

**BALBOA PARK
MASTER PLAN**

PLAN AMENDMENTS

THIRD DRAFT
May 2003

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Estrada Land Planning, Inc.

BALBOA PARK MASTER PLAN AND CENTRAL MESA PRECISE PLAN

PURPOSE OF THE PARK BOULEVARD PROMENADE AMENDMENTS

The overall purposes of the amendments are:

- ▶ To increase the amount of space for the San Diego Zoo for conservation oriented, bioclimatic exhibits to facilitate the conservation, education, and research activities needed to save endangered and threatened species
- ▶ To improve the ease of visitor access to the North Prado, both now and given future growth,
- ▶ To strengthen the connection between the Zoo entry and other North Prado institutions.

These purposes are achieved by the following major physical changes enabled by these plan amendments:

1. Asphalt parking lots near Spanish Village and Natural History Museum are converted to a public promenade between the new Zoo entry and the Prado.
2. Zoo Parking lot is converted to Zoological Gardens, parking for the War Memorial Building, and a greenbelt that includes the miniature train and public open space.
3. The Zoo entry is reoriented toward the South, creating a stronger connection to the Prado and the rest of Balboa Park.
4. A 4803-space below-ground public parking structure is located in the North Prado, along Park Boulevard.
5. A new Transit Center with an integral new pedestrian bridge is located in the North Prado.
6. A new below ground transportation center near the Natural History Museum and a new Zoo secondary group entrance near the War Memorial are created to help manage group access to the North Prado.
7. Pedestrian and auto conflict are eliminated in the North Prado.

These plan amendments raise two notable policy issues: (1) the increase in Zoological Garden space and (2) the increase in parking in Central Mesa.

Zoological Garden Expansion

The current Central Mesa Precise Plan calls for the Zoo parking lot to remain a parking lot with improved landscaping. The plan amendments convert this parking lot to Zoological Gardens, greenbelt, Zoo group entry and parking adjacent to the War Memorial.

The Zoo parking lot is part of the Zoological Society's leasehold. The lease expires in 2034. As a result, any change in use prior to that time requires the agreement of both the Zoological Society and the City of San Diego.

Over time zoos have changed from menageries of animals in cages to concrete and moated exhibits, and finally the latest transition -- conservation-oriented, bioclimatic habitats. Today's conservation-oriented zoos require more space.

The modern Zoo facilitates conservation and research activities needed to save endangered and threatened species.

- Researchers and animal care specialists learn about animal reproduction, diet and social behavior contributing to saving species in the wild.
- Visitors are educated about the natural history and geography of animals as well as the plight of endangered species related to habitat loss and encroachment resulting from human activities.
- Animal reproduction contributes to genetic diversity and self-sustaining populations of species while increasing opportunities to reintroduce species to remaining safe habitats in the wild.

In 1984 the Zoological Society of San Diego adopted a long-range Bioclimatic Plan to guide the redevelopment of the Zoo. The goal was to create self-sustaining populations of threatened and endangered species and to enhance scientific research, conservation and education opportunities. The plan addressed animal behavior as it relates to both environmental considerations (such as the bioclimatic zones) and their complex social order.

In 1995 the planning and architectural staff of the Zoological Society realized the 1984 Bioclimatic Plan underestimated the space needed for redeveloping the Zoo's animal/botanical exhibits and related support areas. From concept to development, naturalistic exhibits were requiring substantially more space than anticipated. Also environmental rules and Americans with Disabilities Act requirements reduce the amount of usable acreage within the Zoo's current fence line.

In response to this shortfall of space, the Zoological Society

- Continued pursuing methods of using the current leasehold more efficiently through redevelopment of old exhibit areas.
- Explored additional opportunities to use the Wild Animal Park, considering the climate and other limiting factors.
- Focused on exhibits for species that need the coastal climate of Balboa Park.
- Downscaled some of the exhibit plans.
- Worked with the City's Working Group to explore possibility of use of Zoo parking lot for Zoological gardens.

These plan amendments implement the last of these actions related to the shortfall of space. The other on-going efforts listed above are on an independent track.

In December 2000 the final report of the city's Working Group for the "Proposed Balboa Park Master and Precise Plan Amendments and the Zoological Society of San Diego Leasehold" was published. This report included a discussion of options relating to Zoo expansion, parking, ideas for increasing open green and natural spaces as well as other Balboa Park issues.

All design teams taking part in the design charrette, with the exception of one, proposed that the San Diego Zoological Society be allowed to expand Zoo facilities within the parking lot area. A majority of the design options detailed a mix of Zoo use with parking and open green space. Benefits attributed to Zoo use of the parking lot were the elimination of unattractive surface parking lot and elimination of urban run off. Concerns related to Zoo use of the parking lot were the loss of parking spaces. However, the issue of restricting and intensifying land use was perceived as both a positive and negative. The positive being the value of improvements to the San Diego Zoo and its conservation and

education mission. The negative being “privatization”, that is the placement of the area inside the Zoo’s fence line.

Related to these observations on Zoo parking lot use, the Working Group identified the advantages of having a green belt along Park Boulevard. This would provide a “visual corridor and softer edge to the expanded development” and enhance the linkages between the Park and the communities to the north and to offset privately controlled land uses (Zoo) moving out towards Park Boulevard. The only identified disadvantage related to the greenbelt was that uses may be limited due to size and adjacency to Park Boulevard.

The Plan Amendments have been developed within the context of this direction from the City’s Working Group. A defined visual green corridor with pedestrian linkages and public open space are included. In addition the miniature train has been relocated within the greenbelt, adding both visual interest and an activity dynamic to the area. The greenbelt width ranges from 87 feet to 233 feet wide. This contrasts with the current planting strip of approximately 15 feet wide.

Parking

The currently adopted Central Mesa Precise Plan (p. 195) specifically calls for increased parking in Central Mesa. However, the current plan recommendations show only 165 to 665 additional parking spaces to serve future visitor demand in the Central Mesa. This modest increase is accomplished (in the current plan) by a new parking structure behind the Organ Pavilion.

In furtherance of the current plan objective to increase public parking in the Central Mesa, these Plan Amendments create a net increase of 2059 parking spaces in the North Prado.

A total of 5352 spaces are created as follows: The 4803-space public parking structure, 99 public parking spaces adjacent to the War Memorial Building, and 450 new employee spaces within the Zoo fence line (employee spaces draw employees out of the public lots thereby freeing up visitor parking for visitors).

A total of 3293 spaces are lost as follows: 2831 spaces in the Zoo lot, 103 spaces in the north Carousel lot, 215 spaces in the South Carousel lot, 101 spaces in the Natural History museum lot, 24 spaces on Park Boulevard and 19 spaces on Zoo Drive.

In 2000, the Working Group was presented with the information in Table 1 regarding the supply and demand for parking in Balboa Park.

Table 1
Parking Demand and Supply Data Presented to Zoo Working Group in 2000

Institution/Use	Parking Data Presented to Working Group in 2000	Presenter of the information
San Diego Zoo	3216 visitor spaces needed in 2020 Adequate 85% of all days - more parking required 55 days each year)	Zoological Society of San Diego
Other cultural institutions in Central Mesa	3216 visitor spaces needed in 2020 (Adequate 85% of all days - more parking required 55 days each year)	Dr. Mick Hager on behalf of the Central Balboa Park Association
General User of the Park (National Recreation and Park Association standard)	2538 visitor spaces	Park and Recreation Department Staff
Recreational users of city operated facilities (organ pavilion, puppet theater, hall rentals, House of Hospitality offices/restaurant etc)	No information presented for these users	
Naval Medical Center	5150 total spaces needed; 2000 space deficit in 2020	Captain Patricia Denzel of the Naval Medical Center
City College	4000 total spaces needed in 2020	City College staff
Existing Total Parking Spaces	6659 in July 2000	Data collected by Park Rangers

The major determinants of the size of the parking structure were:

- 1) The popularity of the North Prado as a destination.

The North Prado includes many popular cultural institutions: the Zoo, Spanish Village, Natural History Museum, Rose Garden, Fleet Science Center, Prado complex, and Junior Theater. The Zoo by itself attracts 3.5 million visitors which is 50% of all the visitors to cultural institutions in the entire Central Mesa. Due to the area's popularity, the Zoo uses off-site parking areas 100 days per year to accommodate Zoo visitor parking demand.

- 2) Anticipated visitor growth.

Zoo visitors are projected to increase from 3.5 million in 2000 to 4.426 million in 2020. This 26% increase in visitors will bring a commensurate increase in parking demand.

Assuming 20% of the visitors arrive by alternate modes such as transit, and there are 3.3 persons per car, the Zoo parking demand alone in 2020 would be 3900 spaces (employee and visitor) on a "design day". A design day is a typically busy day and assumes off-site parking arrangements would be required at least 25 days a year.

Dr. Mick Hager, Executive Director of the Natural History Museum, reported to the Working Group in September 2000 that the other cultural institutions throughout the Central Mesa collectively have visitor attendance equal to that of the Zoo and anticipate a similar growth trend.

- 3) Replacement of Eliminated Spaces

At a minimum, the eliminated spaces (3293) need to be replaced, but this does not account for current parking deficits or future growth.

- 4) The physical and cultural constraints on the site.

The Park Boulevard Promenade Parking Structure was designed to respect the existing historical area and the existing leaseholds. For this reason the parking structure foot print is contoured around Spanish Village and the Natural History Museum. As such, a 4-level below-ground public parking structure can accommodate a maximum of 4803 public parking spaces.

Within the context of this information, the plan amendments include a 4803-space public parking structure for the following reasons:

1. Simply replacing the 3293 lost surface spaces is not sufficient because it does not account for current parking deficits or future growth demand.

2. Sizing the parking structure to only handle the Zoo parking demand (in 2020) of 3900 spaces ignores the fact it is **public** parking serving all park visitors and since this public parking is first-come/first-serve, the mix of visitors going to the North Prado institutions on a “design day” would be seriously under-served.
3. Sizing the parking structure larger than 4803 public parking spaces is impractical because of the physical constraints of the site.

For more background information on these and other planning issues, refer the Park Boulevard Promenade Draft Environmental Impact Report and the December 14, 2000 “Final Report of the Working Group for the Proposed Balboa Park Master and Precise Plan Amendments and the Zoological Society of San Diego Leasehold”.

In conjunction with the approved 1989 Balboa Park Master Plan and the 1992 Central Mesa Precise Plan, these plan amendments give definition and guidance to the future development of the Central Mesa of Balboa Park. The Balboa Park Master Plan, Central Mesa Precise Plan and these amendments will contribute to cultural, educational, recreational and social life of the entire San Diego region.

These amendments are organized in the same order as the approved Balboa Park Master Plan and Central Mesa Precise Plan. Those plan text and graphics which changed as a result of the inclusion of the Park Boulevard Promenade are revised and included. All text which has been revised or added from the originally approved plans is underlined.

May 19, 2003

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* Figures revised in this draft amendment

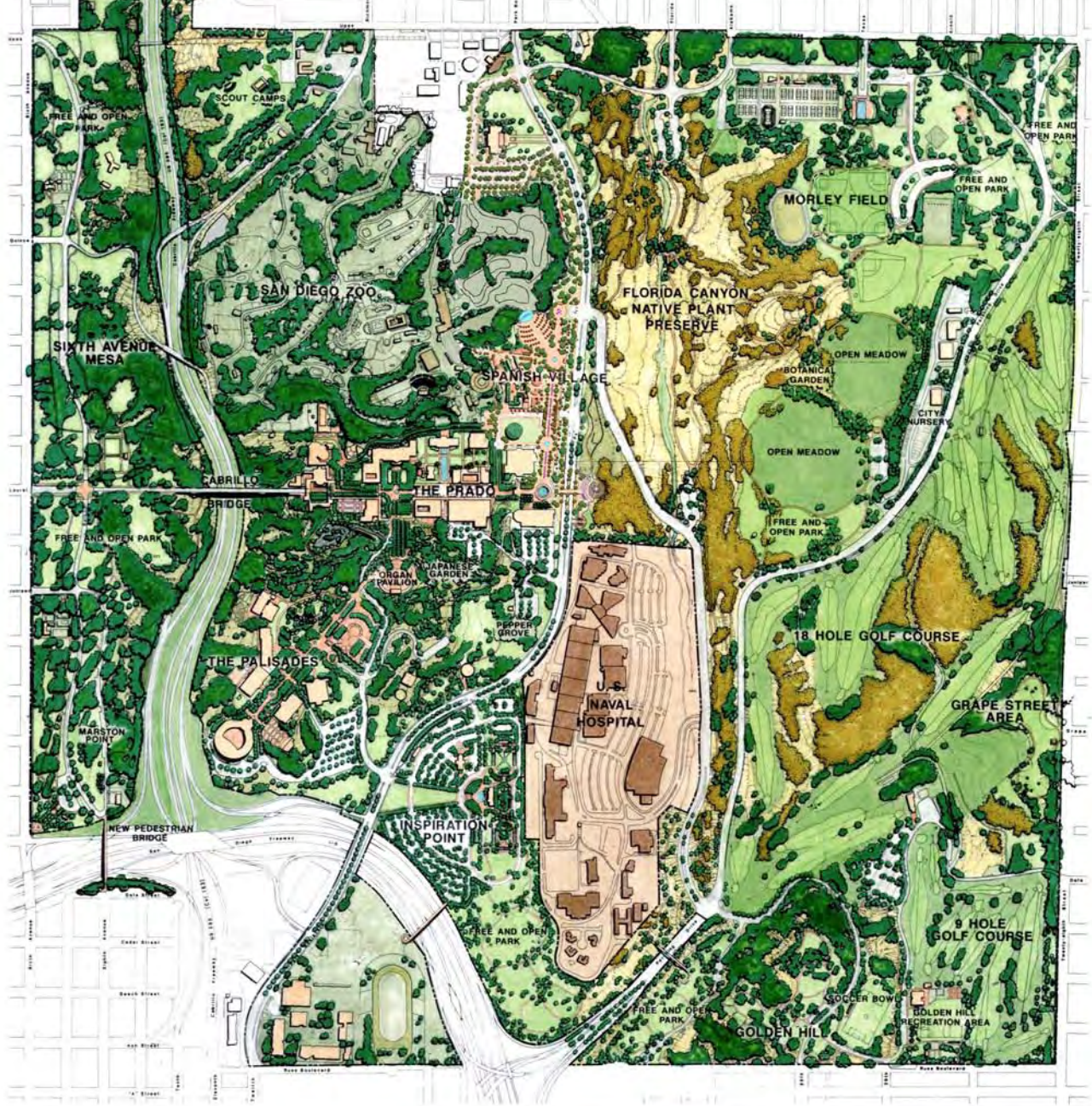
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Figure 1



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THE HOUSE OF PACIFIC RELATIONS

Expand the House of Pacific Relations area by 4,000 square feet including additional landscaping.

THE SPANISH VILLAGE

Consider expanding Spanish Village to provide additional studio area and food service facilities. A Precise Plan should be prepared to guide this redevelopment.

Provide a drop-off and pick-up area north of the Natural History Museum near the Junior Theater.

Close Village Place at Spanish Village. Redesign the entry road.

Retain the existing service road between the Zoo and the museums, known as Old Globe Way, for purposes of controlled emergency and service vehicle access.

~~Reroute pedestrian traffic between the Zoo entry plaza and the Prado through Spanish Village.~~

These improvements are subject to further definition through the Precise Plan process.

CENTRAL OPERATIONS STATION

Reclaim the existing maintenance facility site within the Park as free and open park land.

JAPANESE GARDEN

Complete the Japanese Garden in Gold Gulch.

GOLDEN HILL

Construct a multi-use play field (Soccer Bowl) in the abandoned 26th Street right-of-way.

Provide parking facilities at the Soccer Bowl.

Add a playground or tot lot.

WATER TANK AREA

Retain and improve the Centro Cultural de la Raza.

Remove the other water tank and replace it with a new picnic area as an expansion of Pepper Grove.

INSPIRATION POINT

Redesign and landscape the existing parking lots. Utilize the standards set by the City Landscape Ordinance.

ZOO PARKING LOT

~~Landscape the existing parking lot. Utilize the standards set by the City Landscape Ordinance.~~

Convert the asphalt parking lot to Zoological Garden uses. Create a greenbelt between Park Boulevard and the Zoological Garden that includes the relocated miniature train and a pedestrian walkway.

PARK BOULEVARD PROMENADE AND PARKING STRUCTURE

Construct an approximate 4,800 space below-grade parking structure east of Spanish Village along Park Boulevard. At approximately grade level, construct a pedestrian promenade that creates a strong link between a relocated Zoo entry, Spanish Village, and the Prado.

TRANSIT CENTER/PEDESTRIAN BRIDGE

Construct a pedestrian bridge connecting the Rose Garden and the Plaza de Balboa across Park Boulevard. A transit center and an east entrance to the Prado should be integrated into the structure.

ENTRY STATEMENTS

Construct two entry statements, one in the vicinity of Park Boulevard and Morley Field Drive and the other on Park Boulevard south of President's Way in the Inspiration Point subarea. The design of the entry statements should be investigated at the precise plan level.

ORGAN PAVILION PARKING STRUCTURE

Construct a 1,000 – 1,500 space parking structure on the existing parking lot site concurrent with the restoration of the Prado and the Palisades areas as pedestrian-oriented plazas.

FLORIDA DRIVE/FLORIDA CANYON

Close Florida Drive from just north of Zoo Place to just south of Zoo Drive/Morley Field Drive and concurrently implement the Florida Canyon Master Plan.

ZOO PLACE

Widen Zoo Place to four lanes between Florida Drive and Park Boulevard for improved access to the Central Mesa from Pershing Drive.

GOLDEN HILL PEDESTRIAN AND BICYCLE BRIDGE

Construct a pedestrian/bicycle bridge over Pershing Drive between Golden Hill Mesa and Inspiration Point. (Old Naval Hospital site.)

WATER RECLAMATION FACILITY

Consider siting a water reclamation facility within the Park to service the Park.

EIGHTH AVENUE PEDESTRIAN BICYCLE BRIDGE

Construct a pedestrian/bicycle bridge on Eighth Avenue over the freeway to the Park at Marston Point.

NORTHEAST AREA

Complete development of the northeast area of the Park in accordance with a Precise Plan.

SIGNAGE

Implement a new signage program.

SAFETY/SECURITY LIGHTING

Implement a safety and security lighting program throughout the Park.

INTRA-PARK TRAM

Implement an intra-park tram system.

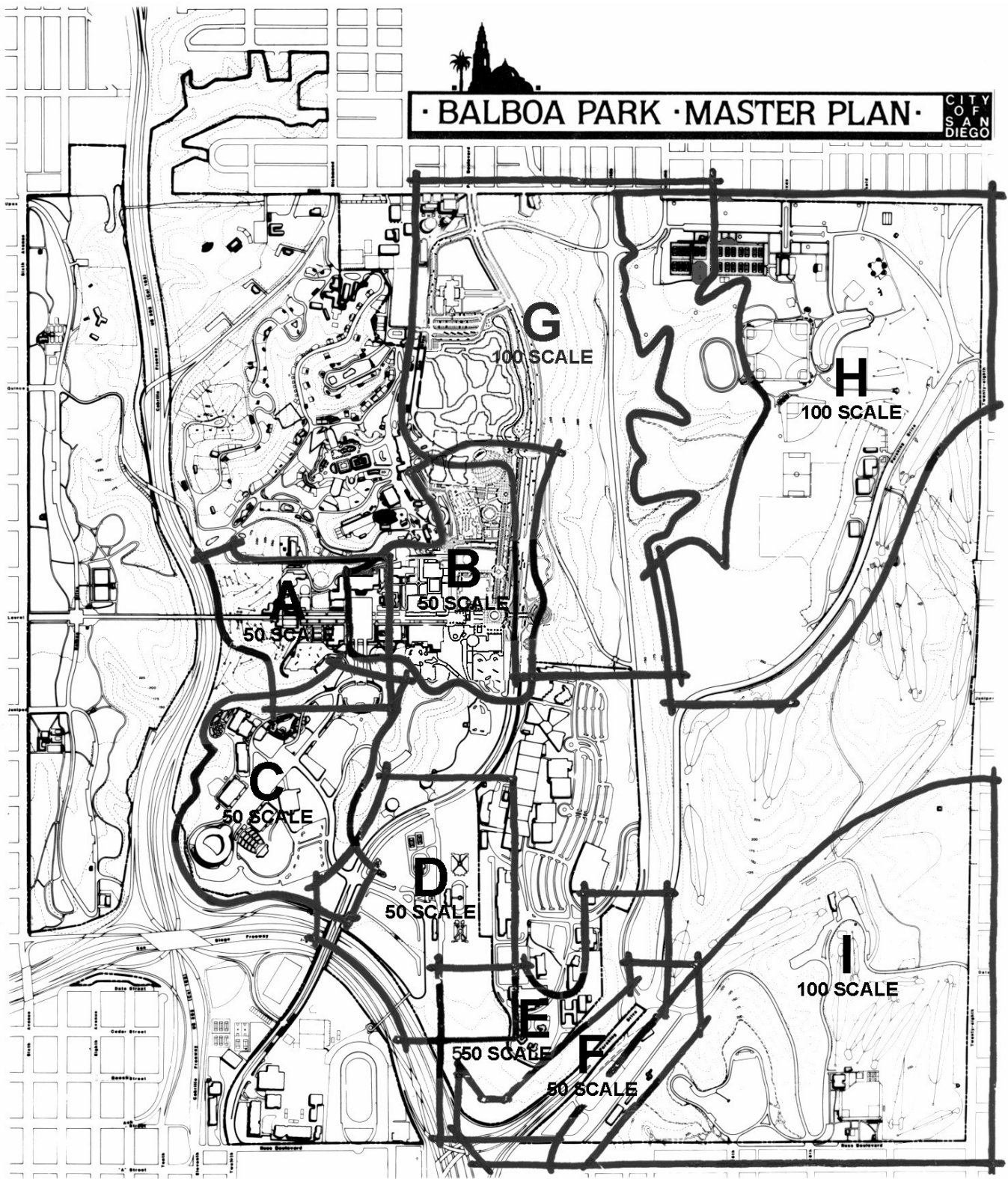
ARIZONA LANDFILL

Reclaim the landfill area for Park purposes.



BALBOA PARK MASTER PLAN

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A PRADO WEST
 B PRADO EAST & SPANISH VILLAGE
 C PALISADES
 D INSPIRATION POINT NORTH

E INSPIRATION POINT SOUTH
 F CENTRAL OPERATIONS STATION
 G ZOO PARKING LOT & FLORIDA CANYON

H MORLEY FIELD & ARIZONA LANDFILL
 I GOLDEN HILL

Figure 2

KEY MAP FOR CONCEPTUAL SUBAREA MASTER PLANS

revised May 2003



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EL PRADO EAST AND SPANISH VILLAGE

Figure 4

A wide promenade, the Park Boulevard Promenade, will be created to facilitate the pedestrian movement between the relocated Zoo entry plaza and the Prado. The promenade will pass directly east of through Spanish Village, which will help attract visitors to Spanish Village. Decorative paving, landscape planting, security lighting and attractive site furnishings will enhance the promenade. A below-grade parking structure will be located beneath the promenade.









Village Place will terminate in a cul-de-sac south of Spanish Village. The cul-de-sac will serve as a drop-off area for the Junior Theater, the Casa del Prado and Spanish Village. Enhanced pavement, plantings and site furnishings will be provided.

The Plaza de Balboa will be connected to the Rose Garden across Park Boulevard by a pedestrian bridge. A transit center for public transportation, a viewing plaza, and an eastern gateway to the Prado should be integrated into the structure.

BALBOA PARK MASTER PLAN

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LEGEND			revised May 2003	Figure 4
 TREES	 GROUNDCOVERS	 PAVED PEDESTRIAN AREAS		
 NATIVE SHRUBS	 LAWN	 WATER FEATURE	  ESTRADA Land Planning <small>MAY 26 1989</small>	
CONCEPTUAL MASTER PLAN PRADO EAST AND SPANISH VILLAGE				

ZOO PARKING LOT AND FLORIDA CANYON

Figure 9

The Zoo parking lot will be ~~landscaped in accordance with the City Landscape Ordinance.~~ converted to Zoological Garden uses and a greenbelt. The greenbelt, located adjacent to Park Boulevard will include the relocated miniature train and a pedestrian walkway.

The Zoo entry will be relocated to the vicinity of the current miniature train location and will be integrated with the adjacent pedestrian promenade.

Development of the Rose Garden will be completed.

The Florida Canyon Master Plan will be implemented. Florida Drive will be terminated north of Zoo Place and south of Zoo Drive/Morley Field Drive and small parking lots constructed. Florida Canyon will retain its native California landscape and be used as a native plant preserve. Support structures will include restrooms and a small botanic building. Walking, hiking, bicycle, and jogging trails will be developed throughout the canyon area, connecting the Central Mesa area with Morley Field and the East Mesa area. The stream west of the existing roadway will be restored and landscaped as a natural riparian area.

The west side of the Velodrome will be screened to reduce its visibility from the Central Mesa.

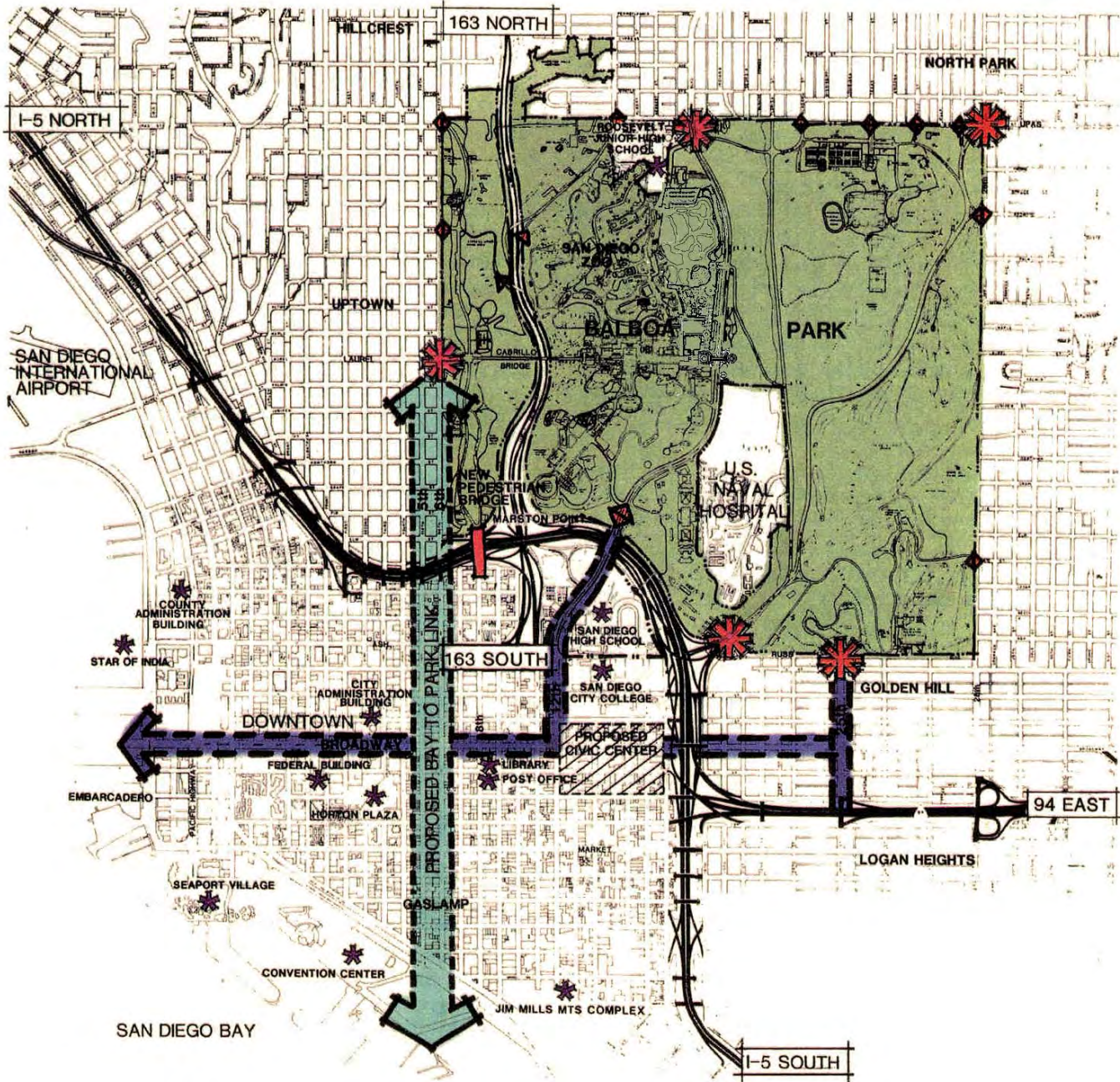

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LEGEND			revised May 2003	Figure
	TREES		GROUNDCOVERS	9
	NATIVE SHRUBS		LAWN	
				PAVED PEDESTRIAN AREAS
CONCEPTUAL MASTER PLAN				 ESTRADA Land Planning <small>MAY 26 1989</small>
ZOO PARKING LOT AND FLORIDA CANYON				

BALBOA PARK MASTER PLAN

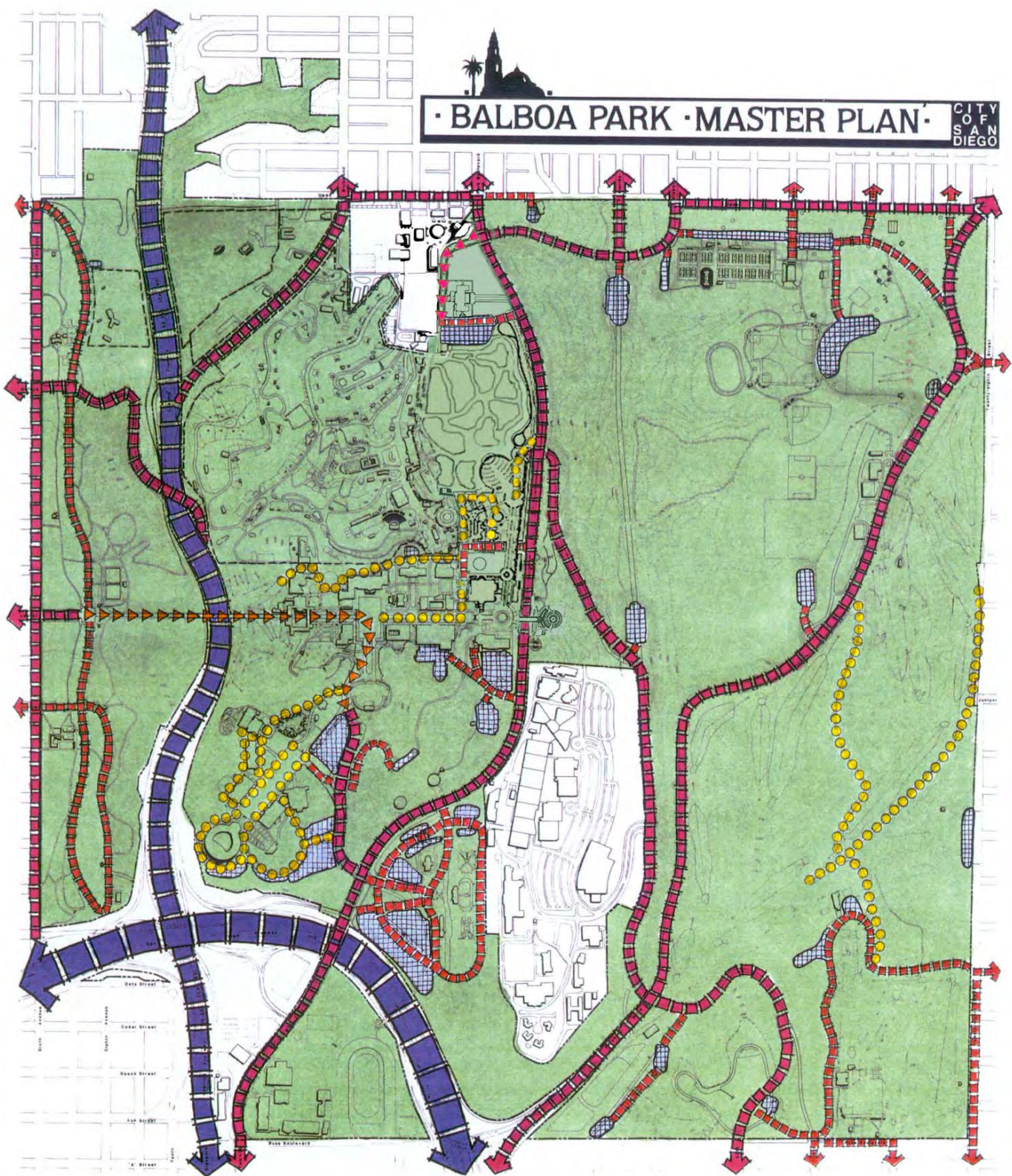
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LEGEND		Base map updated May 2003	Figure 12
	PRIMARY ACCESS POINTS		
	SECONDARY ACCESS POINTS	LANDMARKS	
	PARK BOUNDARY	<p align="center">PROPOSED LAND USE AND VICINITY MAP IN 1989</p>	

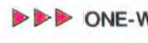
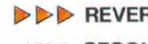
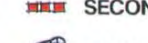
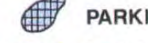

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LEGEND

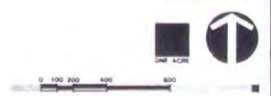
-  INTERSTATE FREEWAY
-  STATE FREEWAY
-  PRINCIPAL CIRCULATION ROUTE

-  ONE-WAY ROUTE
-  REVERSIBLE ONE-WAY ROUTE
-  SECONDARY CIRCULATION ROUTE
-  PARKING
-  SERVICE ROUTE

PROPOSED CIRCULATION AND PARKING

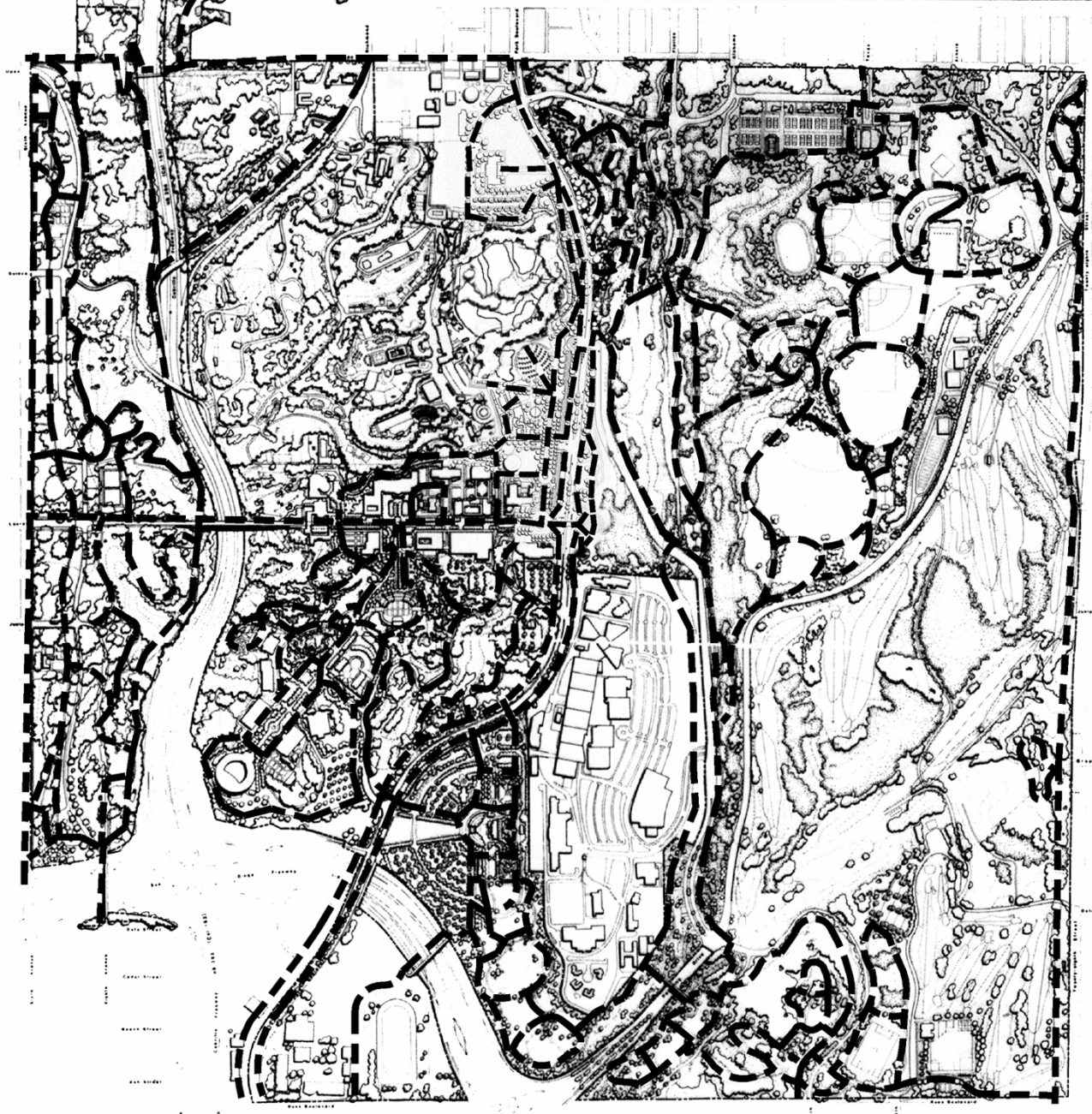
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Figure 13



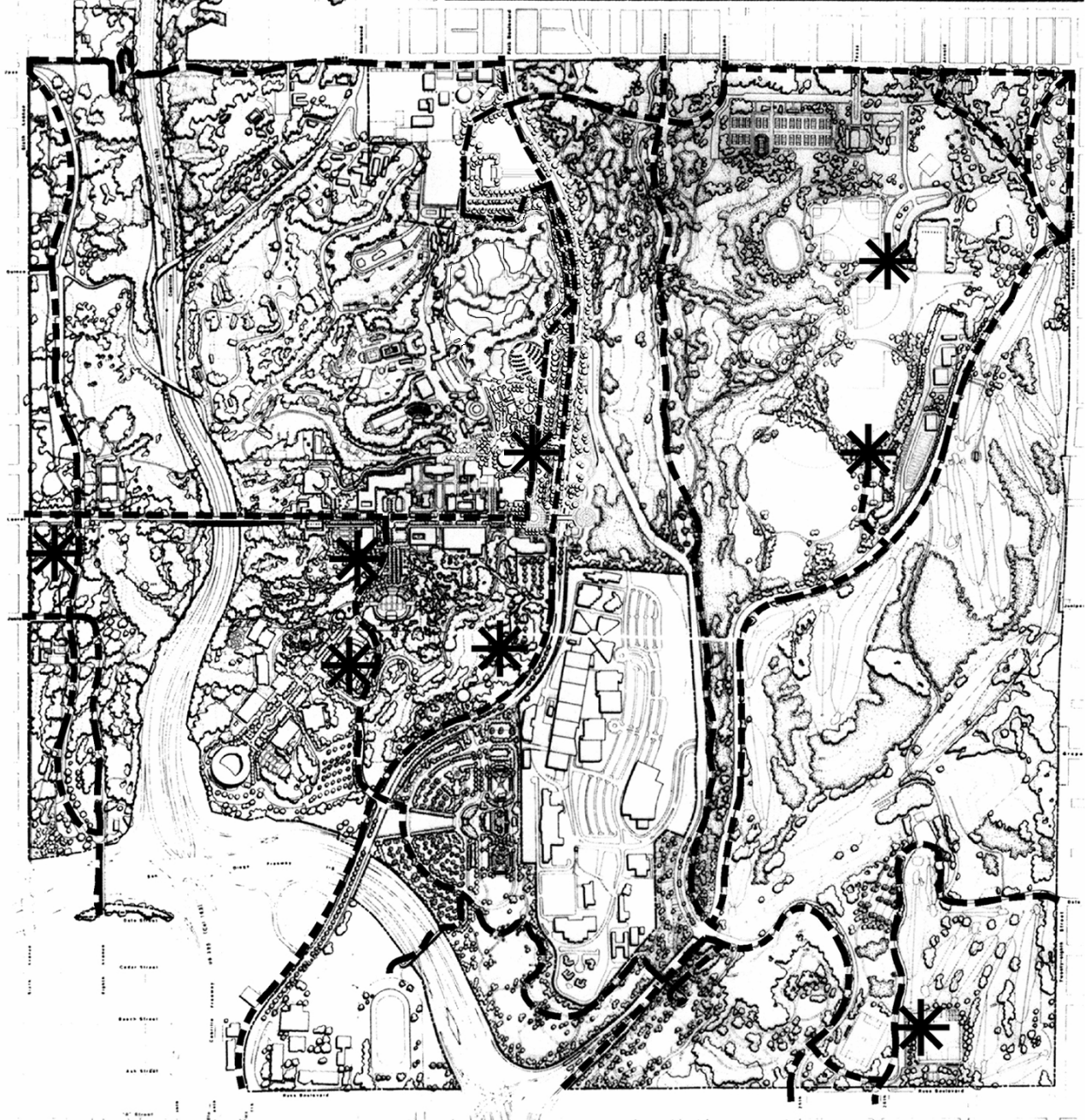
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<p>LEGEND</p> <p>— — — — — PRINCIPAL TRAILS</p> <p>PEDESTRIAN TRAIL SYSTEM</p>	<p>revised May 2003</p> <div style="border: 1px solid black; padding: 5px; display: inline-block;"> <p>Figure 14</p> </div> <div style="text-align: center; margin-top: 10px;">  </div> <div style="text-align: center; margin-top: 10px;">  </div> <p style="font-size: small; text-align: center;">  MAY 26 1999 </p>
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<p>LEGEND</p> <p>--- PROPOSED BICYCLE TRAILS</p> <p>* BICYCLE STORAGE LOCKERS</p> <p>BICYCLE TRAIL SYSTEM</p>	<p>revised May 2003</p> <div style="border: 1px solid black; padding: 2px; display: inline-block;"> Figure 15 </div> <div style="display: flex; align-items: center; margin-top: 10px;"> </div> <p style="font-size: x-small; margin-top: 5px;"> ESTRADA Land Planning MAY 26 1999 </p>
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Build a new parking structure to serve visitors to the Prado East & Spanish Village subarea and the Zoo subarea.

Build a parking structure at the Organ Pavilion to replace lost spaces.

Reduce overall parking demand to Park by promoting transit to the Park.

Utilize off-site parking.

INTRA-PARK SHUTTLE

The Inspiration Point surface lots are, in general, very poorly utilized. The poor utilization during peak weekend periods is partly because the lots are perceived to be out of walking range of destinations in the Prado area (the distance is actually less than one-half mile). A shuttle service between the lots and attractions in the Central Mesa area, including the Zoo, should be established to meet peak weekend demands.

At night, problems of poor utilization of existing parking facilities is also apparent. At both the Inspiration Point and Zoo parking lots, less than five percent of the total spaces are occupied during the evening peak hours. Walking distance is a factor in the poor utilization of these parking lots during evenings in the park. The Zoo parking lot parking structure adjacent to Park Boulevard should be included in the tram system at night to encourage the utilization of ~~the Zoo lot that~~ parking structure by visitors to the nighttime attractions in the northern end of the Central Mesa area.

The service should be established (see figure 16 for routes), with the following considerations in mind:

Maximum Ten Minute Headways

While the easy parking at the Inspiration Point site should serve as an incentive to

use the lot, frequent tram runs must be provided to ensure the lot is well used.

Signage Improvements

Provisions for tram service should be accompanied by improvements to signage in the Park. The signage system should be flexible, allowing Park staff to direct visitors to certain lots as parking in the Central Mesa fills up. This approach was effective for the Zoo. During the Panda exhibit visitors were directed to overflow parking as the Zoo lot reached capacity.

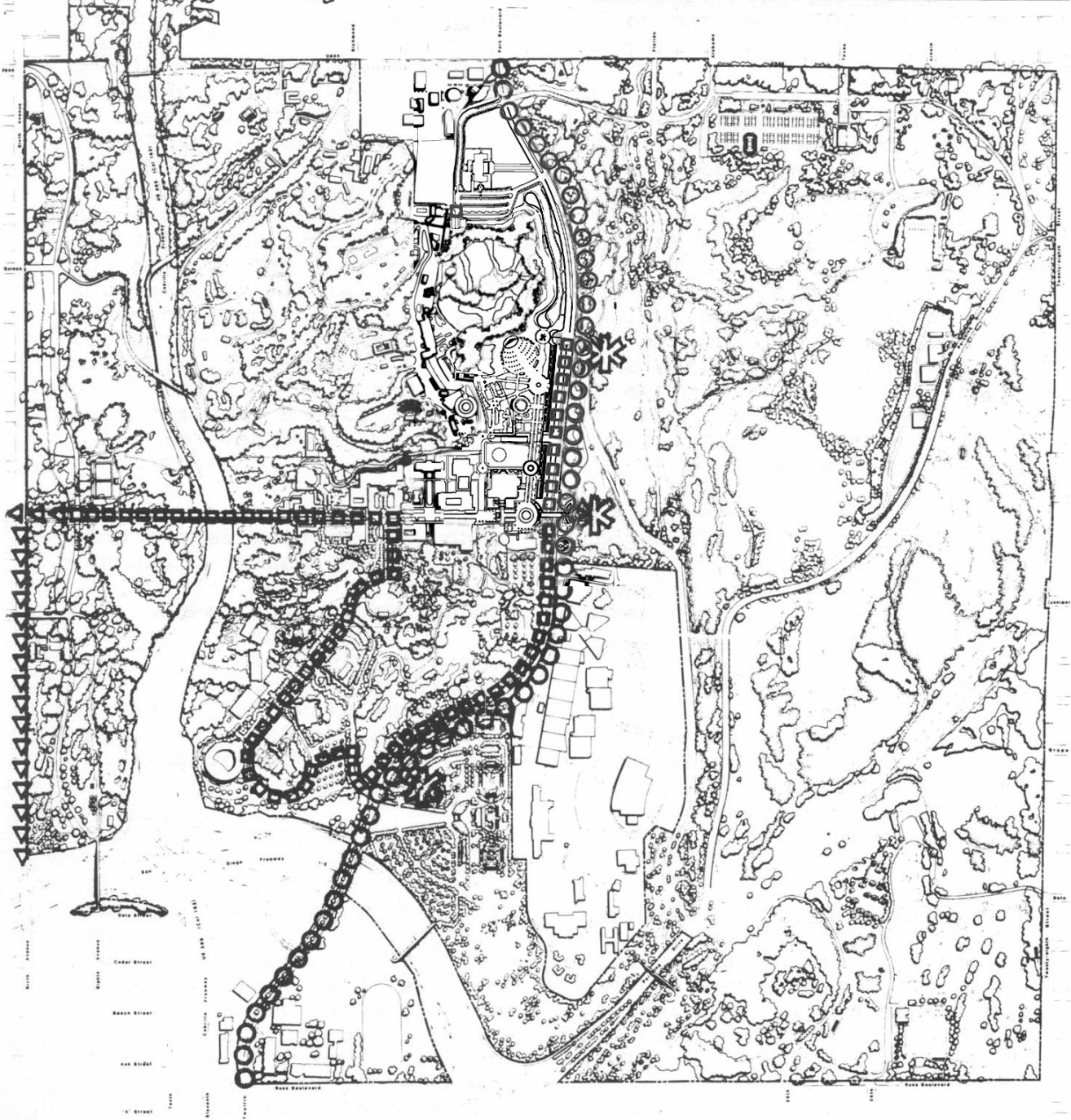
R.V. and Tour Bus Parking



R.V.'s and tour buses are most prevalent during summer weekends, and take up an inordinate amount of parking space. Special R.V. and bus parking should be established in the Inspiration Point site to remove these large vehicles from congested streets and parking areas within the Central Mesa.

Arizona Landfill Site

According to demand estimates, the Inspiration Point lots could accommodate spillover demands from both the Central Mesa and the Zoo during peak summer weekends. The proposed tram system should include the Zoo, so that the use of the Arizona Landfill site can be phased out and eventually reclaimed.


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<p>LEGEND</p> <p> OOO LRT ◀◀◀ HISTORIC TROLLEY □□□ PARK SHUTTLE ✳ STATION AND SHUTTLE STOPS </p> <p style="font-size: 1.2em; font-weight: bold;">PROPOSED ALTERNATIVE TRANSPORTATION SYSTEM</p>	<p style="text-align: right;">revised May 2003</p> <div style="border: 1px solid black; padding: 2px; text-align: center;"> Figure 16 </div> <div style="text-align: center;">  </div> <p style="text-align: right; font-size: small;">  MAY 20 1999 </p>
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reserved for Park employees and volunteers. By reducing the amount of long-term employee parking in parking areas nearest the Park attractions, more convenient spaces will be available to accommodate visitor parking demands.

SIGNAGE

Specific recommendations pertaining to signage will benefit the parking and circulation element of Balboa Park. These recommendations are discussed in the Signage Element of this Master Plan.

LOW POWER RADIO STATION

To inform park visitors about current events and conditions in the Park, a small radio system is recommended for inclusion the park. Such a system could supplement a signage system for informing visitors about parking and circulation conditions. The Park should establish a radio station and include the following features for improving parking:

Report parking conditions

The radio station should include regular, up-to-the-minute reports on parking conditions. Location of overflow lots like Inspiration Point the availability of parking in the Central Mesa, and other special information on parking should be broadcast regularly, along with reports on special activities in the Park.

Freeway signage

Signs should be placed on major freeway approaches to the Park, telling Park visitors in advance of the Park of the radio station and its broadcast frequency.

LONG RANGE PARKING STRATEGIES

The following measures are more long range strategies.

Promenade Parking Structure

This parking structure should be constructed before the current Zoo parking lot is converted to Zoological Gardens. Adequate replacement parking must be constructed prior to any conversion of the current Zoo parking lot.

Organ Pavilion Structure

The Organ Pavilion structure should be phased to replace parking spaces lost in the reclamation of parking areas in the Pan American Plaza and Plaza de Panama for pedestrian uses. In scheduling construction of the structure, the following considerations should be kept in mind:

- Construction should occur during the winter and spring months when Park attendance is likely to be low and the impact of losing some or all of the Organ Pavilion surface lot would be the smallest.
- During construction, the tram-system should be made available to mitigate the impact of the temporary loss of the Organ Pavilion surface spaces.

Transit to the Park

By the Year 2000, the Park should be linked in the LRT system with rail line along Park Boulevard from Centre City to Jack Murphy Stadium. Every effort should be made to promote transit ridership to the Park when this improvement is made. In planning for the

Historic Preservation

EXISTING LOCAL AND NATIONAL HISTORIC DESIGNATION STATUS

The Historical Site Board designated the El Prado Area of Balboa Park as City Historical Site Number 1 on September 7, 1967. The California Quadrangle of the El Prado area was placed on the National Register of Historic Places in May 1974, and the entire El Prado complex was placed on the Register in December 1976. In February 1978, the sites of the 1915 and 1935 Expositions, were granted National Historic Landmark (NHL) status.

~~AMENDMENTS TO THE EXISTING STATUS~~

ACTIONS RELATED TO HISTORIC AREA BOUNDARIES

On July 27, 1988, the Historic Site Board amended the local historic site and National Historic Landmark designations to make them coterminous and to add additional contributing elements. ~~See the boundaries on figure 17.~~

Contributing structure to both the local San Diego and National designations are those structures which were erected for the Panama-California International Exposition of 1915-1916 and the California Pacific International Exposition of 1935-1936. They are the:

Administration Building, Botanical Building, Cabrillo Bridge and Guard Houses, Casa de Balboa (reconstruction), Casa del Prado(reconstruction), House of Charm, House of Hospitality, Museum of Man, Spreckels Organ Pavilion, El Cid Statue, Alcazar Garden, Balboa Park Club, Conference Building and restroom, Ford Building (Aerospace Museum), Ford/Starlight Bowl, Federal Building, Hall of Nations, House of Pacific Relations, Municipal Gymnasium, Palisades Building, Spanish Village, United Nations Building, and Zoro Garden. The Natural History Museum, the San Diego Museum of Art,

the Merry-go-round Carousel, and the Miniature Train are also contributing structural elements.

In addition, the potential exists for other structures and sites to be designated National Historic Landmarks or Local Historic Resources.

Subsequent to the 1988 action calling for coterminous boundaries for the Local Historic Resource Boundary and National Historic Landmark designations, the City of San Diego was informed that this was not possible. The National Landmark boundary is exclusively for the structures and features erected for the Panama-California International Exposition of 1915-1916 and the California Pacific International Exposition of 1935-1936. By contrast, the local boundary recognizes a broader spectrum of structures and features of local historic interest. Figure 17A shows the local and national boundaries prior to the 2003 amendments.

In 2003, Park Boulevard Promenade amendments to the Balboa Park Master Plan recommended amendments to the local historic resources boundary. The recommended amended boundaries are shown on Figure 17B. This recommendation reconfigures the boundary to keep the miniature train experience within the local historic resources boundary.

THE NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places, administered by the Keeper of the Register, U.S. Department of the Interior, Washington, D.C., is the nation's official list of cultural resources worthy of preservation. The Register is a catalog of American culture, the tangible remains of our heritage. It is also an authoritative guide for federal, state, and local governments, and for citizen groups

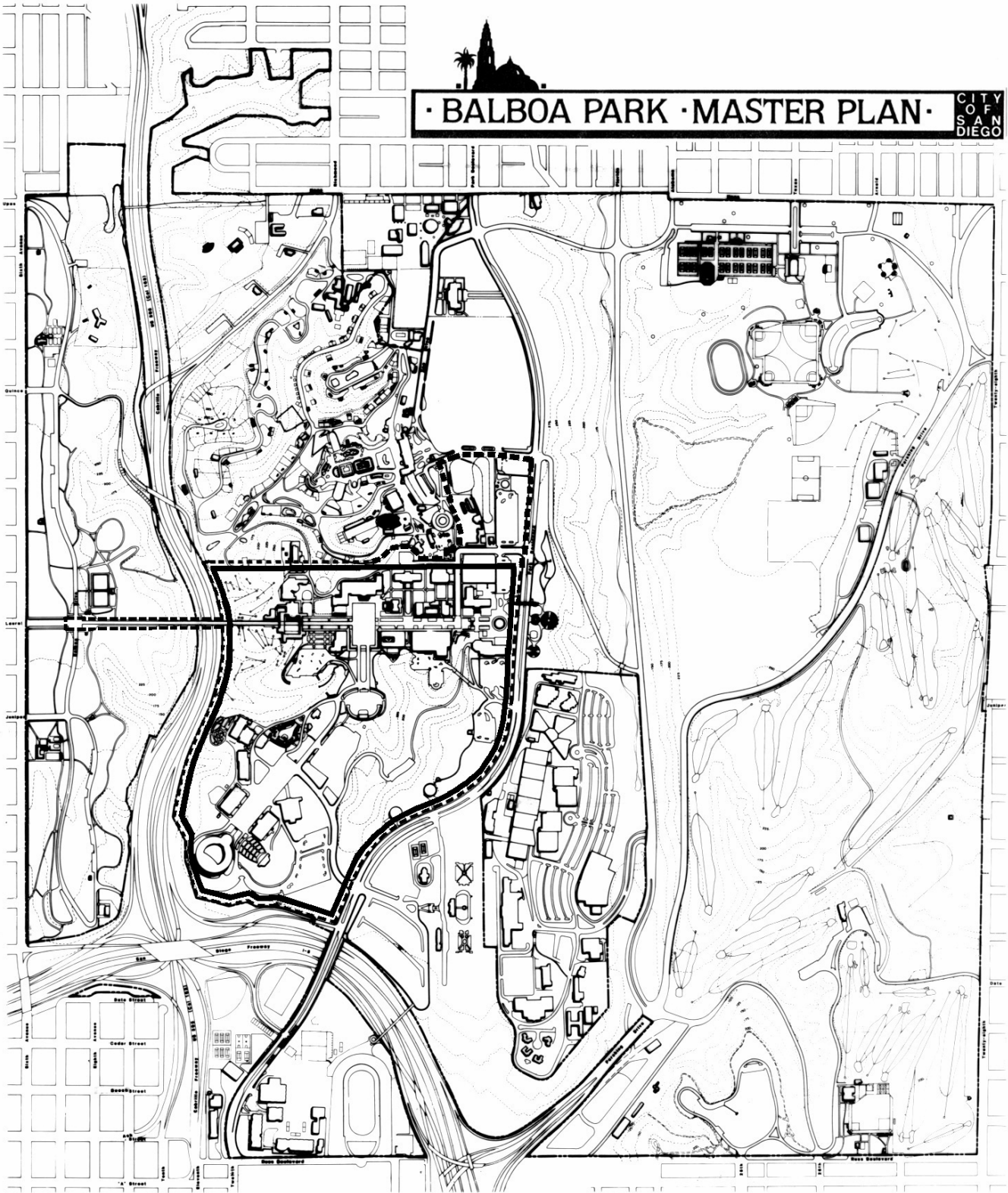
interested in protecting and enhancing these irreplaceable elements of our cultural environment.

Properties listed in the National Register are eligible for a variety of benefits including grants, loans, tax (cont'd. on page 93)



BALBOA PARK MASTER PLAN

CITY OF SAN DIEGO



LEGEND

- EXISTING NATIONAL HISTORIC LANDMARK BOUNDARY
- - - - -** EXISTING LOCAL HISTORIC RESOURCE BOUNDARY

EXISTING HISTORICAL LANDMARK ZONES

corrected Jan. 2003

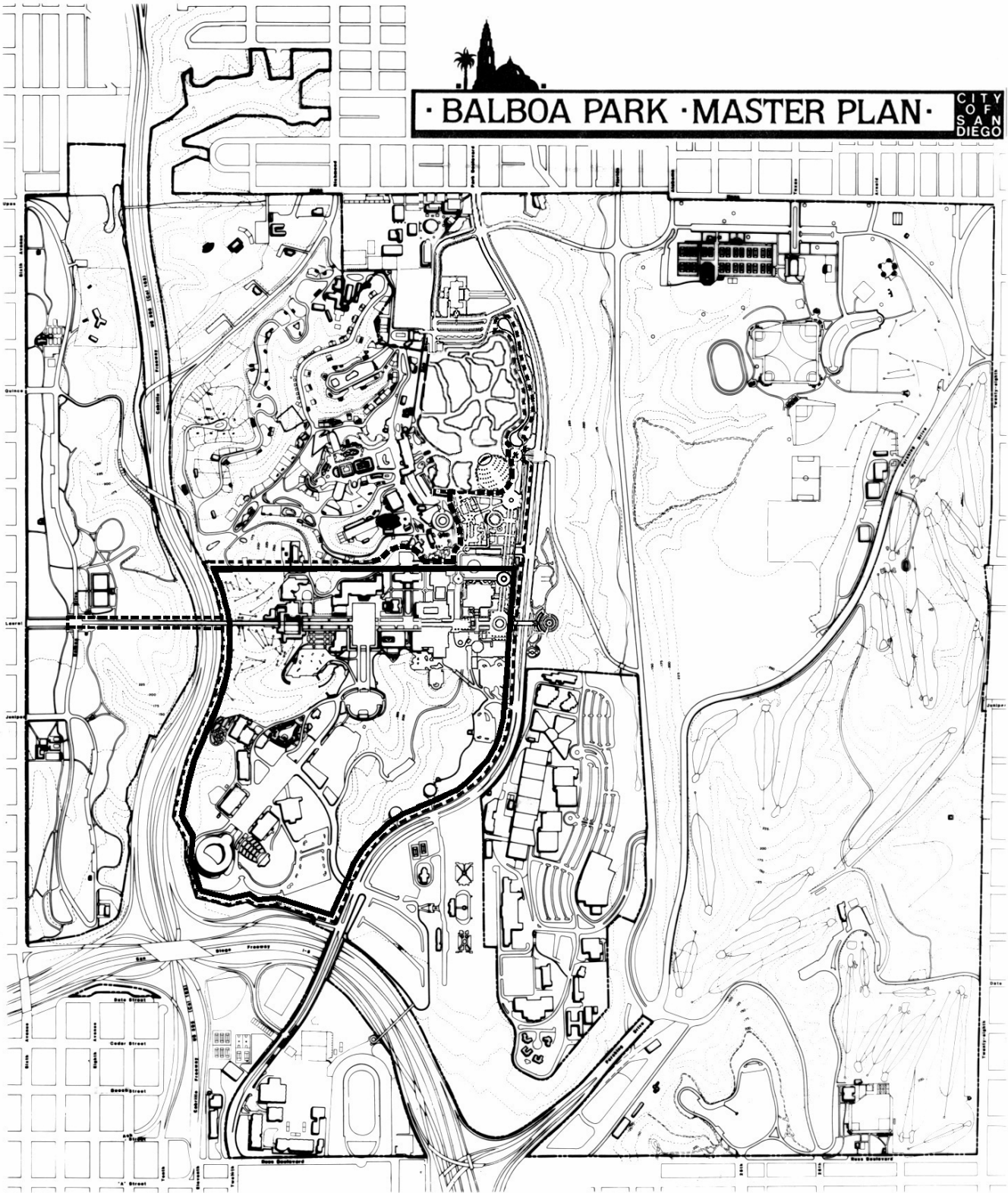
Figure
17A




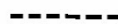


BALBOA PARK MASTER PLAN

CITY OF SAN DIEGO



LEGEND

-  EXISTING NATIONAL HISTORIC LANDMARK BOUNDARY
-  RECOMMENDED AMENDED LOCAL HISTORIC RESOURCE BOUNDARY

RECOMMENDED AMENDED LOCAL HISTORIC RESOURCE BOUNDARY

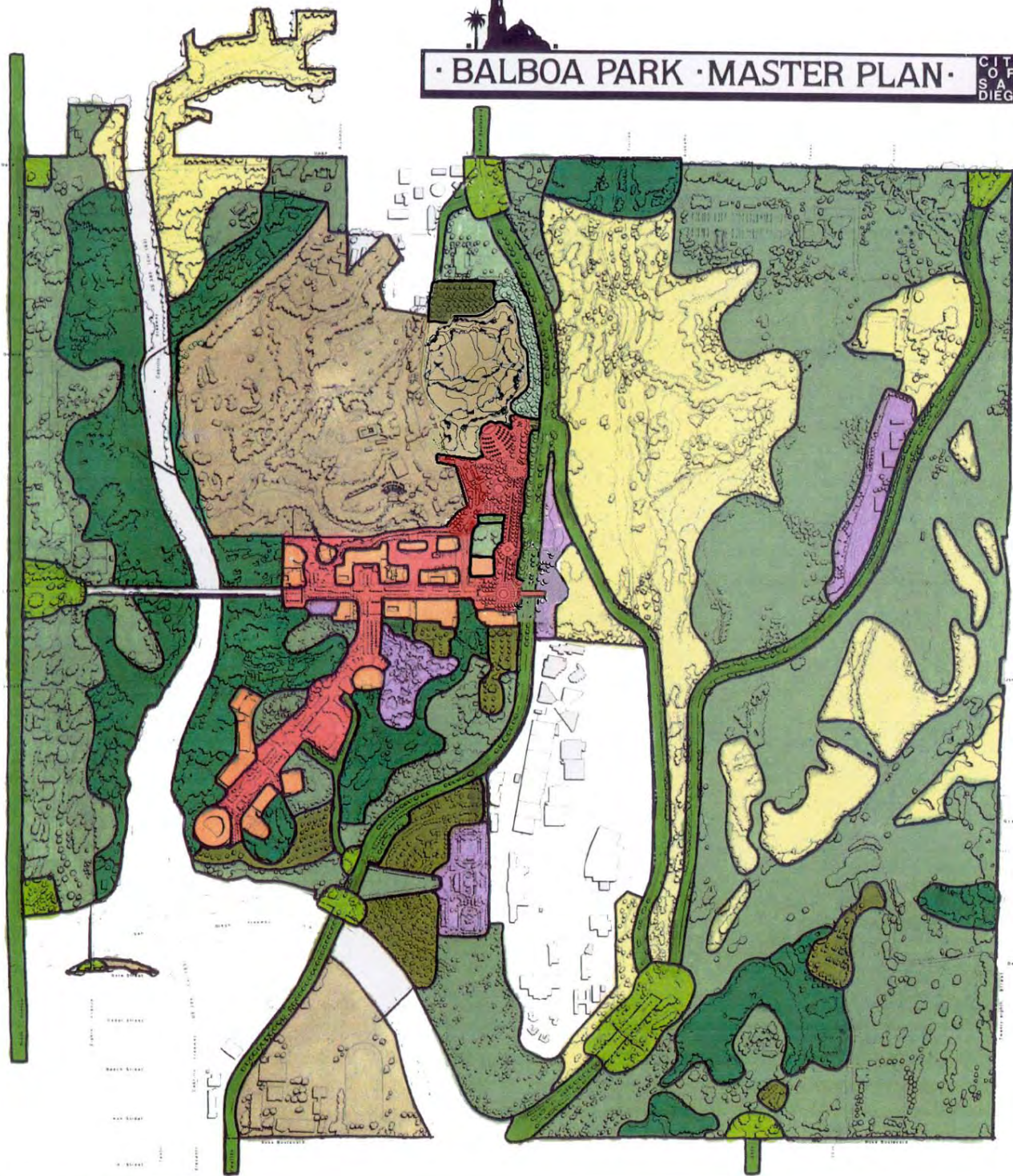
revised May 2003

Figure 17B





· BALBOA PARK · MASTER PLAN ·

CITY OF SAN DIEGO



LEGEND

- | | | |
|---|---|--|
|  MAJOR PARKWAY PLANTING |  NATURAL AREAS |  SPECIAL TREATMENT AREAS |
|  ENHANCED PARKING LOT PLANTING |  GROVE AREAS |  PEDESTRIAN PLAZA AREAS |
|  ENTRY PLANTING |  TURF AND TREE AREAS | |

CONCEPTUAL LANDSCAPE PLAN

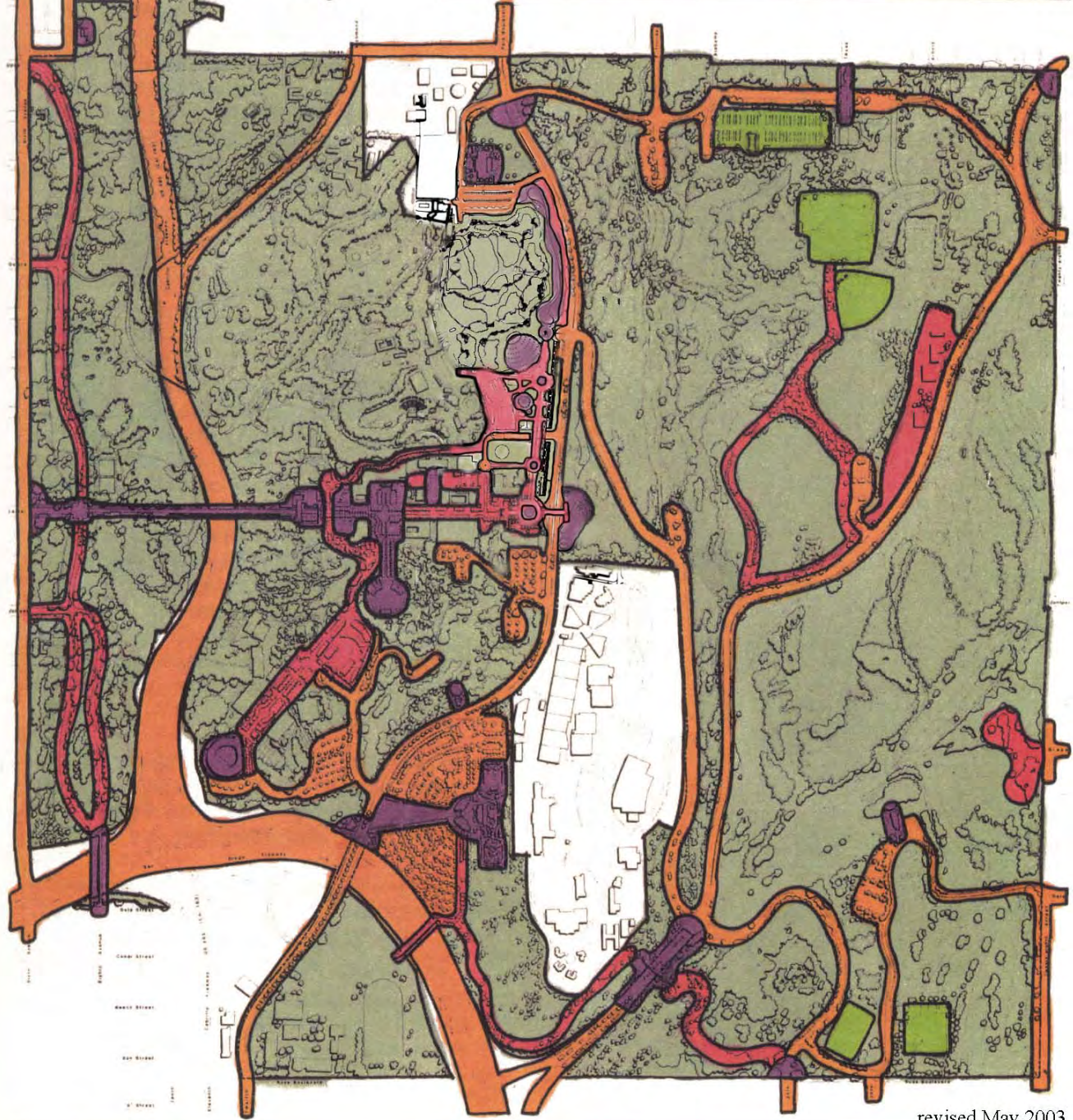
Figure 18

revised May 2003



ESTRADA Land Planning
MAY 20 1999

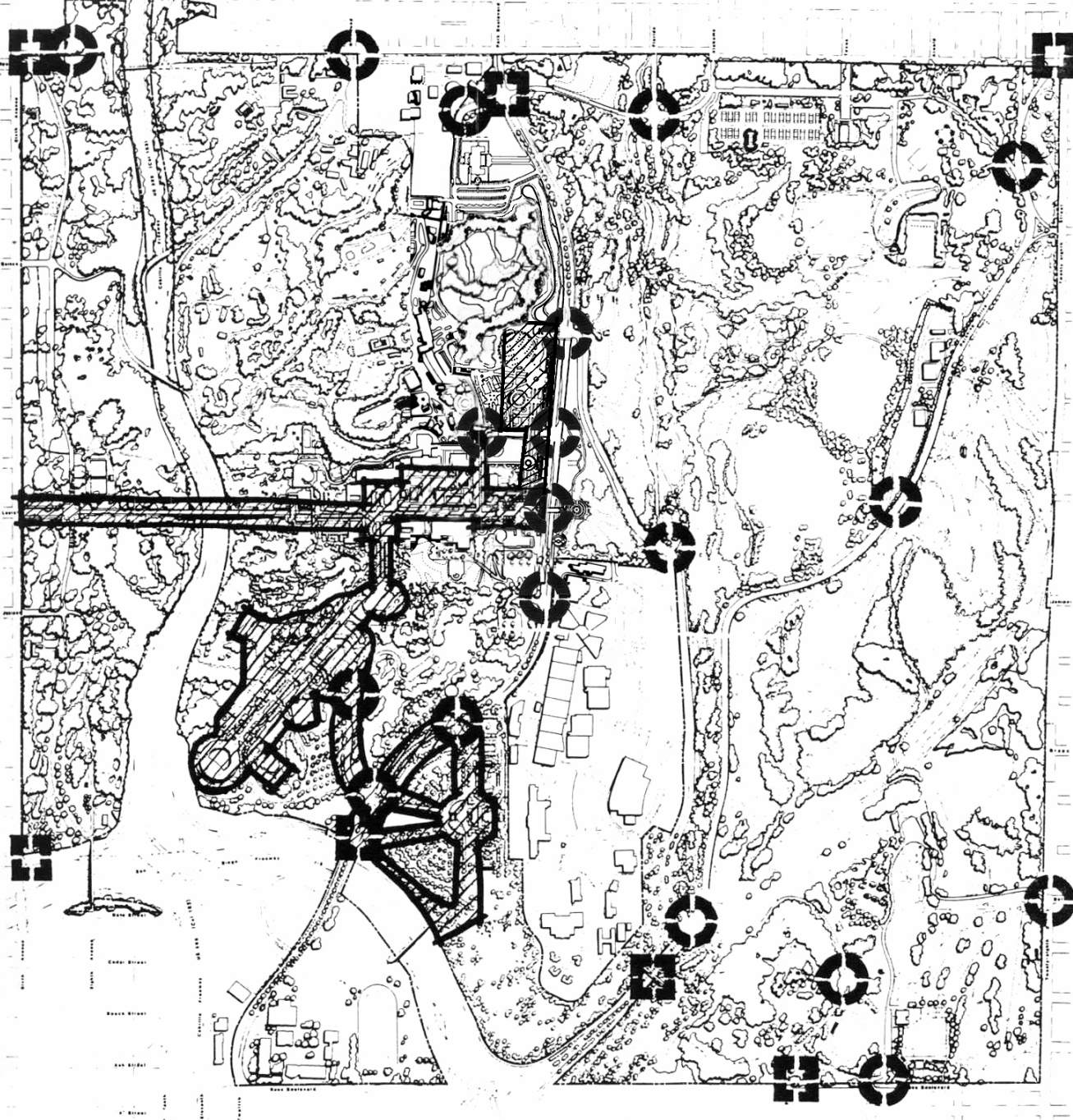

BALBOA PARK MASTER PLAN
CITY OF SAN DIEGO


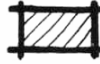





revised May 2003

<p>LEGEND</p> <table style="width: 100%;"> <tr> <td style="width: 50%; text-align: center;"> PRINCIPAL SECURITY LIGHTING AREAS*</td> <td style="width: 50%; text-align: center;"> STREET AND PARKING LOT LIGHTING AREAS</td> </tr> <tr> <td style="text-align: center;"> AESTHETIC LIGHTING AREAS</td> <td style="text-align: center;"> SPORT FACILITY LIGHTING AREAS</td> </tr> </table>	 PRINCIPAL SECURITY LIGHTING AREAS*	 STREET AND PARKING LOT LIGHTING AREAS	 AESTHETIC LIGHTING AREAS	 SPORT FACILITY LIGHTING AREAS	<p>*NOTE: SECURITY LIGHTING SHALL BE PROVIDED THROUGHOUT THE PARK. THIS MAP INDICATES AREAS OF HIGHER INTENSITY SECURITY LIGHTING.</p> <div style="border: 1px solid black; padding: 5px; width: fit-content;"> <p>Figure 19</p> </div> <div style="text-align: right;">   </div> <p style="text-align: right; font-size: small;">ESTRADA Land Planning MAY 26, 1999</p>
 PRINCIPAL SECURITY LIGHTING AREAS*	 STREET AND PARKING LOT LIGHTING AREAS				
 AESTHETIC LIGHTING AREAS	 SPORT FACILITY LIGHTING AREAS				
<p>EXTERIOR LIGHTING CONCEPTS</p>					


BALBOA PARK · MASTER PLAN ·
CITY OF SAN DIEGO



LEGEND		revised May 2003	Figure 20
	ENTRY SIGNAGE		
	SUB-AREA SIGNAGE		
SIGNAGE CONCEPTS		 ESTRADA Land Planning <small>MAY 26 1999</small>	

Develop northeast corner of the park	
Signage	0.5
Complete Rose Garden	0.55
Miscellaneous Minor Improvements at \$250,000 per year	0.15
Close Florida Drive, implement Florida Canyon Master Plan	1.25
<u>Landscape Zoo parking lot</u>	
Total Phase I	1.0
	<u>(By Zoo)</u>
	\$50.35 Million

Phase IV: FY 2004 – FY 2008

OBJECTIVES:

Reduce vehicle – pedestrian conflicts

Actions:

Consider closing Cabrillo Bridge to automobile traffic if transit, off-site parking, and shuttle system are adequately serving the Park. Build Park Promenade, parking structure, and greenbelt.

IMPROVEMENTS:

COST IN
MILLIONS

- Tram system	1.0
- Central Mesa-East Mesa pedestrian/bicycle bridge	1.1
- Expand House of Pacific Relations	0.6
- Rehabilitate War Memorial Building/ add therapeutic pool	0.7
- Eighth Avenue pedestrian/bicycle bridge	1.2
- Reclaim water tank area	0.5
- Miscellaneous minor improvements at \$250,000 per year	1.25

TOTAL PHASE IV = \$6.35 Million

GRAND TOTAL PHASES = \$100.2 MILLION (1989 PLAN)

Phase IV - Amendment in 2003

Park Boulevard Promenade, Park Boulevard greenbelt, parking structure, plazas \$207.5 million (2003 dollars)

Project descriptions, scheduling and cost estimates are preliminary and are subject to change with the approval of the City Council.

RESOLUTION NUMBER R-299085

ADOPTED ON APRIL 13, 2004

WHEREAS, the San Diego Zoological Society of San Diego, Permittee, filed an application with the City of San Diego for a Site Development Permit [SDP 48083] to construct the Park Boulevard Promenade Project, located west of Park Boulevard in the Central Mesa Precise Plan area of Balboa Park; and

WHEREAS, on January 15, 2004, the Planning Commission of the City of San Diego considered Site Development Permit No. 48083 voted to recommend City Council approval of the permit; and

WHEREAS, the matter was set for public hearing on April 13, 2004, testimony having been heard, evidence having been submitted, and the City Council having fully considered the matter and being fully advised concerning the same; NOW, THEREFORE,

BE IT RESOLVED, by the City Council of the City of San Diego, that it adopts the following findings with respect to Site Development Permit No. 48083:

A. SITE DEVELOPMENT PERMIT.

1. The Proposed Development Will Not Adversely Affect The Applicable Land Use Plan. The proposed Park Boulevard Promenade Project [Project] is located near the center of Balboa Park [Park] and lies within and is subject to the Balboa Park Master Plan [Master Plan] and the Central Mesa Precise Plan [Precise Plan]. With the adoption of the proposed amendments to the Master Plan and Precise Plan, the Project would not result in a land use which is inconsistent with the adopted plan designations for the site or conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project.

The Project is consistent with the goals, policies and recommendations set forth in the Master Plan and the Precise Plan including: (I) improving internal circulation, avoiding automobile and pedestrian conflicts and creating a pedestrian-oriented environment; (ii) preserving and increasing free and open parkland; (iii) preserving and expanding recreational opportunities in the Park; and (iv) preserving and protecting historical resources in the Park.

The Project would not result in a conflict with applicable goals, policies, and recommendations relating to circulation movements, including impacts on existing vehicular access and internal circulation, pedestrian circulation and public transit within the Park. Project-related alterations to the internal circulation of the Park would be consistent with the Master Plan goals of making the Park a more pedestrian-orientated environment, reducing automobile and pedestrian conflicts, and minimizing through traffic. The Project would also be consistent with the Precise Plan with regard to the goals for pedestrian circulation and would improve the pedestrian connection on the west side of Park Boulevard through the provision of greenbelt and meandering walkway. The Project would increase transit accessibility to the Park by accommodating alternative transportation at the transportation center in the parking structure.

With respect to free and open parkland, the Project would not result in a conflict with the goals, policies, and recommendations of the Master Plan or Precise Plan. The Project would result in a net increase of free and open parkland and would not affect accessibility to other adjacent open public parkland. Consequently, the Project would be consistent with the Master Plan goal of preserving, enhancing, and increasing free and open parkland.

With respect to recreational resources, the Project would not result in a conflict with the goals, policies, and recommendations of the Master Plan or Precise Plan. The Project includes the development of numerous recreational resources, including: the Zoo, Miniature Train, Carousel, new Park Boulevard greenbelt, and useable public open space, such as lawns and plazas, which would be consistent with the Master Plan goal of preserving and enhancing active and passive recreational uses in the Park.

With respect to historical resources, the Project would not result in significant impacts to the National Historic Landmark [NHL] buildings and structures. The proposed project does not propose any changes to NHL properties save to implement reopening former entrances into Spanish Village - recommendations already in the Precise Plan. A portion of the proposed promenade and the western terminus of the relocated pedestrian bridge would be located within the NHL. However, there would be no direct or indirect impacts, because the design, feeling, setting, and location of the proposed promenade would conform to the National Park Service guidelines for new construction within National Historic landmarks and the U.S. Secretary of Interior's Standards for the Treatment of Historic Properties, Standards for Rehabilitation. The Project would affect two - the Carousel and Miniature Train, and would have the potential to result in a significant impact to these historical resources. However, such impacts are mitigated to below a level of significance through implementation of required mitigation measures called for in the EIR and through compliance with the City's Historical Resources Regulations. Consequently, the Project is consistent with the Master Plan policy of preserving, maintaining, and enhancing contributing elements to the local and national historic resources.

Therefore, the Project would not result in a conflict with or adversely impact the relevant goals, policies, and recommendations of the Master Plan and Precise Plan.

2. The Proposed Development Will Not Be Detrimental To The Public Health, Safety, and Welfare. The effect of the Project is to improve vehicular and pedestrian circulation and access to the Park and to enhance recreational resources in the Park. The Project will improve public health and safety by improving internal circulation in the Park, reducing automobile and pedestrian conflicts, improving vehicular access and improving public transit in the Park. According to the City's Police and Fire Departments, current police and fire protection in the Park area would be adequate to serve the proposed project, and no additional police or fire services would be required. Therefore, no significant impact to public services would occur from the proposed project. In addition, all Uniform Building, Fire, Plumbing, Electrical and Mechanical Codes and City, state and federal regulations governing the construction and continued operation of development apply to this Project to prevent adverse affects to those persons or properties in the vicinity.

Therefore, the Project and proposed development will not be detrimental to the public health, safety, and welfare.

3. The Proposed Development Will Comply With The Applicable Regulations Of The Land Development Code. The Project will comply with all applicable regulations of the Land Development Code, including the Historical Resources Regulations. The Historical Resources Regulations would apply to the relocation of the Carousel and the Miniature Train, as well as the portions of the proposed project located within the designated National Historic Landmark. As described in Section 143.0251(c) of the Historical Resources Regulations, development affecting designated historical resources or historical districts shall, as a condition of the project approval, provide full mitigation for the impact to the resource, in accordance with the Historical Resources Guidelines of the Land Development Code. As stated above, all potential impacts to historical resources are mitigated to below a level of significance through implementation of required mitigation measures, which are required as conditions of approval for the Project. Moreover, the existing and proposed uses are consistent with the Land Development Code provisions pertaining to publicly dedicated parkland which is designated as an Open Space-Park [OP] zone. The operation of zoological gardens (as a primary use) and public parking facilities (as an accessory or incidental use) are allowable uses within the OP zone designation. Finally, although there are no specific standards set forth in the Land Development Code with respect to land designated as an OP zone, the Project incorporates height, building scale, and setback requirements.

Therefore, the Project and proposed development will comply with the applicable regulations of the Land Development Code.

B. SUPPLEMENTAL SITE DEVELOPMENT PERMIT FINDINGS FOR RELOCATION OF DESIGNATED HISTORICAL RESOURCES – LDC SECTION 126.0504(h).

1. There Are No Feasible Measures, Including Maintaining The Resource On Site, That Further Minimize The Potential Adverse Affects On Historical Resources. There are no feasible measures that can further minimize the potential adverse affects on the Carousel and Miniature Train through their relocation. Relocating the resources would, in fact, result in their complete documentation, repair, and restoration through implementation of the required Mitigation, Monitoring and Reporting Program. Maintaining the resources on site would significantly reduce the ability of the project to provide the number of parking spaces required as a result of the conversion of the existing zoo parking lot to exhibit space and access/egress to the parking garage could not be taken at the Park Boulevard/Zoo Place intersection. This would have other potential transportation, circulation and land use conflicts with the existing Balboa Park Master Plan. Alternative parking garage locations analyzed in the Environmental Impact Report were found to be unreasonable and/or infeasible because of the potential adverse impacts to transportation/circulation, land use conflicts, and other historic resources such as the War Memorial Building.

2. The Proposed Relocation Will Not Destroy The Historical, Cultural, Or Architectural Values Of The Historical Resource, And The Relocation Is Part Of A Definitive Series Of Actions That Will Assure The Preservation Of The Designated Historical Resources. The Carousel and the Miniature Train are locally designated historic resources but are not within, nor do they contribute to, the National Historic Landmark status of the Park, and, they would not be relocated within the existing NHL boundary. Neither resource was built nor installed in the Park within the period of significance of the Landmark. Thus, relocating the Carousel and Miniature Train would not diminish the overall historic character of the Park.

Relocating the Carousel and Miniature Train would result in their complete documentation, report, and restoration through implementation of the required Mitigation, Monitoring and Reporting Program. Thus their relocation will result in a series of actions that will assure the preservation of the resources. The relocation will not destroy the historical, cultural, or architectural values of the Carousel and Miniature Train.

Carousels are designed to be moved and this one has already been relocated and this one has already been relocated at least three times.

With regard to a property that is designed to move or has been frequently moved during its historic use, the National Park Service recommends that the property must be located in a historically appropriate setting, retaining its integrity of setting, design, feeling, and association.

The Carousel would be moved approximately 300 feet southwest, adjacent to the Spanish Village. The proposed new location would enhance the setting, design, feeling, and association within Balboa Park by providing a more formally landscaped environment for the ride. The Carousel would remain in the same general location within Balboa Park that has been familiar to San Diegans for the last 80 years. The new location would be somewhat more intimate with

closer proximity to landscaping and the exterior facade of Spanish Village than currently exists. This would change the ability to view the barn at a distance, but the setting to the enclosed Carousel itself would not change. It would also become a more integral part of the Balboa Park experience by its proximity to the major pedestrian access way that would be the proposed Park Boulevard Promenade. The experience of the ride would change little because the Carousel operates within the barn-like structure. The Carousel and ticket booth would be preserved in the same orientation to each other in their new locations as in their existing location. Although the outer housing has been modified in the past, the current appearance of the outer housing would also be reproduced in the new location. The integrity of setting, design, feeling, and association would be retained at the new location.

With regards to the miniature train, the project would move the train to the north of Zoo Place along the west side of Park Boulevard. Relocation would have an impact on the location, setting, and feeling of the resource. However, the integrity of the train's design, setting, and feeling has been altered over time with changes to the alignment, landscaping, physical appearance and hardware. Project mitigation includes; landscaping at the new location to approximate the park-line feeling and setting; documentation of the existing layout, landscaping plan and appearance; signage, incorporation of original ride elements into the new location design including a tunnel and viewing opportunities to watch and photograph passengers. With these mitigation measures, the new location of the train will have a similar design, setting and feeling as the historic location. The train will also continue its historical function of providing an active recreational amenity within Balboa Park.

3. There Are Special Circumstances Or Conditions Apart From The Existence Of Historical Resources, Applying To The Land That Are Peculiar To The Land And Are Not Of The Applicant's Making, Whereby The Strict Application Of The Provisions Of The Historical Resources Regulations Would Deprive The Property Owner Of Reasonable Use Of The Land. The special circumstance that applies in this instance is that the project is located on public land in the city's most significant and historic park where any determination of reasonable use of the land is a public policy issue undertaken by the city Council with full knowledge and public disclosure of the issues, trade-offs, necessary regulations, mitigation measures and protection of public resources. Because the Zoological Society wishes to expand the area that is used for exhibiting animals by converting the majority of the existing zoo parking lot (their lease area) into exhibit space. This creates a requirement to address both the parking needs of the Zoo and other park institutions. To address these needs, the city council must approve amendments to the Balboa Park Master Plan and Central Mesa Precise Plan in order to provide the appropriate policy guidance as to how this replacement parking is to be sited, designed, and developed.

There is limited land available in Balboa Park and these alternatives available for locating replacement parking given the existing public policy restrictions on development within the park.

Constructing the Park Boulevard Promenade, Project, as proposed, addresses other existing goals and recommendations of the master and precise plans such as: providing a better pedestrian linkage between the Zoo entrance and the Prado; reducing traffic/pedestrian conflicts.

The public nature of the Park, the nature, and restrictions on citing development in the park and lease arrangements within the park are special circumstances applying to the land which are not of the applicant's making. Not allowing the relocation of the two locally designated historic resources further forecloses the options and alternatives available to the city council to address a major public policy issue.

The above findings are supported by the minutes, maps and exhibits, all of which are herein incorporated by reference.

BE IT FURTHER RESOLVED, that the recommendation of the Planning Commission is sustained, and Site Development Permit No. 48083 is granted to the Zoological Society of San Diego, Permittee, under the terms and conditions set forth in the attached permit which is made a part of this resolution.

APPROVED: CASEY GWINN, City Attorney

By _____
Prescilla Dugard
Deputy City Attorney

PD:dm
04/16/04
Or.Dept:Dev.Svcs.
R-2004-1092