along with removal of asphalt surfacing and landscaping. Removal, retention, and reconstruction of the stone terraces and planting material adjacent to the stadium would also occur as required by the project design. The shallow wings of the press box structure on the west side of the stadium would be removed and the center portion of

the structure selectively demolished as necessary and replaced with a new and partially renovated three-level structure that includes club levels, suite levels, and press facilities. A lighted animated ribbon sign would be attached on the interior-facing façade of each level of the press box. In total, a maximum of approximately 340,000 square feet (sf) of existing structures and paved areas would be demolished. It should be noted that this structure would be within the development envelope (i.e., length, width, and height) analyzed in the previous SEIR. In addition, no lighting intensities greater than those previously analyzed would be included in the revised project.

New restroom and concession buildings (and possibly a structure housing the proposed Hall of Fame museum and stadium gift shop) would be constructed against the fence line between the entry gates. Improvements to the entry plaza with new paving and landscaping would formalize the south end of the stadium as the main entrance, and the historic neon "Rose Bowl" sign would be preserved. Plazas and entries would be landscaped with trees and planting matching those that are on site. The proposed project would include improvements to spectator facilities, circulation elements, press box/media facilities, administrative facilities, lighting systems, stadium services, and stadium systems. All existing ancillary buildings immediately outside the seating bowl containing restrooms and concessions could be demolished in part or in total. Again, it should be noted that all proposed improvements are substantially similar to or at a less intense level than those analyzed in the previous SEIR, including improvements to field lighting, the proposed restored historic south end scoreboard along with the replacement of the north end video display system.

While some seats would be removed to accommodate the proposed renovations, new premium seating would be increased within the west sideline structure to offset seat removal, with the result that the revised project's seating capacity would remain relatively unchanged.

With implementation of the revised project, the maximum number of displacement events (attendance exceeding 20,000) would remain unchanged, consistent with the provisions of Chapter 3.32 of the Pasadena Municipal Code pertaining to Arroyo Seco Public Lands. The playing field area would continue to accommodate football and international soccer. Approximately seven events would be for UCLA football games and up to two post-season collegiate games, including the Rose Bowl Game and periodic BCS Championship Game. The Rose Bowl could also continue to host other displacement events such as soccer matches, concerts, and revivals, with the total number of annual displacement events not exceeding 12 as allowed under current Code.

### **Exiting**

A critical component of the Rose Bowl Renovation Plan is the strategy for improving stadium ingress and egress. The 2008 proposal included three stadium exiting options: Option A would add a horizon level concourse above the rim of the stadium and four exterior, vertical circulation towers; Option B would consist of widening up to 28 exiting stadium tunnels and constructing an internal concourse under the stadium seating areas; and Option C was a combination of Options A and B.

The current proposal is essentially a scaled down version of Option B, with widened tunnels being the preferred exiting enhancement. Notably, however, the current project includes widening of 12 tunnels rather than the previously proposed 28 tunnels.

#### Option B: Tunnel Widening

Under this option, twelve existing access tunnels would be doubled in width to provide additional exiting capacity (the tunnels currently accommodate only 54 percent of the appropriate capacity per existing Code requirements). The renovation would require appropriate shoring of the tunnels to allow for expansion, excavation, and reconstruction and resurfacing of the tunnel walls, along with the installation of additional exit aisles as noted above inside the stadium. In addition to utilizing the widened stadium tunnels, this project proposes to re-introduce the usage of the existing north and south end field access tunnels (7A, 15A, 23A, and 28A) for ingress and egress for the public patrons in the lower seating sections, along the east and west sidelines. This option would require removal of up to 6,000 stadium seats. Stone terraced walls between the existing tunnel entrances on the exterior of the stadium would be partially removed to accommodate the wider tunnels. Existing landscaping and trees would also require removal to accommodate the expanded widths. The stone terraced walls and trees would be retained, replaced, or reconstructed on site to the maximum extent feasible. This option would allow the construction of restroom and concession structures to be built under the stadium. This would require additional shoring of the stadium to allow for expansion, excavation, and reconstruction for the new structures. This option could require the addition of approximately 80,000 cubic yards of soil to be removed from the site.

#### **ENVIRONMENTAL ANALYSIS:**

In certifying the SEIR on June 2, 2008, the City Council made the following findings: 1) it reviewed and considered the SEIR in evaluating the proposed renovation project; 2) the SEIR is an accurate and objective statement that fully complies with CEQA, the State CEQA Guidelines, and the City's local environmental guidelines; and 3) the SEIR reflected the independent judgment of the City Council. Certification of the SEIR did not, however, constitute project approval, which is the purpose of the current action.

The 2010 Rose Bowl renovation project is smaller in scale than the project concept that was certified by City Council in 2008. The current project is also qualitatively consistent with the 2008 certified SEIR in that it includes fewer structural alterations and maintains or restores elements of the existing stadium that contribute to its historic character such as the elliptical shape of the bowl and the reintroduction of field level access tunnels on the north and south ends of the stadium, which were elements of architect Myron Hunt's original Rose Bowl design.

The baseline analysis and thresholds for access, traffic circulation, and parking as considered in the previously certified SEIR for the Rose Bowl Stadium Renovation Project would apply fully to the revised project. The project description assumes no changes to the existing traffic access, circulation, and parking conditions.

Primary Project Elements

The table below highlights the primary aesthetically and structurally significant alterations that are proposed in the Rose Bowl Renovation Plan.

	<b>Certified 2008 SEIR</b>	<b>Current Project</b>
<b>Press Box</b>	576' wide & 104' tall	575' wide & 104' tall
<b>Widened Tunnels</b>	28 (east and west)	12 (north and south)
<b>North End Video Board &amp; Advertising</b>	200' wide <i>Highest point not above 110' above grade</i>	150' wide <i>Highest point not above 110' above grade</i>
<b>Interior Concourse</b>	128,000sf concourse throughout stadium base	Approx. 15,990sf under north and south ends only

A more detailed comparison table of the sizes of previously approved project components versus those proposed in the current renovation plan is included as Attachment A to this report.

Per the 2008 SEIR analysis, the selection of the tunnel widening option (Option B) for improving stadium ingress and egress rather than adding a new concourse above the stadium rim with exterior circulation towers (Option A or C) reduces significant impacts on visual character and the Rose Bowl's status as a historic resource to a level of less than significant.

Remaining significant and unavoidable impacts are detailed below.

Air Quality

Due to the extent of construction activities, significant air quality impacts are predicted during construction. Consequently, a seven-point construction management plan as well as a twelve-point South Coast Air Quality Management District plan are proposed (mitigation measures 3.2-1 and 3.2-2). The primary intent of these measures is to reduce fugitive dust and construction vehicle emissions. Nonetheless, even after mitigation, volatile organic compounds and nitrogen oxides during construction will still exceed thresholds and are significant and unavoidable effects of the project.

Cumulative operational emissions are also considered significant and unavoidable. This impact, however, is an existing baseline condition that would occur even if no project were proposed.

Cultural and Historic Resources

The consulting firm ICF Jones & Stokes reviewed the current renovation proposal in light of the previous reviews conducted in 2005 and 2008 to confirm that the revised elements maintain the historic integrity of the stadium to the greatest extent feasible. The resulting memo (Attachment B) concludes that the current renovation plan falls within the previously reviewed development envelope and the significance of potential impacts to the stadium as a historic resource would be equal to or less than previously described in the SEIR.

However, one potential impact (alteration of the Arroyo Seco Cultural Landscape) was previously determined to be significant and unavoidable regardless of the particular elements included in the renovation project. As the Rose Bowl is a contributing feature of the Arroyo Seco Cultural Landscape, any structural changes to the stadium are considered significant.

As the aforementioned impacts in the areas of Air Quality and Cultural Resources remain significant and unavoidable even after mitigation measures are implemented, approval of a Statement of Overriding Considerations is required in order for the Rose Bowl Renovation Plan to proceed as proposed.

**FISCAL IMPACT:**

The improvements contemplated by the estimated \$170 million project will derive the majority of revenue needed in order to fund the Rose Bowl Renovation Project. Staff intends to return to the RBOC and City Council for financing and construction approval for the entire project later in the year.

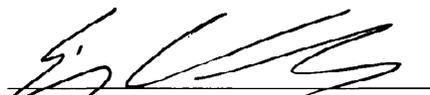
Respectfully submitted,



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Attachments:

- Attachment A – Comparison of Project Components
- Attachment B – Cultural Resources Comparison Memo
- Attachment C –Traffic/Transportation Comparison Memo