



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: June 1, 2012 REPORT NO. PC-12-014

ATTENTION: Planning Commission, Agenda of June 7, 2012

SUBJECT: BALBOA PARK PLAZA DE PANAMA PROJECT

REFERENCES: Report to Planning Commission No. PC-12-042 (Informational Item)

<http://www.sandiego.gov/planning-commission/pcreports/2012/pdf/pcreports12-042-120503.pdf>;

Report to Planning Commission No. 10-099 (Attachment 14)

<http://www.sandiego.gov/planning-commission/pcreports/2010/pdf/10099.pdf> and Planning Commission Resolution No. 4640-PC (Attachment 15) Initiation of Amendments to the Balboa Park Master Plan and Central Mesa Precise Plan);

Park and Recreation Board Report No. 101 dated May 9, 2012

<http://www.sandiego.gov/parkandrecboard/pdf/prbr120509balboapar-kplazadepanamacirculationandparkingstructureproject.pdf>;

Historic Resources Board Report No. 12-036

<http://www.sandiego.gov/planning/programs/historical/pdf/reports/hrb12036mtng12051801.pdf>; and

Environmental Impact Report No. 233958 (can be viewed online via

<http://www.sandiego.gov/planning/programs/historical/agendas/board2012.shtml>).

OWNER/

APPLICANT: Plaza de Panama Committee and City of San Diego (Attachment 22)

SUMMARY

Issues - Should the Planning Commission recommend approval of the Balboa Park – Plaza de Panama, Circulation and Parking Structure project located in the Central Mesa area of Balboa Park?

Staff Recommendation

1. **Recommend Certification** of the Environmental Impact Report for the Plaza de Panama Project, Project No. 233958, and **Adoption** of the Mitigation, Monitoring and Reporting Program, and the Applicant's Findings and Statement of Overriding Considerations; and
2. **Recommend Approval** of Balboa Park Master Plan and Central Mesa Precise Plan Amendments No. 837847 and Site Development Permit No. 837848.

Other Recommendations

On November 9, 2011 the Centre City Advisory Committee voted (12-7-3) to recommend approval of the Project as proposed by the Plaza de Panama Committee with conditions (Attachment 18).

On February 16, 2012 the Uptown Planners voted (9-5-1) to recommend approval of the Project as proposed by the Plaza de Panama Committee without conditions (Attachment 19).

On July 13, 2011 the Greater Golden Hill Planning Committee voted (10-3-0) to oppose the proposed "bypass bridge" proposed by the Project. On March 14, 2012 the Greater Golden Hill Planning Committee voted (8-5-2) to recommend denial of the Project with conditions (Attachment 20).

On April 12, 2012 the Mayor's Committee on Disability voted (7-0-0) to recommend approval of the Project without conditions.

On April 17, 2012 the North Park Planning Committee voted (11-1-0) to recommend denial of the Project without conditions (Attachment 21).

On May 3, 2012 the Balboa Park Committee voted (7-4-1) to recommend approval of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and recommend approval of the Site Development Permit without conditions.

On May 9, 2012 the Design Review Committee of the Park and Recreation Board voted (5-4-1) to recommend approval of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and recommend approval of the Site Development Permit without conditions.

On May 17, 2012 the Park and Recreation Board voted (5-4-1) to recommend denial of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and Site Development Permit.

On May 18, 2012 the Historic Resources Board voted (8-0-0) to recommend denial of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and Site Development Permit.

Code Enforcement Impact - None with this action.

Housing Impact - The proposed project would primarily consist of improvements related to pedestrian and vehicle circulation and would not result in the removal of existing dwelling units, the creation of new dwelling units, or a net gain in dwelling units within the area.

Fiscal Impact - The entire Project is anticipated to cost approximately \$40 million. If implemented, the Plaza de Panama Committee, a recognized 501(c)(3) non-profit organization, would fund a majority of the proposed Project. The parking structure portion of the project would be funded by a self-supporting revenue bond in the amount of \$14 million. A portion of the revenue generated from the parking structure would be applied toward payment of the bond.

The remaining portion of the revenue generated by the proposed parking structure would be applied toward maintenance and operation of the parking structure and a tram that would run between the parking structure and the Plaza de Panama.

The City's Park and Recreation Department would be responsible for maintaining other improvements proposed for the Project. A majority of these improvements would be improvements to existing park facilities such as enhanced paving, enhanced landscaping and new light fixtures. However there are new improvements that would add to the long-term maintenance costs of Balboa Park. These elements include, but are not necessarily limited to, the following:

- Centennial Bridge and Centennial Road
- Plaza de Panama water features
- Pedestrian bridge south of the House of Charm
- Extended Palm Canyon boardwalk
- Additional site furniture (benches, trash receptacles, light standards, etc.)
- Visitor Center and restroom at Organ Pavilion parking structure
- Organ Pavilion parking structure roof-top park (2.2 acres)

Annual costs are anticipated to be \$350,000 with a one-time equipment cost of \$27,000. These costs would include staff, supplies, additional irrigation water and electricity.

Environmental - Environmental Impact Report (EIR), Project No. 233958, has been prepared for the Project in accordance with State of California Environmental Quality Act (CEQA) Guidelines. A Mitigation, Monitoring and Reporting Program has been prepared which will reduce, to below a level of significance, some potential impacts identified in the environmental review process. The applicant has also provided their proposed Findings and Statement of Overriding Considerations for significant and unmitigable impacts.

BACKGROUND

Balboa Park is located in the heart of San Diego, immediately north of the downtown area. The Park is surrounded by the communities of Golden Hill, North Park, Uptown and Centre City. Balboa Park is one of the City’s largest developed parks at 1,172 acres and is host to numerous passive and active recreational activities, cultural and educational institutions, and special events. Over 12 million visitors come to Balboa Park each year to enjoy the diversity the park has to offer.

Development, maintenance and management of Balboa Park are governed by the Balboa Park Master Plan (BPMP), the Central Mesa Precise Plan (CMPP), the East Mesa Precise Plan (EMPP) and subsequent amendments to these documents. The BPMP is a part of the City’s Progress Guide and General Plan (General Plan), and implements land use policies for Balboa Park. Therefore, amendments to the Master Plan and its Precise Plans must follow the Land Use and Community Planning Element of the General Plan.

The BPMP was adopted by City Council on July 25, 1989 (Resolution No. R-274090). The BPMP addresses the entirety of Balboa Park and provides general guidelines for development. The CMPP was adopted by City Council on October 20, 1992 (Resolution R-280920) and addresses the central portion of the Park in greater detail.

In his January 2010 State of the City Address, Mayor Jerry Sanders indentified the restoration of the Plaza de Panama as a signature project for the City to complete in advance of the centennial celebration of Balboa Park beginning in December 2014. In an effort to achieve this goal, Mayor Sanders has solicited the guidance and support of the community under the leadership of Dr. Irwin Jacobs. The Plaza de Panama Committee, a 501(c)(3) non-profit entity, has been established to raise funds and coordinate efforts necessary to meet the December 2014 deadline. The Plaza de Panama Committee has retained a consultant team to work with community groups and Park stakeholders, and prepare designs and documentation required to implement the project.

On October 21, 2010 the City of San Diego Planning Commission voted unanimously to initiate amendments to the BPMP and CMPP to further evaluate the project proposal (Planning Commission Resolution 4640-PC).

Since plan amendment initiation, the Plaza de Panama Committee and its consultant team have attended numerous meetings with Park and Recreation and community planning advisory bodies. As the officially recognized planning group for Balboa Park, the Balboa Park Committee has conducted workshops at most of its meetings in the past 18 months. Some of these meetings include the following:

- Balboa Park Committee 18 Meetings
- Park and Recreation Board (P&R Board) 3 Meetings
- P&R Board’s Design Review Committee 2 Meeting
- Historical Resources Board (HRB) 7 Meetings
- HRB’s Design Assistance Subcommittee 1 Meeting
- North Park Planning Committee 4 Meetings

- Uptown Planners 5 Meetings
- Greater Golden Hill Planning Committee 3 Meetings
- Centre City Advisory Committee 3 Meetings
- Mayor's Committee on Disabilities 2 Meetings

In addition to meetings with recognized advisory bodies, the Plaza de Panama Committee and its consultant team have met with numerous Balboa Park stakeholders. There have been approximately 57 meetings with Balboa Park institutions and organizations such as House of Hospitality, House of Pacific Relations, Museum of Man, the Spreckels Organ Society and The Old Globe Theatre. There have been approximately 50 outreach meetings to other community groups, City Council members, and City committees.

1. An amendment to the Balboa Park Master Plan is requested for proposed changes required to implement the Circulation and Parking Structure components of the project (Attachment 12).
2. An amendment to the Central Mesa Precise Plan is requested for proposed changes required to implement the Circulation and Parking Structure components of the project (Attachment 13).
3. A Site Development Permit (SDP) is requested due to the presence of Environmentally Sensitive Lands in the form of steep hillsides, and for modifications to designated historical resources located in a Historic District that are not consistent with the U.S. Secretary of the Interior's Standards (Attachment 10 and Attachment 17).

Amendments to the BPMP and CMPP are required to implement several components of the Project.

- The BPMP and CMPP route traffic along El Prado through the Plaza de Panama, along the west side of the Mall and to a new roadway that would be routed south of the Organ Pavilion and connect with Presidents Way. The Project removes traffic from El Prado, the Plaza de Panama and the Mall, and instead re-routes traffic around the core of the park on the proposed Centennial Bridge and Centennial Road.
- The Project proposes changes to the design of the Plaza de California, El Prado, the Plaza de Panama, the Mall and Pan American Road East (also called the Pan American Promenade).
- The Project proposes a design for the Organ Pavilion parking structure and roof-top park, which are not included in the current BPMP and CMPP.
- The Project proposes a more specific design for the Alcazar parking lot; Centennial Bridge and Centennial Road that are not included in the current BPMP and CMPP.

The Project is a Process 5 City Council decision due to the requests for amendments to the BPMP and CMPP, and the requirement for an SDP.

PROJECT DESCRIPTION

PROJECT OBJECTIVES

The underlying purpose of the Balboa Park Plaza de Panama, Circulation and Parking Structure Project is to restore pedestrian and park uses to the Central Mesa and alleviate pedestrian/vehicular conflicts (defined as vehicles and pedestrians crossing the same area at potentially the same time). To achieve this underlying purpose, six primary objectives are envisioned:

- Remove vehicles from the Plaza de Panama, El Prado, Plaza de California, the Mall (also called “the Esplanade”), and Pan American Road East while maintaining public and proximate vehicular access to the institutions which are vital to the park’s success and longevity.
- Restore pedestrian and park uses to El Prado, Plaza de Panama, Plaza de California, the Mall, and re-create the California Garden behind the Organ Pavilion.
- Improve access to the Central Mesa through the provision of additional parking, while maintaining convenient drop-off, disabled access, valet parking, and a new tram system with the potential for future expansion.
- Improve the pedestrian link between the Central Mesa’s two cultural cores: El Prado and the Palisades.
- Implement a funding plan including bonds that provides for construction of a self-sustaining paid parking structure intended to fund the structure’s operation and maintenance, the planned tram operations, and the debt service on the structure only.
- Complete all work prior to January 2015 for the 1915 Panama-California Exposition centennial celebration.

PROJECT OVERVIEW

The various components of the project are listed below and a detailed description of each component is included.

1. Plaza de Panama
2. El Prado and Plaza de California
3. Centennial Bridge and Centennial Road
4. Alcazar Parking Lot
5. The Mall and Pan American Promenade
6. Parking Structure, Roof-top Park, Tram and Arizona Street Landfill

Presently, vehicles entering the Park from the west proceed across the Cabrillo Bridge/El Prado and enter the core through Plaza de California. Traffic flows along El Prado and then into Plaza de Panama, where limited parking is available. Cars may then continue south toward the Alcazar parking lot or the Organ Pavilion parking lot via Pan American Road.

The basic concept of the project is to remove vehicular access and parking from the Plaza de Panama, El Prado, Plaza de California, the Mall, and Pan American Road East. This would allow these areas to be pedestrian only, as well as reclaim additional park acreage for visitor usage. Traffic would be routed via a two-way circulation pattern. A new two-way bridge, "Centennial Bridge," would connect the eastern end of Cabrillo Bridge to the western side of the Alcazar parking lot. At that point the new two-way "Centennial Road" would flow through the Alcazar parking lot, exiting to the east; then continuing to the south where vehicles can access the new Organ Pavilion parking structure via two entry ramps, also connecting into Presidents Way. A tram would provide service from the parking structure to the Plaza de Panama. Existing one-way access along Pan American Road West and Pan American Place would continue to be restricted to authorized and emergency vehicles only.

DESCRIPTION OF PROJECT COMPONENTS

Plaza de Panama

The historic use of the Plaza de Panama during both the 1915–16 and 1935–36 Expositions was pedestrian open space. During these two periods the Plaza was completely open for pedestrian circulation, marching bands, exhibits, and special events. Parking was initially introduced in the Plaza after the first exposition. It is believed that the Plaza surface was decomposed granite impregnated in an asphaltic base. Originally, the Plaza was defined by five temporary buildings designed by renowned architect Bertram G. Goodhue in the Spanish Colonial Revival style.

Of the five "temporary" buildings constructed for the expositions, only the two southernmost buildings survive (as reconstructions): the House of Charm (1996) and the House of Hospitality (1997). The building on the north end is the 1926 San Diego Museum of Art, which replaced the 1915 Sacramento Valley Building. The other two buildings on the northern portion on the Plaza are non-historic: the Timken Museum of Art (1964) and the San Diego Museum of Art Auditorium and Sculpture Garden (1965). These later two buildings were built in Modernist styles.

During the 1935–36 California Pacific International Exposition, two large reflecting pools and a ceremonial arch were added in the Plaza, parking was eliminated, and the Plaza (at least at the edges) was once again returned to pedestrian use. After 1936, the reflecting pools and arch were removed, and parking and vehicular circulation again returned to the Plaza. In the existing condition, the majority of the Plaza is used for parking (54 cars) with vehicle traffic in the south and central areas. Currently, pedestrian access across the Plaza conflicts with vehicular traffic and the center of the Plaza is cut off from pedestrian use by a traffic circle and parking aisles. Under the proposed project, parking and vehicle circulation would be removed from the Plaza de Panama and the Plaza would be redesigned with enhanced paving, shade trees, movable tables and chairs, 1915 replica lighting, and other amenities, such as the shallow reflecting pools, that can be turned off to accommodate large events and festivals. The Plaza would incorporate shade trees along the eastern and western sides of the Plaza, with the central portion of the Plaza remaining mostly open for flexibility. The fountain located in the center of the Plaza would be retained and is incorporated into the project. The landscaping, site furniture, water features, lighting, and signage are described further in the Landscaping section.

El Prado and Plaza de California

El Prado

The Plaza de California is a small plaza encircled by the California Building. El Prado is the primary east-west circulation element that runs through the Central Mesa, from Sixth Avenue to the Plaza de Balboa. Historic photographs show visitors strolling along El Prado, framed by long arcades, decorative street lights, and neatly manicured Black Acacia trees.

Immediately after the 1915–16 Exposition, vehicular traffic took over El Prado, and traffic has continued to flow from the Cabrillo Bridge east through the Plaza de California and along El Prado ever since. The only exception to this was during the 1935-36 Exposition when only pedestrians and shuttle buses were allowed.

In the existing condition, Cabrillo Bridge/El Prado is the only access to the Park from the west, and the heavy use of the roadway by vehicular traffic influences both the form and function of this axis. The project would allow only pedestrian use in the El Prado. Note that automobiles were removed from El Prado east of the Plaza de Panama in the 1970s. The Prado west of Plaza de Panama still carries automobile traffic.

Plaza de California

The Plaza de California was historically used as a pedestrian square during the 1915-16 Exposition, and later during the 1935-36 Exposition. Vehicular use of El Prado currently limits this use. Vehicle traffic would be removed from El Prado to allow pedestrians to access the main axis of the Park.

Centennial Bridge and Centennial Road

Centennial Bridge

The Centennial Bridge and Centennial Road are proposed to reconfigure vehicular traffic flow and enable the Plaza de California, west El Prado, Plaza de Panama, and the Mall to be dedicated to pedestrians. The Centennial Bridge would be 44 feet wide (edge-to-edge), with two 14-foot-wide vehicular travel lanes for two-way traffic. There would also be an 8-foot wide walkway on the outer radius for pedestrians, separated from vehicles by a traffic barrier. The Centennial Bridge, as proposed, is 405 feet long from Cabrillo Bridge to the Alcazar parking lot, would span 345 feet between the abutments, and would be supported by six rectangular shaped columns, with approximately 50 feet spacing between columns.

The Centennial Bridge would require removal of approximately 70 linear feet of the existing railing and sidewalk at the east end of the Cabrillo Bridge and would have an expansion joint where it connects to the Cabrillo Bridge making the two structures independent from one another; meaning that no forces would be transferred from one bridge to the other, ensuring the Centennial Bridge would have no direct structural effect on the Cabrillo Bridge. The Centennial Bridge would continue eastward across Cabrillo Canyon around the southwest corner of the Museum of Man. The bridge would be curved, would span the existing canyon (60 feet in height

at the deepest point of the canyon), and then connect to the Alcazar parking lot. At this point, it would be at a slightly higher elevation than the Cabrillo Bridge. The bridge would be separated from the southwest corner of the California Building by 55 feet.

The Centennial Bridge would be constructed of concrete and designed to minimize its overall depth/size and the visibility. The bridge, abutments, and columns are designed to be simple and thin.

Centennial Road

The Centennial Road would consist of two lanes measuring 28 feet (14 feet each) in width, and would connect the Alcazar parking lot to the new Organ Pavilion parking structure and continue on to Presidents Way. The proposed alignment would follow the existing drive that connects Pan American Road with the Alcazar parking lot for a portion of its length. The Centennial Road is proposed to drop down and become grade separated in order to allow vehicles to pass below the pedestrianized Pan American Road to access the east side of the new underground parking structure.

To accomplish this, the Centennial Road would traverse the edge of Palm Canyon and the southerly portion of the proposed Centennial Road would encroach upon the ornamental plantings within Palm Canyon. Accordingly, the proposed project would realign and extend the 1970s Palm Canyon Walkway which is an existing raised wood pedestrian path that connects the Alcazar parking lot with the Mall. The project would extend the existing walkway from its current terminus to the International Cottages. The new addition would intersect with the existing walkway and would curve through and around the existing palms.

Alcazar Parking Lot

The Alcazar parking lot currently contains 136 total parking spaces including 5 Americans with Disabilities Act (ADA) spaces. This parking lot would be reconfigured to provide drop-off, loading, valet stacking, and disabled access parking. The lot would be reconfigured to accommodate the relocated ADA spaces from the Plaza de Panama and would include a total of 32 ADA spaces as well as a passenger drop-off area adjacent to Alcazar Garden.

In addition, approximately 18 valet stacking spaces would be located along the southern and eastern edges of the parking lot, which would approximately double the current capacity for valet services. A small valet booth and linear wood log pergola structure associated with the valet services would be located along the eastern edge of the parking lot.

For those visitors utilizing the drop-off, valet and/or disabled parking spaces, the reconfigured Alcazar parking lot would serve as the entry point into the Central Mesa; either through the adjacent Alcazar Garden or via a new ADA compliant pedestrian walkway behind the House of Charm. The drop-off area would allow cars to pull out of the flow of traffic and stop without blocking traffic. The existing sidewalk adjacent to the Alcazar Garden would be widened to provide a more generous entry plaza. Disabled visitors and those using the valet service or being dropped off would be able to access El Prado through the Alcazar Garden as they do today.

In the southwest corner of the parking lot, a new set of stairs would be added to provide access into the archery range, and a small single fixture restroom would replace the existing restroom/storage building which is to be demolished. A small trash enclosure would be provided adjacent to the restroom.

In addition, the project would include a raised pedestrian bridge and walkway along the rear (south) side of the House of Charm/Mingei Museum. The House of Charm pedestrian bridge/walkway would be a concrete structure with a stucco or light sand finish, in order to be compatible with the House of Charm. The bridge railing would be steel, powder-coated dark olive green similar to the existing arcade railing adjacent to the House of Charm. The new walkway would provide direct ADA compatible pedestrian access from the Alcazar parking lot to the Plaza de Panama through the arcade adjacent to the House of Charm; but would be designed such that it would span the Museum loading area.

The Mall and Pan American Promenade

Pan American Road/Pan American Road East (as it is denoted in the *Thomas Guide*) is the segment of street that connects the Plaza de Panama to Presidents Way. The portion of Pan American Road consisting of the roadway and landscaped median between the Plaza de Panama and the Spreckels Organ Pavilion is referred to as “The Mall.” The Mall and Pan American Road East are currently used to provide vehicular connection around the Organ Pavilion to Presidents Way and Park Boulevard.

The project would reroute vehicle traffic to the Centennial Road west of the Mall. This would enable the Mall to be re-proportioned to recall the historic design by widening the median lawn, removing non-historic walkways, and re-establishing the historic tree and street light pattern, while accommodating managed vehicle use (tram and emergency or special event vehicles only).

Pan American Road East would be converted to a promenade that would provide a tram and pedestrian route connecting the Mall to the Organ Pavilion, the Palisades, and the park atop the underground parking structure. This tram and pedestrian route is identified in the CMPP as the “Pan American Promenade” and will be referred to as such throughout this report. As previously discussed, the Centennial Road would allow vehicles to pass below Pan American Promenade to access the east side of the new underground parking structure discussed below. The Promenade would be shared with a new tram system, which would shuttle visitors from the new parking structure to the Plaza de Panama.

Organ Pavilion Parking Structure, Roof-top Park, Tram, and Arizona Street Landfill

Parking Structure

The existing Organ Pavilion surface parking lot is southwest of the Spreckels Organ Pavilion. The project would construct a new underground parking structure with approximately 797 parking spaces on three levels with a 2.2-acre roof-top park. This proposal would result in a net gain of approximately 260 parking spaces for the Central Mesa.

Making use of the sloped site, the southeast elevation of the structure would be open to allow for natural light and ventilation, thereby reducing the need for mechanical ventilation equipment. During construction of the parking structure, three of the four large Torrey Pine trees behind the Organ Pavilion would be protected. The fourth would be evaluated by a certified arborist for structural integrity, as it is currently leaning toward the Organ Pavilion. This tree would not be impacted by the project, but may need to be removed to protect the historic Organ Pavilion and to alleviate safety concerns.

Vehicle access would be grade separated from the pedestrian and tram traffic running along the reconfigured Pan American Promenade. The vehicle road (Centennial Road) would continue below grade along the northeast side of the structure, and at grade but below the top level of the parking structure along the southeast side, to Presidents Way and Park Boulevard. A proposed 150-foot-long deck over Centennial Road would provide pedestrian and tram access to the Organ Pavilion and northward to the Mall. Vehicle access to and from the new structure would be provided from two points of entry on the east side of the structure from the new Centennial Road.

Users arriving from both the west (via the Cabrillo Bridge) and the east (via Presidents Way) could both access the facility. The parking structure would have entrance, exit, internal circulation, and revenue control equipment.

Roof-top Park

Where the existing surface parking lot exists, a new roof-top park would include the re-created “California Garden” and an open lawn. The roof-top park would contain a central elevator courtyard with a large open air trellised pavilion around it. On the northeast corner of the roof-top park would be a new public restroom approximately 1,385 square feet in size, to replace the 1990s restroom being removed near the International Cottages. A second small restroom would be provided adjacent to the new visitor center (1,400 square feet) which would be located on the southwest corner. Tram stops would be located adjacent to the central elevator core and the visitor center. Each stop would include seating for waiting tram users.

Tram

Trams were introduced in conjunction with both expositions. The 1915 trams consisted of a small tractor pulling trailers with back-to-back benches. The tram system used in 1935 was motorized, hinged buses. In the existing condition, the Balboa Park tram system, the “red trolleys,” is a free intra-park tram system operated by Old Town Trolley Tours of San Diego contracted to the City of San Diego. Passengers board at designated tram stops within the Central Mesa and West Mesa with targeted stops every 5–10 minutes. The current tram route primarily runs along Presidents Way and Pan American Road/Pan American Road East with tram stops at Inspiration Point, The Palisades (two stops), the Organ Pavilion and the Plaza de Panama. Every half hour the tram visits the West Mesa, traveling along El Prado, 6th Avenue and Balboa Drive with stops at Sefton Plaza and the intersection of 6th Avenue and Upas Street. The actual tram schedule varies by the time of year and day of the week.

The project would link parking in the new structure with popular destinations by operating an accessible tram. The new trams would be low-floor, low-speed vehicles that can share the road with pedestrians and provide access to all park visitors, including disabled visitors. The proposed tram vehicles would carry between 16 and 100 passengers. User-friendly features would include a very low floor for easy loading and unloading for passengers of all ages and abilities. It would provide several options for wheelchair accessibility using on-board ramps and tie downs.

The new tram service would be introduced during the construction phase of the proposed project. Upon completion of the project, the tram route would be modified to run from the Organ Pavilion parking structure along the Mall to the Plaza de Panama. The proposed new tram, which would also be free, service is intended to supplement rather than replace the existing system and would be designed such that both integration with existing tram system and future expansion would be possible.

Arizona Street Landfill

As discussed above, the Organ Pavilion parking structure would be three levels below ground and would result in 142,000 cubic yards of excess soil requiring disposal. The project proposes to export the soil to the nearby Arizona Street Landfill. The proposed haul route to the Arizona Street Landfill would be from the current Organ Pavilion parking lot to Presidents Way, east on Presidents Way to Park Boulevard, north on Park Boulevard to Zoo Place, south on Zoo Place to Florida Drive, south on Florida Drive to Pershing Drive, and north on Pershing Drive to the Arizona Street Landfill. This route would be the most direct and least impactful route (in terms of traffic, residential noise, and emissions) for the haul operation.

The fill hauled to the Arizona Street Landfill would be utilized for grade contouring on top of the existing soil cap (previously placed to prevent rainwater infiltration). Fill and grade contouring is anticipated in three areas of the Arizona Street Landfill. Site 1, southwest of the Park and Recreation Operations Yard, is anticipated to take approximately 116,000 cy of export, with fills ranging from 2 feet to 11 feet in height, 2:1 and 4:1 manufactured slope gradients are anticipated. Site 2, the existing East Mesa archery range, is anticipated to take approximately 11,000 cy of export with fills ranging from 2 to 4 feet in height, 2:1 maximum slope gradients are anticipated. Site 3, the former "casting ponds," is anticipated to take approximately 15,000 cy of export with fills ranging from 2 to 8 feet, 2:1 maximum slope gradients are anticipated. Fill areas would be hydroseeded with a mix of native non-invasive species that would not require irrigation and are consistent with "passive" park uses and Park and Recreation land use goals for the Arizona Street Landfill.

Other Project Components

Pedestrian Circulation

Pedestrians would still be able to cross the Cabrillo Bridge and enter the Park through the California Building archway as they do in the existing condition. As proposed, the newly pedestrianized El Prado would provide improved access to the Plaza de Panama; from there,

pedestrians could proceed south along the Mall to the Organ Pavilion and Palisades area. For those visitors being dropped off at the Alcazar parking lot, pedestrian access to El Prado would be either north through the Alcazar Garden or east via a newly constructed raised pedestrian walkway proposed as part of this project.

Pan America Promenade would be for pedestrian/tram-only circulation. A grade-separated pedestrian walkway, at the intersection of Pan American Road and the new Centennial Road, would be constructed from the new park atop the Organ Pavilion parking structure over the new Centennial Road to avoid pedestrian/vehicular conflicts at this intersection. Finally, the project would incorporate an extension to the Palm Canyon walkway, a raised wood pedestrian path that connects the Alcazar parking lot with the International Cottages.

Bicycle Circulation

Bicycle use would be permitted within the core of the Park; however, no dedicated bicycle routes would be provided pursuant to the circulation objectives and policies of the CMPP. Bicycle circulation would also be allowed along Centennial Bridge and Centennial Road similar to automobiles. Bicycle storage facilities would be located within the Organ Pavilion parking structure and on the roof-top park.

Parking

a. Proposed Parking Changes

The project would remove parking and valet drop-off from the Plaza de Panama. This would involve relocating the standard parking spaces to the new parking structure to be located at the existing Organ Pavilion surface parking lot. The ADA spaces would be relocated to the reconfigured Alcazar parking lot. The valet drop-off zone would also be relocated to the Alcazar parking lot. As proposed, the Alcazar parking lot would have 18 valet loading/unloading stalls and a valet station. Valet parking would also utilize a portion (up to 70 spaces) of the first (lowest) floor of the parking structure for stacked parking. Overall, the project would result in a net gain of 260 parking spaces within the Central Mesa. These changes are outlined below.

PROJECT PARKING SPACE SUMMARY BY TYPE

Parking Facility	Existing Configuration			Proposed Project Configuration			Net Change +(-)
	Std.	ADA	Total	Std.	ADA	Total	
Plaza de Panama ¹	33	21	54	0	0	0	(54)
Alcazar Parking Lot	131	5	136	0	32	32	(104)
Organ Pavilion Lot	357	10	367	0	0	0	(367)
Organ Pavilion Parking Structure	0	0	0	781	16	797 ²	797
Presidents Way	22	0	22	10	0	10	(12)
Total Project	543	36	579	791	48	839	260

¹ “Existing Configuration” stall counts do not include six “loading” stalls, one “taxi” stall, or six “motorcycle” stalls.

² The proposed parking structure would be able to accommodate up to 25 motorcycle spaces and racks for up to 15 bicycles in addition to the 797 spaces for automobiles.

b. Paid Parking

Paid parking would be implemented for the new parking structure to offset the costs associated with the construction of the underground parking facility. Parking revenue would also be used to support the expanded tram system and the management, operating, and maintenance expenses of the parking garage.

It is anticipated that the parking garage would be managed by a private operator who would also manage the new tram service.

Paid parking would be handled through central “pay-on-foot” machines. The pay-on-foot system would provide flexibility for payment and enforcement efforts. There would be no need for entrance or exit gates and parkers would locate any available parking stall. Once they park their vehicle, the visitor would pay the parking fee at one of the twelve pay-on-foot machines. Vehicles would exit the parking structure without having to stop at a cashier booth or exit gate. The parking fee would be a “flat rate” fee of \$5 for up to 5 hours. This rate structure was chosen for the following reasons:

- The average stay for Balboa Park visitors is 3.1 hours (Land Use, Circulation & Parking Plan [Jones & Jones 2004]).
- The proposed five-hour period allows the typical Park guest to complete their visit within the designated five-hour period.
- The proposed rate structure was designed to provide the maximum amount of visitor parking availability by discouraging general employee parking demand that averages 8+ hours per parked vehicle, which displaces two+ Park visitors.
- Parking violation enforcement efforts are much more efficient with a flat rate structure versus an hourly rate structure. This reduces parking structure operating expenses.

A violation notice or fine could be incurred if a vehicle remains in the parking structure beyond the initial five-hour period. Extending the stay would require an additional fee of \$5 for an additional five hours.

c. Staff and Employee Parking

Currently, staff and employees utilize over 550 of the most centrally located parking spaces. Employees would no longer have access to spaces in the Plaza de Panama or Alcazar parking lots, with the exception of employees with handicapped placards. Employees would be able to use the paid parking in the new Organ Pavilion structure or the unpaid spaces in parking lots such as the Pan American lot, Federal Building lot, or the Inspiration Point lot. Because of the costs associated with the parking structure, it is expected that many employees would avoid the new structure and instead park in the more remote lots.

Emergency and Service Vehicle Access

The Plaza de California and El Prado design would allow full-sized fire engines and any other emergency or service vehicles to access the interior of the West Prado area in the event of an emergency. Retractable bollards would be in place west of the California Building's archway to allow emergency and service vehicles to access El Prado; but all other vehicular traffic would be routed south and east via the proposed Centennial Road.

Landscaping Plan

Plaza de Panama

The landscape plan for the Plaza de Panama calls for a double row of shade trees along the outer edges of the Plaza. Trees that currently screen adjacent historic buildings would be removed. The new trees would be located further away from the historic façades to shade the edges of the Plaza. The foundation plantings adjacent to the Houses of Charm and Hospitality would be thinned to eliminate historically inappropriate species and supplemented to include low ornamental plantings and bougainvillea in order to provide better views of the architecture. The existing asphalt surface would be replaced with specialty paving with a monolithic appearance, to provide a smooth, unbroken backdrop for Plaza activities. Historically accurate reproduction light fixtures, and movable tables and chairs would be added.

Lawn panels would be implemented around the perimeter of the Plaza in order to match the historic design, and the small plaza in front of the Timken Museum would be incorporated to make it part of the overall plaza composition. The Museum of Art steps, located along the northern edge of the Plaza, would be re-created using the 1926 layout. The central fountain, which would remain, would be flanked to the north and south by two shallow reflecting pools.

El Prado

The proposed landscaping design would recall the formal 1915–16 appearance. New trees and landscaping would be installed in their historic locations and the existing asphalt surface would be replaced with specialty paving with a monolithic appearance. The original roadway width would be restored and reinforced with a formal organization of ornamental trees and historic lighting. Foundation plantings along the arcades would be thinned to remove historically inappropriate species and be supplemented to include low ornamental plantings and Bougainvillea. Ornamental "El Prado Trees" would be evenly spaced along both sides of El Prado, interspersed with pedestrian benches and formal lighting fixtures (historic replicas reproduced in a more durable material) located in their approximate historic locations.

Plaza de California

The proposed design for the Plaza de California would reuse the historically accurate tree planters recently added by the City in their historic locations. The existing non-historic interlocking pavers would be replaced with specialty paving with a monolithic appearance in order to provide a smooth, unbroken backdrop for Plaza activities.

Centennial Bridge

Upon completion of the bridge, the disturbed areas would be revegetated with natural and native vegetation. Where possible, existing Eucalyptus trees would be preserved in place and additional plantings would be added along the entire length of the Bridge.

Centennial Road

The portion of the Centennial Road from the eastern side of the Alcazar parking lot to the new Organ Pavilion parking structure would receive the “Palm Canyon” landscaping treatment where revegetation is required. During construction of the Centennial Road and the Palm Canyon Walkway extension, care would be taken to minimize impacts to the existing trees and vegetation. The “City Christmas Tree” near Palm Canyon would be relocated or replaced.

Alcazar Parking Lot

Landscaping includes new tree plantings along the western, eastern, and southern periphery of the Alcazar parking lot. Where possible, existing trees would be relocated or replanted subsequent to the completion of grading activities at the Alcazar parking lot. The tree types and understory species would be consistent with either the “Cabrillo Canyon” and/or the “Palm Canyon” plant palette. The parking lot would include rows of shade trees set within landscape islands exceeding the City requirement that a shade tree would be within 30 feet of each parking stall. The outer edges of the parking and portions of the interior would include specialty pedestrian paving, but of a different type than in the historic core areas (e.g., Plaza de Panama, El Prado) in order to provide differentiation. A sidewalk (with paving complementary to the Plazas and El Prado) would encompass the perimeter of the lot to provide views of the adjacent canyons, accommodate valet users movement, and access into the archery range.

The Mall

The landscaping plan for the Mall would include widening the central landscaped median to more closely resemble its original 1915 design (fire lane width requirements make exact replication infeasible). Consistent with the plan for El Prado, the landscaping plan also includes specialty paving and a formal organization of trees, pedestrian benches, and historic replica lighting fixtures located in their 1915 locations. The east and west edges would be defined by concrete mow bands, beyond the mow bands the grade and vegetation would reflect the existing landscape themes of Palm Canyon to the west and the Japanese Friendship Garden to the east.

Roof-top Park/Pan American Promenade/Arizona Landfill

The landscaping would provide a continuous pedestrian/tram promenade, the Pan American Promenade, along the western edge that would unify the International Cottages, the Organ Pavilion, and the new roof-top park and gardens. The promenade would be accentuated by a colonnade of shade trees, and specialty paving would unify the new roof-top park and gardens with the Organ Pavilion, the Mall, Plaza de Panama, and El Prado.

The landscape design shows the northern area as the re-created “California Garden” and a central courtyard containing the stairwell and elevator core structures with a large open air pavilion around it. This central courtyard would also contain fixed tables and chairs and small planted areas. The stairwell/elevator core would include two glass elevators clad in water-cut steel panels that utilize a traditional grille pattern, creating a backlit Moorish lantern effect. The trellis structures along Pan American Promenade, as well as the visitor center, would include photovoltaic solar panels on the roofs (concealed behind parapets in the case of the visitor center). The southern half of the roof-top park would consist of a large open lawn intended to be a flexible and adaptable open space area suitable for many uses, edged by small informal gardens and ornamental trees to the east. A nine-foot-wide walkway and decorative railing would form the eastern edge of the roof-top park. A "green living wall" system is proposed along this entire east façade. The design would utilize a separate pre-manufactured steel mesh or grate product to provide a trellis-like structure that would accommodate the growth of vines and other plant materials along vertical surfaces. The trellis system would be attached to the exterior façade of the parking structure and over time the vegetation would fill in the entire trellis system, resulting in a living “green” wall. The area between the southeastern edge of the parking structure and the Centennial Road would be landscaped with “native garden” plantings. This area would also contain evergreen trees to shield views of the parking structure’s open eastern face. The landscaping east of the Centennial Road would be “Australian Canyon Landscape” plantings.

As described above, the project would export soil excavated from the construction of the parking structure to the Arizona Street Landfill on the East Mesa. Upon completion of the hauling and grading activities, hydroseeding would be required in order to re-vegetate the site for erosion control. Pursuant to the East Mesa Precise Plan (EMPP), the Arizona Street Landfill is intended ultimately to be “reclaimed” as passive use parkland. In accordance with this goal, revegetation of the site would include low-growing, non-invasive, non-irrigated species that would be compatible with passive recreational uses such as kite flying, picnicking, and pick-up ball games. Grading and revegetation of the site, through hydroseeding, would be done in a manner that would not preclude further restoration of the site in the future according to EMPP goals.

Tree Removal and Relocation

Balboa Park contains numerous trees that are important because of their size, location, or history (e.g., person who donated or planted them). Accordingly, a tree survey was conducted in and around the project area and dictated the design of the project.

Trees within the project footprint which cannot feasibly be relocated or were found to be infested or diseased will be removed. Of the 753 trees surveyed within or adjacent to the project area; 372 would remain, approximately 216 trees would be relocated within the Park, and approximately 165 trees would be removed. The project design includes the planting of over 400 new trees.

ANALYSIS

The following provides an analysis of the project objectives and components as compared to the City of San Diego General Plan, available historical documents, existing policy documents (BPMP and CMPP) and existing Park conditions. This analysis is not intended to supersede the EIR prepared for this Project, nor is it intended to be as comprehensive as the EIR. The EIR should be consulted in association with this report for more detailed analysis of the environmental impacts of the Project.

GENERAL PLAN

The project proposes the elimination of automobile traffic and parking from the Plaza de Panama and adjacent promenades; construction of a new two-way bypass bridge/road (Centennial Bridge); the re-routing of traffic to the bypass road and bridge from the Plaza de California, El Prado, the Plaza de Panama, the Mall and Pan American Road East; redesign of the Alcazar parking lot for additional accessible parking, drop-off, loading, and valet; and construction of a new multi-level underground parking structure with roof-top park and garden within the Central Mesa Subarea of Balboa Park. The land use designation is Park, Open Space, and Recreation in the General Plan.

The proposed project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The General Plan provides a citywide framework to guide the creation of a more walkable, accessible, and pedestrian-friendly city; to protect and enhance city parks; and to preserve, protect, and enrich natural, cultural and historic resources. The Balboa Park Master Plan and Central Mesa Precise Plan, which provide more detailed goals and policies for these areas than is possible at the General Plan level, call for creating a more pedestrian-oriented environment within the park, reducing automobile and pedestrian conflicts, improving public access, increasing free and open parkland, restoring landscape areas and restoring the Prado and Palisades to centers for cultural activities and special events. The proposed development would implement these goals and policies by removing parking and through traffic within the Prado and restoring the area to pedestrian use, which would open up opportunities for cultural activities, special events and general public enjoyment of the park without interfacing with vehicles. Asphalt paving would be removed from the Plaza de California, El Prado, Plaza de Panama, the Mall and Pan American Road East, and replaced by enhanced paving that compliments the surrounding landscape and architecture. Other proposed features include movable chairs and tables, shade trees, benches, replica antique light standards and two shallow reflecting pools in the Plaza de Panama that would help activate these areas and enhance the visitor experience.

Additionally, the improved circulation system would put an emphasis on safe pedestrian travel through the park that would also be accessible to people with all abilities. Vehicles entering the park from the west would be re-routed to a bypass road that would lead visitors through the Alcazar parking lot for possible drop off, valet service or disabled parking, or on to the Organ Pavilion parking structure or other existing parking facilities (Palisades lot, Inspiration Point lot, e.g.), where they could park and take the tram or walk to nearby cultural and recreational uses within the Central Mesa. A roof-top park, at grade with the Organ Pavilion and International

Cottages, would incorporate formal gardens similar to what was present in 1935, and would provide additional free and open parkland for visitors. Removing vehicles from the Mall and Pan American Road East, combined with a grade separated crossing of Centennial Road, would provide a pedestrian and tram link between the Prado and Palisades areas, free of vehicle conflicts.

Although the proposed Centennial Bridge component would not implement some goals of the General Plan Urban Design, Recreation and Historic Preservations elements related to maintaining the visual and historic context of the surrounding area, the overall development would further the implementation of other goals and policies of General Plan. The project's proposal to remove cars from the Plaza de California, El Prado, Plaza de Panama, the Mall, and Pan American Road East to create a more pedestrian oriented environment would implement goals in the Mobility Element of the General Plan for creating a safe and comfortable environment, and a complete, functional, and an interconnected pedestrian network that is accessible to pedestrians of all abilities. The development would also implement the policies in the Urban Design Element for designing and retrofitting streets to improve walkability, bicycling, and transit integration; to strengthen connectivity; to provide distinctive public open spaces, greens and plazas; and to enhance community identity. Despite the impacts introduced by the Centennial Bridge component, the overall project would not adversely impact the goals and recommendations in the General Plan.

The proposed project would also implement the Conservation Element goal for the protection and expansion of a sustainable urban forest by transplanting or replacing trees that would be impacted by construction and adding a total of over 400 new trees, consisting of a variety of palm, deciduous, and evergreen trees.

Additionally, the proposed project would implement Conservation Element policies for implementing sustainable landscape design and reducing the urban heat island, and meet the Urban Design Element goal of creating a built environment that respects the City's natural environment and climate. This would be achieved through the project's selection of plant species consistent with the palettes and themes of adjacent landscapes which would also include a variety of native, non-native and drought tolerant plant species. Additionally, irrigation systems would be included in the project that would incorporate water saving technology, lawn areas within the roof-top park would be minimized, and deciduous and evergreen trees would be planted within the restored open park areas to reduce the heat island effects.

The project's proposal for the removal of cars from the Plaza de California, El Prado, the Plaza de Panama, the Mall, and Pan American Road East would restore the historic condition of these areas and meet the Historic Preservation Element goal of preserving the City's important historical resources by returning these areas to pedestrian only use consistent with the 1915 and 1935 Expositions. Further, reactivating these areas for pedestrian use is consistent with specific recommendations of the Central Mesa Precise Plan (as amended by the proposed Amendment thereto) and would reclaim approximately 6.3 acres of free and open parkland that would enhance the cultural and recreational uses within the core of the park while preserving the historic character of the Central Mesa.

The proposed project would meet the goal in the Recreation Element for having park and recreation facilities that are sited to optimize access by foot, bicycle, public transit, automobile, and alternative modes of travel by proposing to restore pedestrian uses in locations presently dominated by vehicular traffic with the Central Mesa of Balboa Park and the implementation of an expanded tram system through the Central Mesa that would connect parking facilities and institutions, and enhance overall access and circulation.

The General Plan (p. SF-28) states that projects and actions “are to be deemed consistent with the General Plan if, considering all its aspects, it will further the goals and policies of the plan and not obstruct their attainment.” Despite the issues related to the Centennial Bridge component, the proposed development would be consistent with the overall goals and policies of the General Plan, Balboa Park Master Plan and Central Mesa Precise Plan as the development would restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. Therefore, the proposed development would not adversely affect the applicable land use plans.

PROJECT OBJECTIVES

The Project Objectives previously listed can best be compared to the goals identified in the BPMP and reiterated in the CMPP. The goals are as follows:

1. Create within the Park a more pedestrian oriented environment. Reduce automobile and pedestrian conflicts. Minimize through traffic.
2. Improve public access to the Park through an improved integrated circulation system, convenient drop-off points, better parking management, improved signage and increased security. The improved circulation system shall de-emphasize the automobile while increasing public access to the Park and Park facilities.
3. Preserve, enhance and increase free and open parkland and establish a program of ongoing landscape design, maintenance and replacement.
4. Restore or improve existing building and landscaped areas within the Park.
5. Preserve and enhance the mix of cultural, and active and passive recreational uses within Balboa Park that serve national, regional, community and neighborhood populations.
6. Preserve Balboa Park as an affordable park experience for all citizens of San Diego.

The project objective to remove vehicles from the Plaza de Panama, El Prado, Plaza de California, the Mall and Pan American Road East is generally consistent with BPMP goal number 1 of creating a more pedestrian environment and reducing automobile and pedestrian conflicts. However, the BPMP does not address maintaining proximate vehicular access to the institutions.

The project objective to restore pedestrian and park uses to the Plaza de Panama, El Prado, Plaza de Panama, the Mall and Pan American Road East appears to be consistent with BPMP goals number 1 and number 5. Removal of vehicles will create a more pedestrian friendly park environment and will enhance recreational uses in these areas.

The project objective to improve access to the Central Mesa through the provision of additional parking, while maintaining convenient drop-off, disabled access, valet parking, and a new tram system with the potential for future expansion appears to be partially consistent with CMPP goal number 2. The project objective appears to place emphasis on vehicular access while the CMPP goal is to “de-emphasize the automobile.”

The project objective to improve the pedestrian link between the El Prado complex and Palisades complex appears to be consistent with BPMP goals number 1 and number 5. This project objective is complimentary to the first project objective of removing vehicles from the Plaza de Panama, El Prado, Plaza de California, the Mall and Pan American Road East. Removal of vehicles will enhance the recreational uses while providing a better pedestrian link between these two cultural cores.

The project objective of implementing a funding plan for the proposed project does not directly compare to the goals of the BPMP. This project objective identifies the concept of paid parking for the parking structure, which is most appropriately related to BPMP goal number 6 of preserving Balboa Park as an affordable park experience for all citizens of San Diego. While the project proposes paid parking for the parking structure, the remaining parking in Balboa Park would remain free of charge. However, the amount of free parking spaces would be reduced with the removal of the Organ Pavilion surface parking lot.

PROJECT COMPONENTS

Plaza de Panama

The Plaza de Panama is the core element of the proposed Project. During the 1915-16 Exposition the Plaza de Panama was a large open space suitable for large gatherings. For the 1935-36 Exposition a large arch and reflecting pools were added, making the space more intimate. The Plaza was surrounded by formal trees and decorative light standards, and the paving surface was likely decomposed granite atop asphalt. Since the expositions the Plaza has become an asphalt paved parking lot. A fountain was added to the center, which is not historic but is a part of the CMPP.

The CMPP calls for rows of Palm trees in tree grates surrounding the Plaza, and two colors of concrete paving; one color in the center and another color band around the perimeter. This treatment is somewhat more decorative than the historic paving. The CMPP also provides for tram circulation and a tram stop in the southwest corner of the Plaza, with bollards defining vehicular circulation. Other elements include light standards, benches, tables & chairs, an information kiosk and a seat wall around the statue of El Cid.

The proposed Project intends to return the Plaza more closely to its historic configuration. The surface would be concrete pavers with a simple pattern to read as a monolithic field similar to the original decomposed granite surfacing. The Plaza would be lined with formal canopy trees instead of Palm trees. The North fountain at the center of the Plaza would remain, but would be complimented with two reflecting pools on either side, reminiscent of the reflecting pools installed for the 1935-36 Exposition. Light standards would remain, but would use replicas of

the original lights instead of those identified in the CMPP Appendix. Tram circulation would remain in the Plaza but private vehicle circulation would be eliminated; circulation would not be defined by bollards. There would be no seat wall around the El Cid statue.

The Plaza de Panama component of the proposed Project appears to be consistent with the goals of the BPMP and CMPP. Pedestrian conflicts in the Plaza de Panama would be eliminated, and the entire space would be open to pedestrian uses. The addition of shade trees, tables & chairs and water features would ensure the Plaza is well used.

El Prado and Plaza de California

El Prado and the Plaza de California remain in a similar configuration as they were for the 1915-16 Exposition and 1935-36 Exposition. The primary differences are in paving surface, landscaping and street lights. Both had the same paving treatment as the Plaza de Panama; asphalt with a decomposed granite surfacing. The Plaza de California has since been re-paved with red interlocking pavers, and El Prado has been re-paved with plain asphalt. Original street trees along El Prado have been removed. Original lights have been replaced with a combination of non-historic concrete light standards and metal light standards.

The CMPP calls for street trees along El Prado similar to original plantings. However, the pattern of trees is interrupted by vehicular drop-offs (non-historic additions) located on either side of El Prado between the Plaza de California and Plaza de Panama. The asphalt road paving is to be replaced with concrete paving similar to the paving along the East Prado area. The CMPP proposed few changes to the Plaza de California; only the additions of benches for a tram stop and trees in planters at the perimeter of the Plaza.

The proposed Project restores street trees and light standards along El Prado to their original configuration, and replaces the asphalt paving with pavers to match the Plaza de Panama. The drop-offs on either side of El Prado are eliminated and benches are added. For the Plaza de California, the red interlocking pavers are replaced with pavers to match El Prado and the Plaza de Panama, and the paving treatment is extended to the west toward the Cabrillo Bridge. Bollards are added west of the Plaza de California for traffic control.

The El Prado and Plaza de California component of the proposed Project appears to be consistent with the goals of the BPMP and CMPP. Pedestrian conflicts along El Prado and in the Plaza de California would be eliminated, and both spaces would be open to pedestrian uses.

Centennial Bridge and Centennial Road

The Centennial Bridge is a new addition to the Park; there is no historic precedent for its inclusion and no element of the CMPP for comparison. The Centennial Bridge would span a portion of the Cabrillo Canyon, connecting the eastern abutment of the Cabrillo Bridge/El Prado to the Alcazar parking lot. Centennial Road provides a connection between the Alcazar parking lot, the Organ Pavilion parking structure and Presidents Way.

The northwestern portion of Centennial Road partially follows the alignment of the existing exit road from the Alcazar lot. A new section of road roughly paralleling Pan American Road would be constructed; the Alcazar Lot exit would no longer connect to Pan American Road/the Mall. The southeastern portion of Centennial Road (between the Pan American Road West and Presidents Way) approximately follows the alignment shown in the CMPP. The Centennial Bridge, in conjunction with Centennial Road, provides the means to separate pedestrian and vehicular circulation throughout the central core of the Park while maintaining convenient access and circulation.

The new section of Centennial Road will encroach into Palm Canyon along the eastern edge, and require re-alignment of a portion of the wooden Palm Canyon walkway. The walkway will be re-aligned and extended south to the International Cottages area, maintaining a pedestrian link between the Alcazar lot and the cottages. There will be minor impact to Palm Canyon; please see the Draft EIR for more detail regarding impacts.

Alcazar Parking Lot

The Alcazar parking lot was open park land during the Expositions. The parking lot was constructed in 1956, including the entrance and exit drives connecting it to Pan American Road. Modifications to the parking lot were done in 1979, and the restroom facilities were added around the same time.

The CMPP does not provide detailed recommendations for the Alcazar parking lot. However, the lot is shown graphically for specific improvements in the West Prado sub-area. The CMPP also states the parking lot should be used to accommodate a majority of accessible parking spaces for the Prado area (page 199).

In the proposed Project the Alcazar lot would be reconstructed to accommodate accessible parking, valet service, drop-off and access via Centennial Road. However, the overall footprint does not significantly change. Per the CMPP, this lot would accommodate a majority of the accessible parking for the Prado area. Drop-off zones eliminated from El Prado would be relocated to the Alcazar lot. The CMPP does not specifically address valet parking for the Alcazar lot but does recommend valet parking in general as a means of increasing available parking. Other functions currently staged in the Alcazar lot would remain (restroom facilities, maintenance facilities, trash), and access to adjacent areas (Palm Canyon, Cabrillo Canyon, Alcazar Garden) would be maintained or improved.

While the proposed Alcazar lot configuration is substantially consistent with the CMPP, a recommendation in the BPMP states; *“When off-site parking, transit, tram and shuttle systems provide adequate access to the Prado and palisades areas, consider closing Cabrillo bridge to automobiles and consider recovering the parking facilities at Alcazar garden and Inspiration Point as productive parkland, provided, however, that sufficient close-in parking is retained to accommodate the disabled (page 8).”* While feasible, it seems unlikely the Centennial Bridge and Centennial Road would be closed, allowing reclamation of the Alcazar lot as parkland.

The Mall and Pan American Promenade

The Mall

The Mall is a short section of Pan American Road connecting the Plaza de Panama to the Organ Pavilion. During the expositions the Mall was lined with buildings; the San Joaquin Valley Building on the east and the Kern & Tulare Counties Building on the west. The statue of El Cid, which sits on the south edge of the Plaza de Panama, was installed in 1930. With the exception of the two buildings, which were demolished due to deteriorated condition, the historic configuration of the Mall is similar to what is present today; roadways on either side with a landscaped median.

The CMPP proposes few physical changes to the Mall. Site furniture is added, a walkway is added to the median, and the asphalt is replaced with enhanced concrete paving. Bollards are added to the west side of the Mall to define vehicular circulation, and traffic is confined to the western lane, freeing the eastern lane for pedestrian use only.

The proposed Project would return the Mall to approximately its historic configuration. The lanes on either side of the median would be narrowed, and benches and light standards would be added at the edges. The southern end of the median would be truncated and squared more approximately to its original shape. Asphalt paving would be replaced with pavers to match the Plaza de Panama and El Prado. Lawn panels would be retained at the edges, and shrubs would be planted behind. A tram stop would be added at the north end, immediately south of El Cid.

Pan American Promenade

Pan American Promenade is the section of Pan American Road and Pan American Road East between Presidents Way and the Organ Pavilion. This section of road served as the primary connection between the Prado complex and Palisades complex. It was likely originally paved in asphalt with a decomposed granite surfacing.

The CMPP indicates an alignment for Pan American Promenade that is substantially different from what exists today. While the alignment remains essentially the same on its northern portion, the Promenade bridges over a roadway leading to a parking structure. The alignment of the southern section of the Promenade curves westward and centers on the Palisades plaza; this alignment appears to differ from the historic alignment.

The proposed Project would keep Pan American Promenade in its current alignment, following Pan American Road and Pan American Road East between the Organ Pavilion and Presidents Way. The Promenade would bridge over Centennial Road as indicated in the CMPP; however, the bridge spanning Centennial Road would be substantially wider and cover more of the roadway and providing a better connection to the Organ Pavilion. This change would be an improvement over the CMPP in that there would be less of a physical separation, both physically and visually, between the roof-top park and the Organ Pavilion. Landscaping along Pan American Promenade would be more formal than indicated in the CMPP, providing a uniform double row of canopy shade trees lining the road.

Organ Pavilion Parking Structure, Roof-top Park, Tram, and Arizona Street Landfill

Organ Pavilion Parking Structure

The BPMP and CMPP do not provide specific designs or details for the Organ Pavilion parking structure. It states to provide a 1,000-1,500 space parking structure with a plaza on top that is at the same elevation as the Organ Pavilion plaza.

The proposed parking structure provides a roof-top plaza at approximately the same elevation as the Organ Pavilion plaza. The structure provides approximately 797 parking spaces versus the 1,000-1,500 called for in the CMPP. However, the parking structure has been designed to take advantage of natural ventilation and light, reducing construction, maintenance and operating costs as compared to a completely underground parking structure that would require mechanical ventilation and additional lighting. The parking structure has been designed to meet existing topography to the largest extent possible. Negative views of the structure from the interior of the Park have been minimized or eliminated. The parking structure will blend in as viewed from the south and west, and will be most visible from the east entering on Presidents Way.

Roof-top Park

The roof-top park and parking structure are located southwest of the Organ Pavilion. During the 1915 Exposition this area was likely undeveloped park land. During the 1935 Exposition the site was home to the Water and Transportation Building and the California Gardens. The area was converted to surface parking in the 1950s, which included substantial grading to create the relatively level parking lot.

The CMPP identifies the Organ Pavilion Lot being removed and replaced with an underground parking structure and roof-top park. The space is left blank and states a competition should be held for the design of the parking structure and roof-top park. The CMPP identifies perimeter viewing areas, an open staging area for events, special event staging/storage and lighting as some of the elements to be included.

The proposed roof-top park contains a perimeter walkway and view points to take advantage of views to the Japanese Friendship Garden and Australian Canyon/Gold Gulch. A large open turf area is provided for recreation, and is suitable for staging special events. A picnic pavilion is provided north of the open turf area, and will have shade structures and picnic tables/benches. A formal garden reminiscent of the California Gardens is located at the north end of the park and provides a transition to the pathways leading to the Spreckels Organ Pavilion. The roof-top park will also contain restroom facilities and a visitor center as well as park maintenance facilities.

Tram

The proposed tram associated with the Project will be a supplement to the existing park tram service contracted by the Park and Recreation Department. The tram will utilize low entry vehicles that can be expanded as necessary to meet demand. The tram service will run between the north end of the Palisades area to the Plaza de Panama.

Arizona Street Landfill

The excavation required for the parking structure will result in a significant amount of export soil. The Project proposes to place the soil at the Arizona Street Landfill as additional capping material. The Arizona Street Landfill is an inactive landfill site and maintained by the City's Environmental Services Department with oversight by the Local Enforcement Agency (LEA).

The landfill experiences differential settling and generates methane gas, which limits the development and use of the site. The use of irrigation on the landfill is highly discouraged by Environmental Services and the LEA. Current uses include an archery range, a portion of the City College baseball field, the Park and Recreation maintenance yard, unpaved parking and undeveloped areas used for hiking and biking. The old casting ponds, concrete pathways and a parking lot that sat on the landfill are gone, victims of excessive settlement.

The East Mesa Precise Plan (EMPP) identifies the site for minimal development, including open un-irrigated meadow grassland, trails, picnicking, demonstration gardens and minimal parking. The fill for the site will impact three areas; the former casting pond area which is currently undeveloped, the archery range and a portion of the main landfill site south of the park and Recreation maintenance yard.

- The former casting pond area has experienced settlement and would be able to receive additional capping soil. Surrounding grades should gently blend the fill material into the surrounding topography. A non-irrigated hydroseed mix will be used to re-vegetate and stabilize the site.
- The archery range would benefit from additional fill material. The site currently slopes too steeply to the southeast and does not meet accessibility standards. The safety berm designed to stop arrows has deteriorated and would benefit from re-construction. Additional fill material would bring the site up to the approximate level of the adjacent parking lot and provide a more appropriate slope from east to west, improving archery conditions. Side slopes and the safety berm will be re-vegetated with a non-irrigated hydroseed mix and the archery field will be treated with a permeable surfacing material such as decomposed granite or mulch.
- The main fill site south of the Park and Recreation maintenance yard will have fill up to 11 feet high. This amount of fill will be visible from the Central Mesa and should be treated accordingly. Grades should be designed to emulate the topography of the Florida Canyon, and all disturbed areas will be re-vegetated with a non-irrigated hydroseed mix.

Other Project Components

Pedestrian Circulation

Pedestrian circulation throughout the West Prado and Palisades areas of the Park would be significantly enhanced. With the removal of vehicles (with the exception of the tram and occasional service vehicles), pedestrians will be able to roam more freely and safely along El Prado, the Mall and Pan American Promenade. The Plaza de California and Plaza de Panama will be free of vehicles as well, allowing those spaces to be used for other activities.

New pedestrian circulation routes will be added as well. The pedestrian walkway along the Centennial Bridge will give pedestrians another way of entering the core of the Park and provide a unique vantage point of the southeast side of the California Building and of Cabrillo Canyon. The extension of the Palm Canyon boardwalk will allow pedestrians to walk among the trees without having to make the trek down the stairs leading to the canyon floor. This component will also improve the accessibility of Palm Canyon. The roof-top park also provides additional pedestrian connections in the Palisades area. Pedestrians coming in from Park Boulevard will be able to walk through the new roof-top park instead of continuing on Presidents Way and Pan American Road East to get to the Organ Pavilion and El Prado.

Bicycle Circulation

Similarly to pedestrian circulation, bicycle circulation will also be enhanced. With the removal of vehicles on El Prado, the Mall and Pan American Road East, bicycles will be able to navigate the core of the park more safely. Bicycles will also have the option of using the shared lanes of Centennial Road, allowing more expedient passage through the core if desired.

Parking

Parking changes proposed by this Project largely reflect the intent of the CMPP. Parking from the Plaza de Panama is eliminated, and the Alcazar Lot is used primarily for accessible parking in the El Prado area. The Organ Pavilion surface parking lot is removed, and replaced with a new subterranean parking structure.

The proposed parking structure will accommodate approximately 797 vehicles, which is approximately 200 spaces less than the minimum called for in the CMPP; the CMPP calls for a 1,000-1,500 car parking structure. The Organ Pavilion parking structure is linked with the reclamation of the Organ Pavilion parking lot and Palisades parking lot in the CMPP. While the proposed parking structure increases the current parking levels by approximately 260 spaces, it does not offset the loss of approximately 280 parking spaces that would be lost should the Palisades area be reclaimed as parkland. While the difference is negligible, the result would be no net gain over current parking conditions; however, the amount of reclaimed parkland would be over five acres.

Paid Parking

The proposed Project introduces paid parking to pay the bonds needed for construction of the parking structure, and for maintenance and operations of the parking structure and supplemental tram service. While some may be willing to pay for parking, others will choose to park for free in one of the other nearby lots. These lots include the Palisades lot, the Federal lot and Inspiration Point lot. Employee parking management after construction may be required to assure free, close-in parking is available for park visitors.

The proposed Project will result in a net increase of 260 parking spaces. However, the net amount of free and close-in parking will be reduced by 537 spaces.

Staff and Employee Parking

As noted above, the introduction of paid parking in the Organ Pavilion parking structure will likely cause people to seek nearby free parking. This may be especially true for employees that use the parking lots on a daily basis. Employees will likely seek free parking that is closest to their work place, as they currently do. Employee parking management after construction may be required to assure free, close-in parking is available for park visitors.

Emergency and Service Vehicle Access

Emergency and service vehicle access should not be impacted by the proposed Project. Retractable bollards at El Prado and at Pan American Road East will control vehicle access while allowing authorized vehicles to enter. Special event vehicle access would need to be monitored and controlled by Park and Recreation staff.

Landscaping Plan

The landscaping plans for the Project are generally consistent with the CMPP. The planting themes of trees, shrubs and groundcovers are consistent with adjacent established plantings. The most notable deviation from the CMPP is the substitution of canopy shade trees in the Plaza de Panama in lieu of Queen Palms, with the canopy shade trees being more historically accurate. Tree planting along the Pan American Promenade also includes formal plantings of canopy shade trees whereas the CMPP indicated more informal plantings.

Tree removal within the Project area will be required. While many trees can and will be relocated, other trees cannot be retained or relocated. The project team has consulted with Kathy Puplava, former Balboa Park Horticulturalist, to identify all species within the project area and make recommendations as to their disposition. For additional information please see the EIR.

SUSTAINABILITY

The Project will incorporate several sustainability features, including stormwater treatment, water conservation, solar power, alternative fuel vehicles and recycling of demolition/construction materials.

The project includes storm water features including bio-filtration areas and mechanical means of filtration.

The Project will minimize water use through the use of native and naturalized plant species. Re-vegetated slopes along Cabrillo Canyon and along the Gold Gulch canyon will utilize drought resistant plant materials. A water-wise garden will also be incorporated into the roof-top park. The irrigation system for all areas will be connected to Balboa Park's central control irrigation system, which monitors and automatically adjusts watering schedules based on input from the park's own weather station.

The trellis structures on the roof-top park will have photovoltaic panels on top to collect energy for use in the parking structure. The clean energy will be used to power the parking structures

elevators and lighting.

The new trams that move park visitors between the Palisades area and the Plaza de Panama will be powered by propane, a clean alternative fuel. The trams will be housed in the park to minimize unnecessary travel and energy waste.

A waste management plan has been prepared for the project to meet City guidelines. The plan includes source separation for demolition and construction materials, recycling and contractor education. The project will divert 94% of construction and demolition debris away from the landfill for recycling.

The parking structure is designed to use natural ventilation and lighting. As a result, no mechanical ventilation will be required. Lighting will be incorporated for night time use of the structure. The use of natural ventilation and lighting will reduce energy consumption and maintenance requirements. As noted above, solar energy will be used to supplement the energy requirements of the parking structure.

ENVIRONMENTAL ANALYSIS

Environmental Impact Report

The Environmental Impact Report (EIR) analyzed the environmental impacts of the proposed Plaza de Panama, Circulation and Parking Structure project. Implementation of the Mitigation, Monitoring and Reporting Program (MMRP) would reduce, to a level of insignificance, several potential impacts identified in the environmental review process. The applicant has also provided their project's Findings and Statement of Overriding Consideration for significant and unmitigable impacts. As more fully described in the EIR, the proposed project would result in direct project-level significant unmitigable impacts to the following issue areas: Land Use (Consistency with the City's General/Community Plan), Historical Resources (Built Environment), Visual Effects (Neighborhood Character/Architecture), and Noise (Temporary Construction). Significant but mitigable impacts to Land Use (MSCP), Historical Resources (Archeological Resources), Transportation/Circulation and Parking, Biological Resources (Raptor/MSCP), and Paleontological Resources would result from implementation of the proposed project.

Environmental Impact Report Alternatives

The EIR analyzed 13 alternatives for the project. Alternatives can be grouped into four categories: No Project alternatives, Pedestrianize Cabrillo Bridge alternatives, Open Cabrillo Bridge alternatives and Phased alternative. In addition to those alternatives analyzed in the EIR, eight alternatives were considered but rejected. The alternatives are as follows:

No Project Alternatives

- No Project (No Development/Existing Conditions) Alternative (Alt 1)
- No Project/Central Mesa Precise Plan Alternative (Alt 2)

Pedestrianize Cabrillo Bridge Alternatives

- No New Parking Structure Alternative (Alt 3A)
- Organ Pavilion Parking Structure Alternative (Alt 3B)
- West Mesa Parking Structure Alternative (Alt 3C)
- Inspiration Point Parking Structure Alternative (Alt 3D)

Open Cabrillo Bridge Alternatives

- Gold Gulch Parking Structure Alternative (Alt 4Ai)
- No Paid Parking Alternative (Alt 4Aii)
- Tunnel Alternative (Alt 4Bi)
- Stop Light (One-Way) Alternative (Alt 4Bii)
- Modified Precise Plan without Parking Structure Alternative (Alt 4Biii)
- Half-Plaza Alternative (Alt 4Biv)

Phased Alternative

- This alternative would phase the construction and allow for monitoring before moving to the next phase of construction. Phase 1 would include landscape and hardscape improvements for a majority of the Plaza de Panama and east side of the Mall. Phase 2 would include the Organ Pavilion parking structure and a portion of Centennial Road. Phase 3 would include closure of the Cabrillo Bridge to vehicular traffic, reclamation of the West Prado, the remainder of the Plaza de Panama and the west side of the Mall. Phase 4 would include construction of Centennial Bridge.

Alternatives Considered But Rejected

- 2004 Jones and Jones Land Use, Circulation and Parking Study Alternative
- Increased Surface Parking on West Side Alternative
- Zoo Parking Alternative
- Managed Cabrillo Bridge Closure Alternative
- Quince Street Access Alternative
- Old Globe Way Access Alternative
- Green Entry/Periphery Parking Alternative
- Sixth Avenue Bridge Extension

Further discussion in greater detail is provided in the Draft EIR.

COMMUNITY PARTICIPATION

The Balboa Park Committee is the recognized community planning group for Balboa Park. When matters are before the Balboa Park Committee that have the potential to impact surrounding communities the planning groups for the surrounding communities of Golden Hill, North Park, Uptown and Centre City are consulted. As noted previously, the representative planning groups of these surrounding communities have considered the project and provided recommendations. Their full recommendations are attached for your consideration.

The Centre City Advisory Committee voted (12-7-3) to recommend approval of the Project as proposed by the Plaza de Panama Committee with conditions. Their one condition was to work to make the Centennial Bridge more aesthetically pleasing (Attachment 18).

Uptown Planners voted (9-5-1) to recommend approval of the Project as proposed by the Plaza de Panama Committee without conditions (Attachment 19).

On July 13, 2011 the Greater Golden Hill Planning Committee voted (10-3-0) to oppose the proposed "bypass bridge" proposed by the Project. They subsequently voted (8-5-2) to recommend denial of the Project. Their motion also supports Alternative 4Biii of the Draft EIR (Attachment 20).

On April 12, 2012 the Mayor's Committee on Disability voted (7-0-0) to recommend approval of the Project without conditions.

On April 17, 2012 the North Park Planning Committee voted (11-1-0) to recommend denial of the Project without conditions (Attachment 21).

On May 3, 2012 the Balboa Park Committee voted (7-4-1) to recommend approval of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and recommend approval of the Site Development Permit without conditions.

On May 9, 2012 the Design Review Committee of the Park and Recreation Board voted (5-4-1) to recommend approval of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and recommend approval of the Site Development Permit without conditions.

On May 17, 2012 the Park and Recreation Board voted (5-4-1) to recommend denial of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and Site Development Permit.

On May 18, 2012 the Historic Resources Board voted (8-0-0) to recommend denial of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and Site Development Permit.

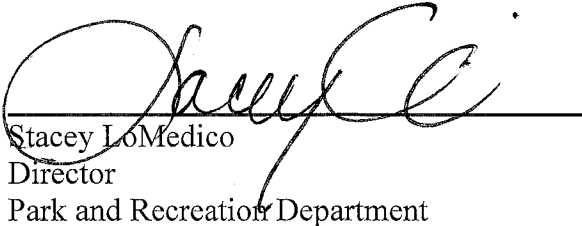
CONCLUSION

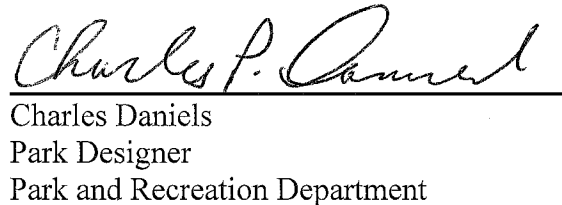
Staff has determined the proposed Plaza de Panama, Circulation and Parking Structure project complies with the applicable sections of the Municipal Code and other City Council adopted policies. Staff has determined the required findings would support the decision to approve the proposed project's Plan Amendments and Site Development Permit. An Environmental Impact Report has been prepared for this project and the mitigation required would reduce potentially significant impacts to some areas to a level below significance. Findings and Statement of Overriding Consideration must be made to certify the Environmental Impact Report for potential impacts that are direct, cumulative and unmitigated.

ALTERNATIVES:

1. Recommend approval of Balboa Park Master Plan and Central Mesa Precise Plan Amendments No. 837847 and Site Development Permit No. 837848, with modifications.
2. Recommend denial of Balboa Park Master Plan and Central Mesa Precise Plan Amendments No. 837847 and Site Development Permit No. 837848 if the findings required to approve the project cannot be affirmed.

Respectfully submitted,


Stacey L. Medico
Director
Park and Recreation Department


Charles Daniels
Park Designer
Park and Recreation Department

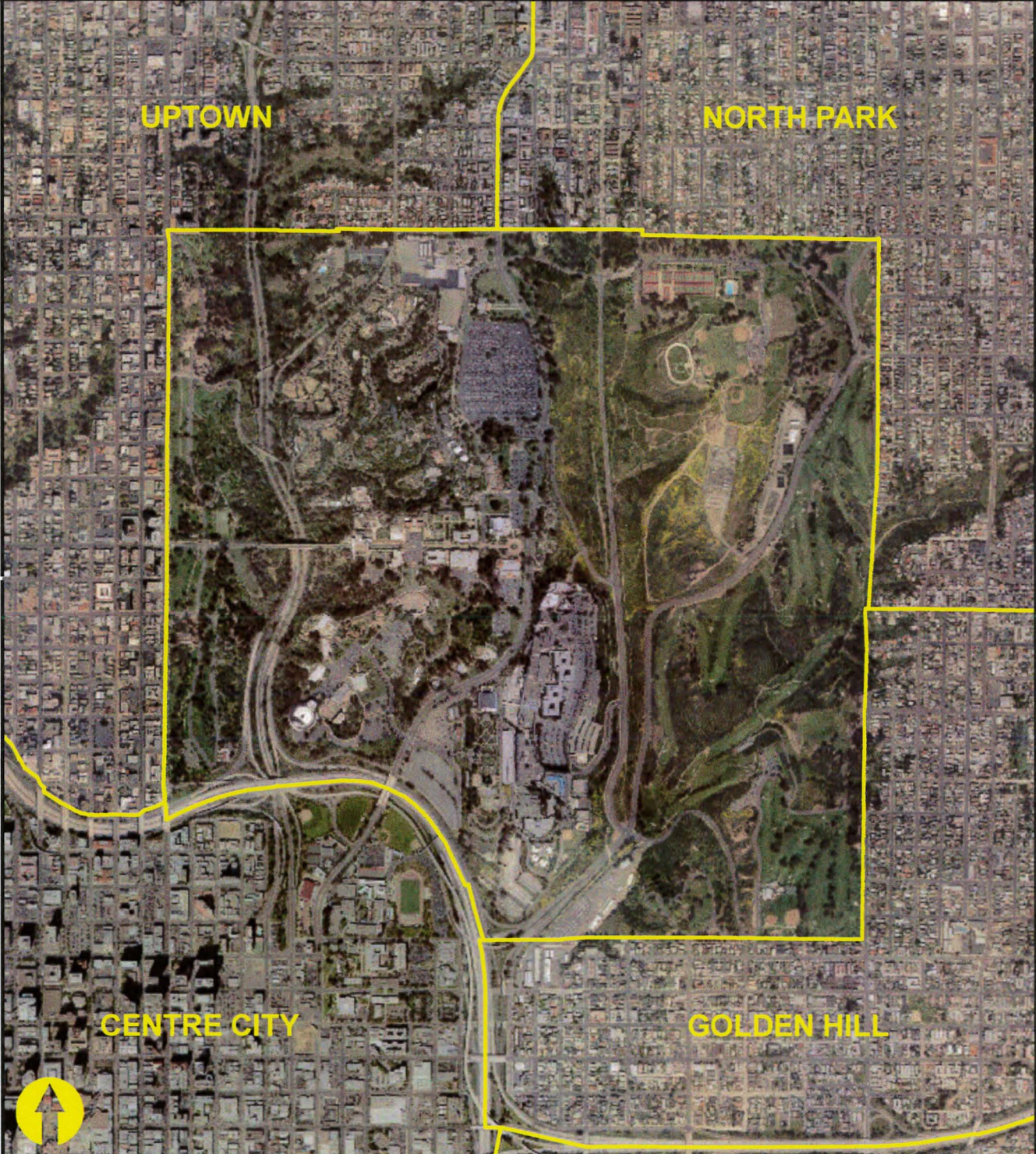
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- Attachments:
1. Aerial Photograph
 2. Balboa Park Illustrative Plan – Existing
 3. Balboa Park Illustrative Plan – Proposed
 4. Central Mesa Precise Plan Illustrative – Existing
 5. Central Mesa Precise Plan Illustrative – Proposed
 6. West Prado Illustrative Plan – Existing
 7. West Prado Illustrative Plan – Proposed
 8. Palisades Illustrative Plan – Existing
 9. Palisades Illustrative Plan – Proposed
 10. Draft PDP/SDP Permit and Resolution
 11. Draft Environmental Resolution with MMRP
 12. Draft Balboa Park Master Plan Amendments
 13. Draft Central Mesa Precise Plan Amendments
 14. Report to the Planning Commission No. PC-10-099
 15. Planning Commission Resolution No. 4640-PC
 16. Response to Community Plan Amendment Initiation Issues
 17. Draft Site Development Permit Plans
 18. Centre City Advisory Committee Recommendation
 19. Uptown Planners Recommendation
 20. Greater Golden Hill Planning Committee Recommendation
 21. North Park Planning Committee Recommendation
 22. Ownership Disclosure Statement

BALBOA PARK

Balboa Park and Surrounding Communities

2010

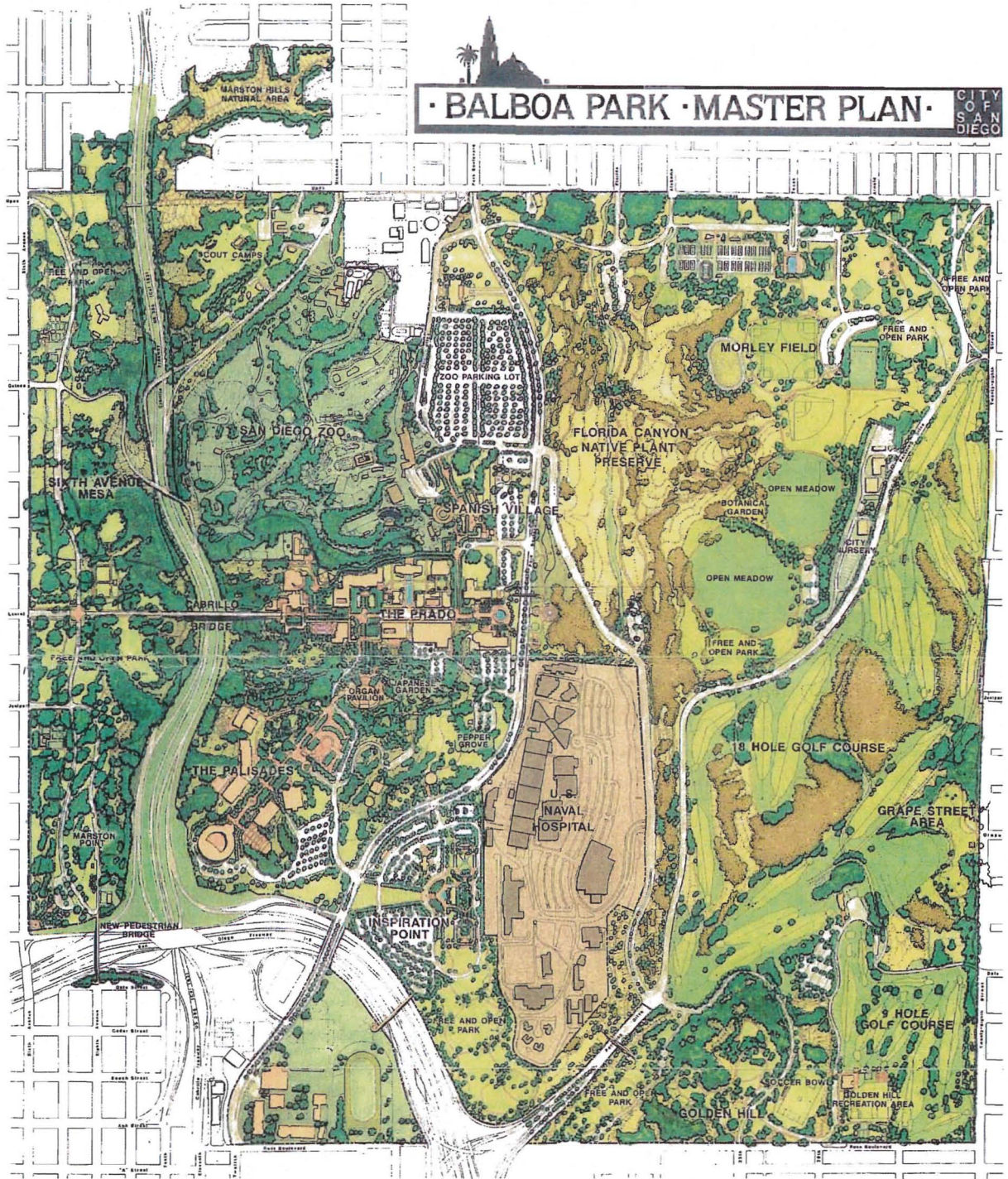


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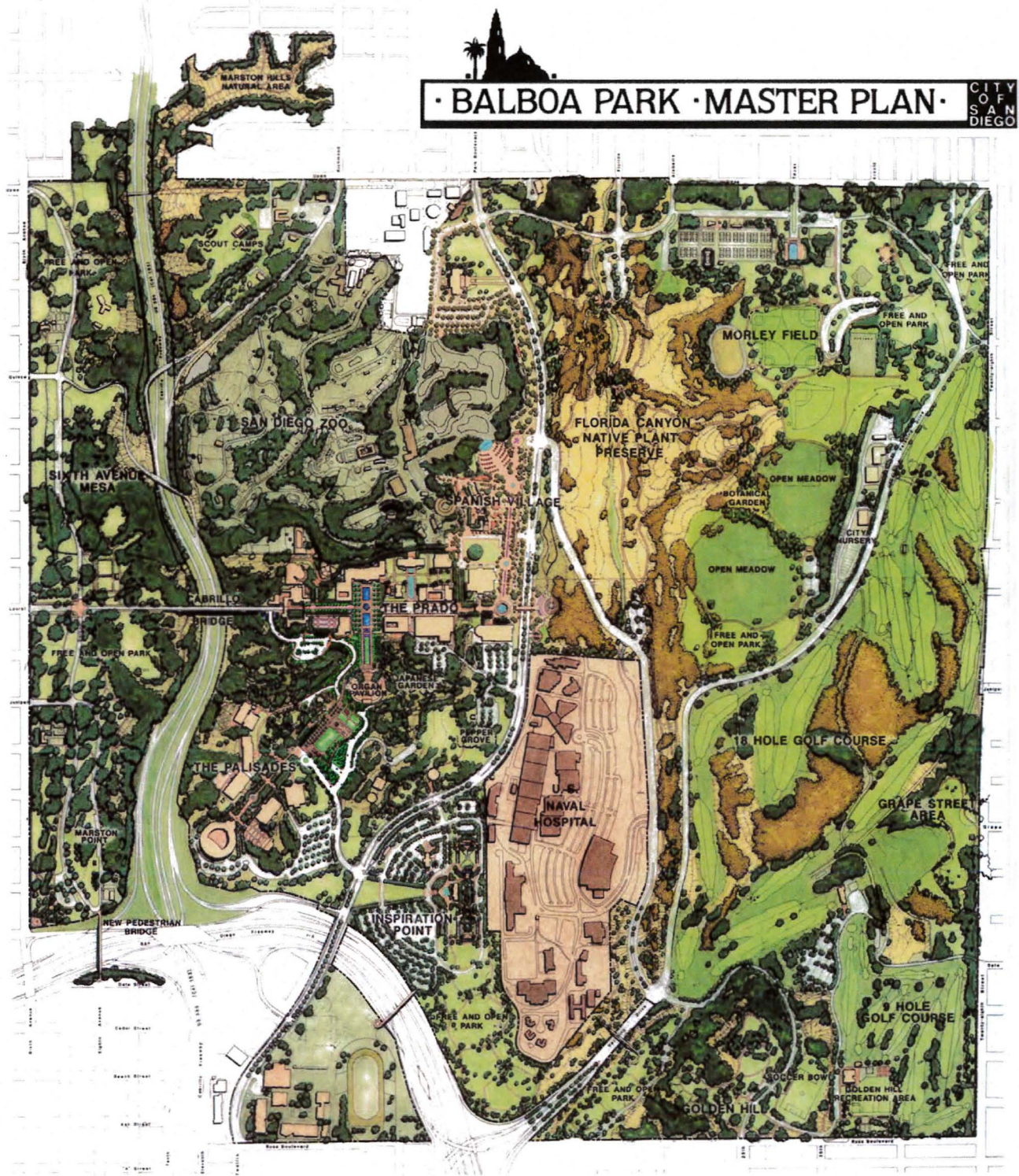


BALBOA PARK MASTER PLAN CITY OF SAN DIEGO

·MASTER PLAN· ILLUSTRATIVE·

Figure 1

ESTRADA Land Planning
MAY 26 1999

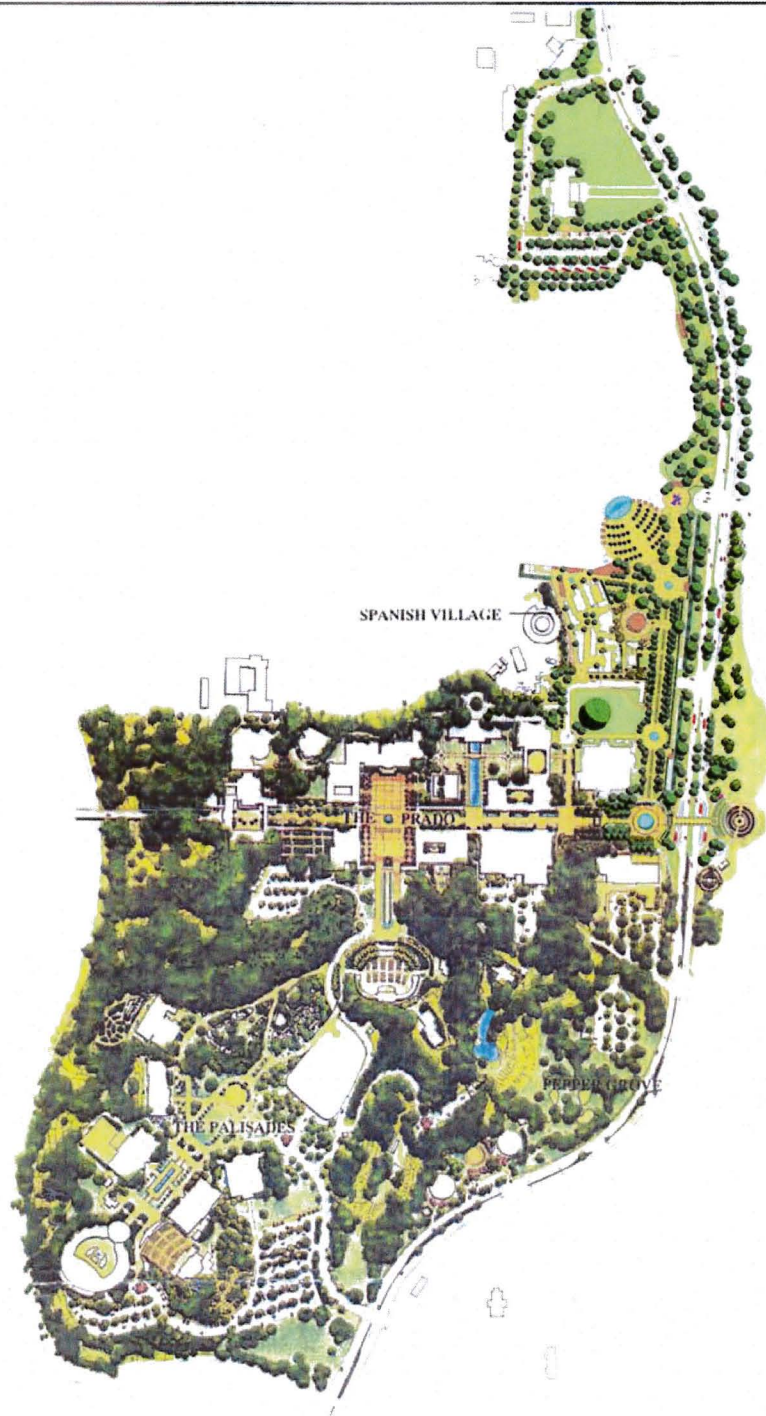


BALBOA PARK MASTER PLAN CITY OF SAN DIEGO

Figure 1



MASTER PLAN ILLUSTRATIVE



Central Mesa Illustrative

revised May 2003

Figure 28



ESTRADA Land Planning

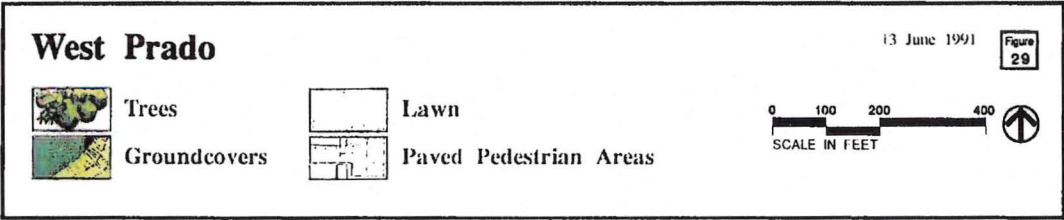
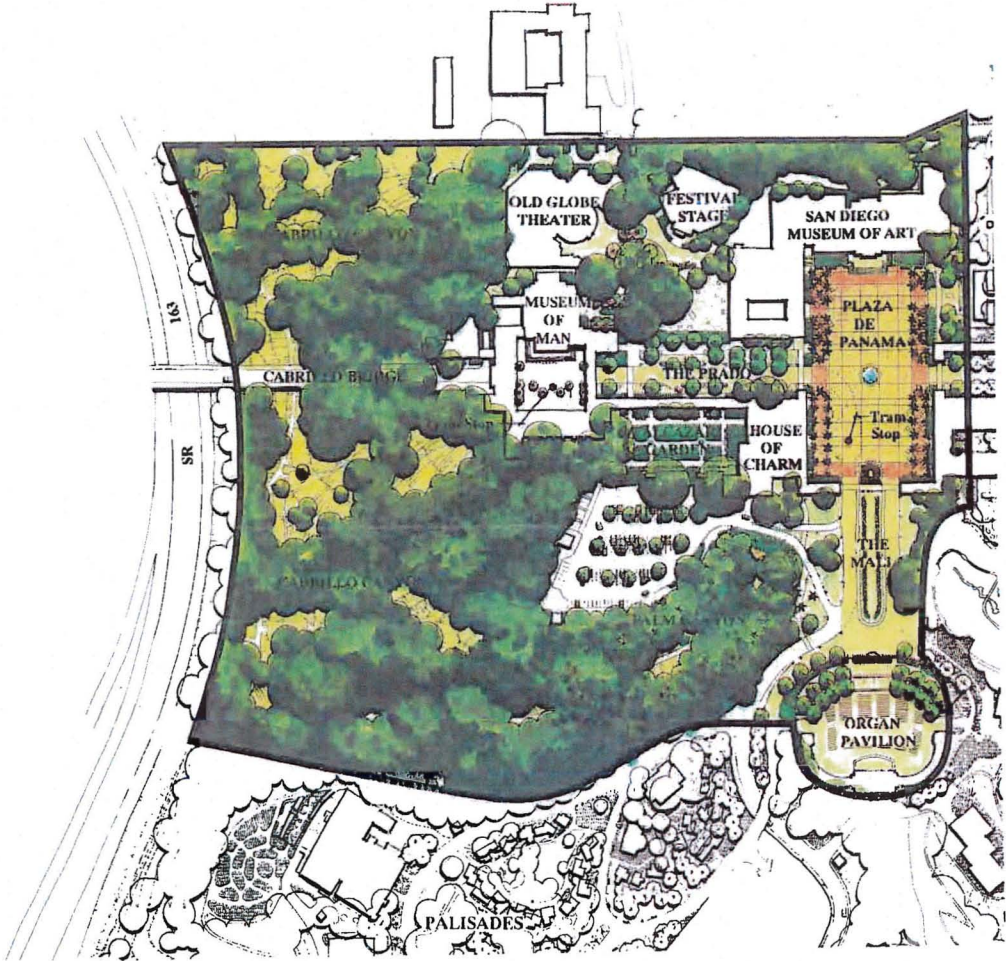


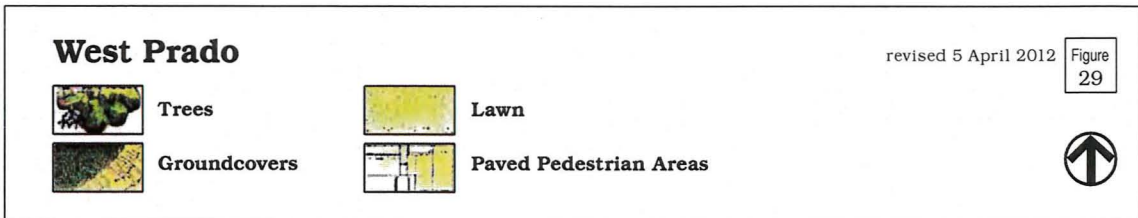
Central Mesa Illustrative

revised 5 April 2012

Figure
28



















Palisades

 Trees	 Lawn
 Groundcovers	 Paved Pedestrian Areas

13 June 1991 Figure 34

0 100 200 400
SCALE IN FEET 



Palisades		revised 5 April 2012	Figure 34
	Trees		Lawn
	Groundcovers		Paved Pedestrian Areas
			

RECORDING REQUESTED BY
CITY OF SAN DIEGO
DEVELOPMENT SERVICES
PERMIT INTAKE, MAIL STATION 501

WHEN RECORDED MAIL TO
CITY CLERK
MAIL STATION 2A

SPACE ABOVE THIS LINE FOR RECORDER'S USE

INTERNAL ORDER NUMBER: 21002440

SITE DEVELOPMENT PERMIT NO. 482374
BALBOA PARK – PLAZA DE PANAMA
PROJECT NO. 233958 (MMRP)
CITY COUNCIL

DRAFT

This Site Development Permit No. 482374 is granted by the City Council of the City of San Diego to THE CITY OF SAN DIEGO, Owner, and the PLAZA DE PANAMA COMMITTEE, a 501(c)(3) non-profit entity, Permittee, pursuant to San Diego Municipal Code [SDMC] section 126.0504. The 15.4-acre site is located in the Central Mesa area of Balboa Park, within the Balboa Park National Historic Landmark District, in Council District 3. The project site is legally described as: that portion of land designated "City Park Preservation," which lies within the Pueblo Lands of San Diego, County of San Diego, State of California, according to Miscellaneous Map Thereof No. 36, by James Pascoe, filed in the Office of the County Recorder of San Diego County, being a portion of Pueblo Lot 1135 and Pueblo Lot 1136 of said Pueblo Lands according to Miscellaneous Map Thereof No. 35, by Charles H. Poole, filed in the Office of the County Recorder of San Diego County (APN: a portion of 534-450-08 and 760-212-51, 52, 53, 54, 55, 56, 57, 78 and 79).

Subject to the terms and conditions set forth in this Permit, permission is granted to Owner/Permittee to implement the proposed Balboa Park Plaza de Panama Circulation and Parking Structure project, described and identified by size, dimension, quantity, type, and location on the approved exhibits [Exhibit "A"] dated _____, on file in the Development Services Department.

The project, as detailed on the approved Exhibit "A," shall include:

- a. Plaza de Panama. Elimination of automobile traffic from the Plaza de Panama and adjacent promenades and removal of parking from the Plaza to allow pedestrian use,

as well as other improvements to the Plaza de Panama including paving, reflecting pools, and landscaping;

- b. El Prado and Plaza de California. Allow pedestrian use of El Prado and Plaza de California by re-routing traffic to the bypass road and bridge, as well as other improvements including paving and landscaping;
- c. Bypass Road and Bridge. Construction of a new two-way road/bridge (also called the "Centennial Road" and "Centennial Bridge"). The route starts at the east end of the Cabrillo Bridge and continues through the eucalyptus grove around the southwest corner of the Museum of Man to the Alcazar Parking Lot, runs through the Alcazar Parking Lot, leading to a new parking structure behind the Organ Pavilion, and ends at the connection to President's Way;
- d. Alcazar Parking Lot and Walkway. Reconfiguration of the Alcazar Parking Lot to provide additional accessible parking as well as passenger drop-off, museum loading, valet services, new stairs to the archery range, replacement of the existing restroom, and a new trash enclosure;
- e. The Mall (Esplanade) & Pan American Road. Rerouting of vehicle traffic west of Pan American Road to allow pedestrian only access, as well as other improvements to these areas including paving, benches, lighting, and landscaping;
- f. Organ Pavilion Parking Structure, Roof-Top Park, Tram and Arizona Street Landfill. Construction of a new underground parking structure with a roof-top park and garden at the location of the existing Organ Pavilion surface parking lot. The parking structure will consist of approximately 797 parking spaces on three levels and will be approximately 265,242 square feet. The new rooftop park will be approximately 2.2 acres and have two restrooms, a visitor center, and tram stops. A tram shuttle will link parking in the new structure with the Plaza de Panama. Excess soils from excavation of the parking structure will be exported to the nearby Arizona Street Landfill;
- g. Landscaping (planting, irrigation and landscape-related improvements); and
- h. Public and private accessory improvements determined by the Development Services Department to be consistent with the land use and development standards for this site in accordance with the adopted community plan, the California Environmental Quality Act [CEQA] and the CEQA Guidelines, the City Engineer's requirements, zoning regulations, conditions of this Permit, and any other applicable regulations of the SDMC.

STANDARD REQUIREMENTS:

1. This permit must be utilized within thirty-six (36) months after the date on which all rights of appeal have expired. If this permit is not utilized in accordance with Chapter 12, Article 6, Division 1 of the SDMC within the 36 month period, this permit shall be void unless an Extension of Time has been granted. Any such Extension of Time must meet all SDMC requirements and applicable guidelines in effect at the time the extension is considered by the appropriate decision maker. This permit must be utilized by _____.
2. No permit for the construction, occupancy, or operation of any facility or improvement described herein shall be granted, nor shall any activity authorized by this Permit be conducted on the premises until:
 - a. The Owner/Permittee signs and returns the Permit to the Development Services Department; and
 - b. The Permit is recorded in the Office of the San Diego County Recorder.
3. While this Permit is in effect, the project (as detailed on Exhibit "A") shall be used only for the purposes and under the terms and conditions set forth in this Permit, except for normal operations of the Park when not in conflict with the activities completed by this permit, unless otherwise authorized by the appropriate City decision maker.
4. This Permit is a covenant running with the subject property and all of the requirements and conditions of this Permit and related documents shall be binding upon the Owner/Permittee and any successor(s) in interest.
5. The continued use of this Permit shall be subject to the regulations of this and any other applicable governmental agency.
6. Issuance of this Permit by the City of San Diego does not authorize the Owner/Permittee for this Permit to violate any Federal, State or City laws, ordinances, regulations or policies including, but not limited to, the Endangered Species Act of 1973 [ESA] and any amendments thereto (16 U.S.C. § 1531 et seq.).
7. The Owner/Permittee shall secure all necessary building permits. The Owner/Permittee is informed that to secure these permits, substantial building modifications and site improvements may be required to comply with applicable building, fire, mechanical, and plumbing codes, and State and Federal disability access laws.
8. Construction plans shall be in substantial conformity to Exhibit "A." Changes, modifications, or alterations to the construction plans are prohibited unless appropriate application(s) or amendment(s) to this Permit have been granted.

9. All of the conditions contained in this Permit have been considered and were determined-necessary to make the findings required for approval of this Permit. The Permit holder is required to comply with each and every condition in order to maintain the entitlements that are granted by this Permit.

If any condition of this Permit, on a legal challenge by the Owner/Permittee of this Permit, is found or held by a court of competent jurisdiction to be invalid, unenforceable, or unreasonable, this Permit shall be void. However, in such an event, the Owner/Permittee shall have the right, by paying applicable processing fees, to bring a request for a new permit without the "invalid" condition(s) back to the discretionary body which approved the Permit for a determination by that body as to whether all of the findings necessary for the issuance of the proposed permit can still be made in the absence of the "invalid" condition(s). Such hearing shall be a hearing de novo, and the discretionary body shall have the absolute right to approve, disapprove, or modify the proposed permit and the condition(s) contained therein.

10. The Permittee shall defend, indemnify, and hold harmless the City, its agents, officers, and employees from any and all claims, actions, proceedings, damages, judgments, or costs, including attorney's fees, against the City or its agents, officers, or employees, relating to the issuance of this permit including, but not limited to, any action to attack, set aside, void, challenge, or annul this development approval and any environmental document or decision. The City will promptly notify Permittee of any claim, action, or proceeding and, if the City should fail to cooperate fully in the defense, the Permittee shall not thereafter be responsible to defend, indemnify, and hold harmless the City or its agents, officers, and employees. The City may elect to conduct its own defense, participate in its own defense, or obtain independent legal counsel in defense of any claim related to this indemnification. In the event of such election, Permittee shall pay all of the costs related thereto, including without limitation reasonable attorney's fees and costs. In the event of a disagreement between the City and Permittee regarding litigation issues, the City shall have the authority to control the litigation and make litigation related decisions, including, but not limited to, settlement or other disposition of the matter. However, the Permittee shall not be required to pay or perform any settlement unless such settlement is approved by Permittee.

ENVIRONMENTAL/MITIGATION REQUIREMENTS:

11. Mitigation requirements in the Mitigation, Monitoring, and Reporting Program [MMRP] shall apply to this Permit. These MMRP conditions are hereby incorporated into this Permit by reference.

12. The mitigation measures specified in the MMRP and outlined in Environmental Impact Report No. 233958, shall be noted on the construction plans and specifications under the heading ENVIRONMENTAL MITIGATION REQUIREMENTS.

13. The Owner/Permittee shall comply with the MMRP as specified in Environmental Impact Report No. 233958, to the satisfaction of the Development Services Department and the City Engineer. Prior to the issuance of the "Notice to Proceed" with construction, all conditions of

the MMRP shall be adhered to, to the satisfaction of the City Engineer. All mitigation measures described in the MMRP shall be implemented for the following issue areas:

Land Use (MSCP), Historical Resources (Archaeology), Transportation/Circulation and Parking, Biological Resources (Raptor/MSCP), Noise (Temporary Construction), and Paleontological Resources.

AIRPORT REQUIREMENTS:

14. Prior to issuance of a grading or construction permit, the Owner/Permittee shall provide a valid "Determination of No Hazard to Air Navigation" issued by the Federal Aviation Administration [FAA], satisfactory to the Development Services Department.

ENGINEERING REQUIREMENTS:

15. Prior to issuance of a grading permit, the Owner/Permittee shall develop a grading plan and obtain a grading permit that has been reviewed and approved by appropriate City of San Diego authorities, including but not limited to stormwater authorities, the Local Enforcement Agency, and the Environmental Services Department, for the site that is to be the destination of exported fill material: the Arizona Street Landfill.

16. Prior to the issuance of a building permit, the Owner/Permittee shall obtain a bonded grading permit for the grading proposed for this project. All grading shall conform to requirements in accordance with the City of San Diego Municipal Code in a manner satisfactory to the City Engineer.

17. Prior to the issuance of a grading or right-of-way permit, the Owner/Permittee shall enter into a Maintenance Agreement for the ongoing permanent BMP maintenance, satisfactory to the City Engineer.

18. Prior to the issuance of any construction permits, the Owner/Permittee shall incorporate any construction Best Management Practices necessary to comply with Chapter 14, Article 2, Division 1 (Grading Regulations) of the San Diego Municipal Code, into the construction plans or specifications or Storm Water Pollution Prevention Plan (SWPPP), satisfactory to the City Engineer.

19. Prior to the issuance of any construction permits, the Owner/Permittee shall incorporate and show the type and location of all post-construction Best Management Practices (BMPs) on the final construction drawings, in accordance with the approved Water Quality Technical Report, satisfactory to the City Engineer.

20. The Owner/Permittee shall assure by permit and bond the construction of the internal road between Cabrillo Bridge and Presidents Way. This road shall be constructed as a two-lane, 28-foot-wide roadway which shall be based on the "local commercial street" classification standards subject to deviations approved by the City Engineer.

21. Development of this project shall comply with all requirements of State Water Resources Control Board (SWRCB) Order No. 2009-0009-DWQ and the Municipal Storm Water Permit, General Permit No. CAS000002 and CAS0108758, Waste Discharge Requirements for Discharges of Storm Water Runoff Associated With Construction Activity. In accordance with said permit, a Storm Water Pollution Prevention Plan (SWPPP) and a Monitoring Program Plan shall be implemented concurrently with the commencement of grading activities, and a Notice of Intent (NOI) shall be filed with the SWRCB.

22. A copy of the acknowledgment from the SWRCB that an NOI has been received for this project shall be filed with the City of San Diego when received; further, a copy of the completed NOI from the SWRCB showing the permit number for this project shall be filed with the City of San Diego when received. In addition, the owner(s) and subsequent owner(s) of any portion of the property covered by this grading permit and by SWRCB Order No. 2009-0009 DWQ, and any subsequent amendments thereto, shall comply with special provisions as set forth in SWRCB Order No. 2009-0009 DWQ.

GEOLOGY REQUIREMENTS:

23. The Owner/Permittee shall submit a geotechnical investigation report or update letter that specifically addresses the proposed construction plans. The geotechnical investigation report or update letter shall be reviewed for adequacy by the Geology Section of the Development Services Department prior to issuance of any construction permits.

24. The Owner/Permittee shall submit an as-graded geotechnical report prepared in accordance with the City's "Guidelines for Geotechnical Reports" following completion of the grading. The as-graded geotechnical report shall be reviewed for adequacy by the Geology Section of the Development Services Department prior to exoneration of the bond and grading permit close-out.

PLANNING/DESIGN REQUIREMENTS:

25. Owner/Permittee shall maintain the specified number of off-street parking spaces on the property at all times in the approximate locations shown on the approved Exhibit "A," to the satisfaction of the Park and Recreation Department and the Development Services Department. Parking spaces shall comply at all times with the SDMC and shall not be converted for any other use unless otherwise authorized by the appropriate City decision maker in accordance with the SDMC.

26. A topographical survey conforming to the provisions of the SDMC may be required if it is determined, during construction, that there may be a conflict between the building(s) under construction and a condition of this Permit or a regulation of the underlying zone. The cost of any such survey shall be borne by the Owner/Permittee.

27. All signs associated with this development shall be consistent with sign criteria established by the City-wide Sign Ordinance and the Central Mesa Precise Plan Signage Manual.

28. All outdoor lighting shall be shaded and adjusted to fall on the same premises where such lights are located and in accordance with the applicable regulations in the SDMC.
29. Prior to the issuance of a grading or construction permit, the following measure shall be implemented to the satisfaction of the Development Services Department: Skirted palm tree removal shall occur outside of the bat roosting (nesting) season (April to September).
30. Prior to the issuance of a demolition permit, the following measure shall be implemented to the satisfaction of the Development Services Department: Demolition shall be completed outside of the bat roosting (nesting) season (April to September).
31. Prior to the issuance of a construction permit, a construction representative retained by the Plaza de Panama Committee shall provide transportation/parking coordination services to coordinate the tram operation and to address the construction phase parking and transportation during construction. This individual shall act as a liaison between the institutions at Balboa Park and the construction team, working in conjunction with the City's Park and Recreation Department, though employed by the Plaza de Panama Committee.
32. Scheduling of any construction occurring outside of working hours (7:00 a.m. to 7:00 p.m. Monday through Friday) shall be responsive to the schedule of events held at the outdoor Organ Pavilion and construction activities shall be scheduled, to the greatest extent practicable, to avoid construction noise that may impact the event, to the satisfaction of the Park and Recreation Department.

HISTORIC REQUIREMENTS:

33. All construction permits (as defined by SDMC 113.0102) must be reviewed and approved by Plan-Historic staff prior to permit issuance. Additionally, any and all future work and other improvements must also be reviewed and approved by Plan-Historic staff prior to approval or construction of those improvements.
34. Final selection of finish materials, including but not limited to pavers, paving, stone/masonry, building materials, light fixtures, etc. must be reviewed and approved by Plan-Historic staff for consistency with Exhibit "A" and the U.S. Secretary of the Interior's Standards as part of the construction permit process.
35. Prior to issuance of any demolition or construction permit related to Cabrillo Bridge, the Owner/Permittee must provide Level 1 Historic American Engineering Record (HAER) documentation for the eastern portion of the Cabrillo Bridge within the City's ownership, to the satisfaction of Plan-Historic staff. Upon approval by Plan-Historic staff, final copies of the HAER documentation shall be submitted for archival storage with the City of San Diego Historical Resources Board (Plan-Historic staff), the Project file, the South Coastal Information Center, the California Room of the City of San Diego Public Library, the San Diego History Center and/or other historical society or group(s).

36. A Historic Preservation Architect who meets the U.S. Secretary of the Interior's Professional Qualifications must be on site to monitor demolition of the identified section of the Cabrillo Bridge, and shall provide a report to Plan-Historic staff that documents the demolition. Should any unforeseen issues arise that requires any deviation from the approved scope of work, the Owner/Permittee must stop work immediately and contact Plan-Historic staff.

PUBLIC UTILITIES DEPARTMENT REQUIREMENTS:

37. The Owner/Permittee shall assure, by permit and bond the design and construction of all proposed public water and sewer facilities, including services and meters, in accordance with established criteria in the most current edition of the City of San Diego Water and Sewer Facility Design Guidelines and City regulations, standards and practices. Public water and sewer facilities and associated easements, as shown on the approved Exhibit "A", shall be modified at final engineering to comply with standards.

38. The Owner/Permittee shall assure, by permit and bond, the design and construction of any new water and sewer service(s) outside of any driveway, and the disconnection at the water main of the existing unused water service adjacent to the project site, in a manner satisfactory to the Director of Public Utilities and the City Engineer.

39. The Owner/Permittee shall apply for a plumbing permit for the installation of appropriate back flow prevention device(s), on each water service (domestic, fire and irrigation), in a manner satisfactory to the Director of Public Utilities and the City Engineer.

40. No trees shall be installed within ten feet of any water facilities or in any water easement, unless otherwise approved by the Director of Public Utilities and the City Engineer. No shrubs exceeding three feet in height at maturity shall be installed within 10 feet of any public water main, unless otherwise approved by the Director of Public Utilities and the City Engineer.

41. Prior to the issuance of any certificates of occupancy, all public water and sewer facilities shall be complete and operational in a manner satisfactory to the Director of Public Utilities and the City Engineer.

42. The Owner/Permittee shall design and construct all proposed public water and sewer facilities in accordance with established criteria in the current edition of the City of San Diego Water and Sewer Facility Design Guidelines and City regulations, standards and practices.

INFORMATION ONLY:

- The issuance of this discretionary use permit alone does not allow the immediate commencement or continued operation of the proposed use on site. The operation allowed by this discretionary use permit may only begin or recommence after all conditions listed on this permit are fully completed and all required ministerial permits have been issued and received final inspection.

- Any party on whom fees, dedications, reservations, or other exactions have been imposed as conditions of approval of this Permit, may protest the imposition within ninety days of the approval of this development permit by filing a written protest with the City Clerk pursuant to California Government Code-section 66020.
- This development may be subject to impact fees at the time of construction permit issuance.

APPROVED by the City Council of the City of San Diego on _____ by Resolution No. _____.

REF

CITY COUNCIL
RESOLUTION NO. _____
SITE DEVELOPMENT PERMIT NO. 482374
BALBOA PARK – PLAZA DE PANAMA
PROJECT NO. 233958 (MMRP)

DRAFT

WHEREAS, THE CITY OF SAN DIEGO, Owner, and THE PLAZA DE PANAMA COMMITTEE, a 501(c)(3) non-profit entity, Permittee, filed an application with the City of San Diego for a Site Development Permit to implement the proposed Balboa Park Plaza de Panama Circulation and Parking Structure project, known as the Balboa Park – Plaza de Panama project, located in the Central Mesa area of Balboa Park, within the Balboa Park National Historic Landmark District, in Council District 3, and legally described as that portion of land designated “City Park Preservation,” which lies within the Pueblo Lands of San Diego, County of San Diego, State of California; according to Miscellaneous Map Thereof No. 36, by James Pascoe, filed in the Office of the County Recorder of San Diego County, being a portion of Pueblo Lot 1135 and Pueblo Lot 1136 of said Pueblo Lands according to Miscellaneous Map Thereof No. 35, by Charles H. Poole, filed in the Office of the County Recorder of San Diego County (APN: a portion of 534-450-08 and 760-212-51, 52, 53, 54, 55, 56, 57, 78 and 79), in the Balboa Park Plan area; and

WHEREAS, on June 7, 2012, the Planning Commission of the City of San Diego considered Site Development Permit (SDP) No. 482374, and pursuant to Resolution No. _____ - PC voted to recommend _____ of the Permit; and

WHEREAS, under Charter section 280(a)(2) this resolution is not subject to veto by the Mayor because this matter requires the City Council to act as a quasi-judicial body and where a public hearing was required by law implicating due process rights of individuals affected by the

decision and where the Council was required by law to consider evidence at the hearing and to make legal findings based on the evidence presented; and

WHEREAS, the matter was set for public hearing on _____, 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 Council of the City of San Diego, that it adopts the following findings with respect to Site Development Permit No. 482374:

SITE DEVELOPMENT PERMIT - SECTION 126.0504

A. Findings for all Site Development Permits (126.0504(a)):

1. The proposed development will not adversely affect the applicable Land Use Plan.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The project is located within the Central Mesa Subarea of Balboa Park. The applicable land use documents are the Balboa Park Master Plan, originally adopted by City Council in 1989, most recently amended in 2004; the Central Mesa Precise Plan, adopted by City Council in 1992, also most recently amended in 2004; and the City of San Diego General Plan, which was comprehensively updated and adopted by City Council in 2008.

Collectively, the General Plan, Balboa Park Master Plan and Central Mesa Precise Plan establish goals and policies of creating a more pedestrian oriented environment within the park, reducing automobile and pedestrian conflicts, improving public access, increasing free and open parkland, restoring landscape areas and restoring the Prado and Palisades to a center for cultural activities and special events. The proposed development would implement these goals and policies by removing parking and through traffic within the Prado and restoring the area to pedestrian use, which would open up opportunities for cultural activities, special events and general public enjoyment of the park without interfacing with vehicles.

Asphalt paving will be removed from the Plaza de California, El Prado, Plaza de Panama, Mall and Pan American Road and replaced by subtly colored and scored concrete paving that compliments the surrounding architecture. Other features include removable chairs and tables, shade trees, benches and two shallow reflecting

pools in the Plaza de Panama to help activate these areas and enhance the visitor experience.

Additionally, the improved circulation system would put an emphasis on safe pedestrian travel through the park that would also be accessible to people with all abilities. Vehicles entering the park from the west would be re-routed to a bypass road that would lead visitors through the Alcazar Parking Lot for possible drop off, valet, disabled parking, or on to the Organ Pavilion Parking Structure, where they can park and take the tram or walk to nearby cultural and recreational uses within the Central Mesa. A rooftop park, at grade with the Organ Pavilion and International Cottages, will incorporate formal gardens, similar to what was present in 1935, and provide additional free and open parkland for visitors. Removing vehicles from the Mall and Pan American Road, combined with a grade separated crossing of Centennial Road, will provide a pedestrian and tram link between the Prado and Palisades areas, free of vehicle conflicts.

The proposed project consists of eliminating automobile traffic from the Plaza de California, West Prado, Plaza de Panama, the Mall and Pan American Road East for conversion to pedestrian spaces, constructing a bypass bridge (Centennial Bridge) and road, reconfiguring the Alcazar Parking Lot for accessible parking, drop-off and valet staging, and the construction of the Organ Pavilion Parking Structure, with a rooftop park.

Although the proposed Centennial Bridge component would be inconsistent with several policies found in the Urban Design, Recreation, and Historic Preservation Elements of the General Plan, it would not adversely affect the General Plan and the project as a whole would be consistent with several of the goals and policies of San Diego General Plan, as described below.

The development's proposal to remove cars from the Plaza de California, El Prado, Plaza de Panama, the Mall and Pan American Road East to create a more pedestrian oriented environment would implement goals in the Mobility Element of the General Plan for creating a safe and comfortable environment, and a complete, functional, and an interconnected pedestrian network that is accessible to pedestrians of all abilities. The development would also implement the recommendation in the Urban Design Element for designing and retrofitting streets to improve walkability, bicycling, and transit integration; to strengthen connectivity; and to enhance community identity.

The proposed development would also implement the Conservation Element goal for the protection and expansion of a sustainable urban forest by transplanting or replacing trees that would be impacted by construction and adding a total of 429 trees consisting of a variety of palm, deciduous, and evergreen trees.

Additionally, the proposed development would implement Conservation Element policies for implementing sustainable landscape design and meet the Urban Design

Element goal of a built environment that respects the City's natural environment and climate by selecting plant species consistent with the palettes and themes of adjacent landscapes which would also include a variety of native, non-native and drought tolerant plant species as well as including irrigation systems that would incorporate water saving technology, minimizing lawn areas within the rooftop park, and planting deciduous and evergreen trees within the restored open park areas to reduce the heat island effects.

The development's proposal for the rehabilitation of the Plaza de California and Plaza de Panama and the removal of cars from the Plaza de California, El Prado, the Plaza de Panama, the Mall and Pan American Road East would restore the historic design of these areas and meet the Historic Preservation Element goal of preserving the City's important historical resources by returning these areas to pedestrian only use consistent with the 1915 and 1935 Expositions. Further, reactivating these areas for pedestrian use is consistent with specific recommendations of the Central Mesa Precise Plan (as amended by the proposed Amendment thereto) and will reclaim approximately 6.3 acres of free and open parkland that will enhance the cultural and recreational uses within the core of the park while preserving the historic character of the Central Mesa.

The proposed development would meet the goal in the Recreation Element for having park and recreation facilities that are sited to optimize access by foot, bicycle, public transit, automobile, and alternative modes of travel by proposing to restore pedestrian uses in locations presently dominated by vehicular traffic with the Central Mesa of Balboa Park and the implementation of an expanded tram system through the Central Mesa that would connect parking facilities and institutions, and enhancing overall access and circulation.

Despite the conflicts related to the proposal of the Centennial Bridge component, the proposed development would be consistent with a majority of the goals and policies of the General Plan, the Balboa Park Master Plan and the Central Mesa Precise Plan and overall would restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. Therefore, the proposed development would not adversely affect the applicable land use plans.

2. The proposed development will not be detrimental to the public health, safety and welfare.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The proposed development as currently designed will not be detrimental to the public health, safety and welfare. The Plaza de Panama, Circulation and Parking Structure project, consisting of grading, roadways, utilities, drainage infrastructure and reclamation of free and open parkland, has been designed to conform to the City of San Diego's codes, policies and regulations whose primary focus is the protection of the public health, safety and

welfare. The project is consistent with the Consultants Guide to Park Design and Development of the Park and Recreation Department.

The grading proposed in conjunction with the proposed improvements will not result in soil erosion, silting of lower slopes, slide damage, flooding, severe scarring or any other geological instability which would affect public health, safety and welfare as approved by the City Engineer. All vegetation disturbed by grading, will be re-vegetated in a manner that will provide slope stability and will include trees, shrubs and low profile, spreading varieties of ground cover to provide erosion control protection.

The proposed project will have adequate levels of essential public services available and will not have a significant impact on the provision of such services. There will be no effect on the Fire - Rescue Department's response times as a result of the project. The project will not increase the demand for police protection services, nor will it change their response times to the site. Other services, such as sewer, water, power, waste management, signage, way finding and visitor information will be adequately provided.

Storm water impacts from the proposed project will be mitigated through Construction Best Management Practices (BMPs), Low Impact Development, Source Control BMPs and Treatment Control BMPs. This will include the installation of bio retention areas, preservation of existing trees and shrubs, minimizing impervious services, installing filtration devices in inlets and vegetated swales.

All State of California Building, Fire, Plumbing, Electrical, and Mechanical Codes as well as San Diego Municipal Code regulations governing the construction and continued operation of the development apply to this project to prevent adverse effects to those persons or other properties within the park. Prior to actual construction of the project, City staff will review building permit and site improvement plans for conformance with the California Building Code and Land Development Code to assure structural, mechanical, electrical, plumbing and site access components are designed to protect the public's health, safety and welfare.

3. The proposed development will comply with regulations of the Land Development Code including any allowable deviations pursuant to the Land Development Code.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The proposed project has been designed to comply with the regulations of the Land Development Code, including requirements for grading, landscaping, parking, signage, utilities, and public parks. A deviation from street design standards is requested to reduce the impacts to the park land within the project limits, which is within the National Historic Landmark

District. The Site Development Permit includes approved deviations from the standard commercial local street section, which per the City's Street Design Manual shall include a parkway width of 20 feet, with 8% maximum grade and a minimum curb radius of 290 feet. The proposed Centennial Road would have 14-foot lanes (no pedestrian walkways) with a 28 foot curb-to-curb width and a minimum curb radius of 83 feet. Grades would comply with standards. The proposed Centennial Bridge will also have 14-foot travel lanes, but would also include an 8-foot pedestrian walkway along the outer radius of the bridge separated from vehicular traffic by a barrier. The proposed deviation serves to minimize encroachment into the environmentally sensitive lands and protect park land.

The required findings for the deviation from the Environmentally Sensitive Lands Regulation, adopted in 2000 as part of the City's Land Development Code with respect to encroachment into steep hillsides, are set forth below. Therefore, the project will comply with the regulations and allowable deviations pursuant to the Land Development Code.

B. Supplemental Findings – Environmentally Sensitive Lands (126.0504(b)):

- 1. The site is physically suitable for the design and siting of the proposed development and the development will result in minimum disturbance to environmentally sensitive lands.**

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The proposed improvements to the Central Mesa Subarea of Balboa Park occur primarily within the footprint of existing park facilities. The project components are compatible with restoring park land, improving access, parking and circulation for the continued use and enjoyment of visitors. As a result, the site is physically suitable for the design and siting of the proposed project.

The project will result in minimal disturbance to environmentally sensitive lands. Approximately 8.8 % of the 15.4-acre site (1.35 acres) contains steep hillsides; however most of these steep slopes within the project area are not natural, but are instead the result of previous manmade disturbances that have occurred during the 95-plus year occupation of the Central Mesa. These disturbances are evident through historic photos showing activities associated with planting non-native trees within Cabrillo Canyon and Palm Canyon, grading and improvements associated with the creation of the Alcazar parking lot and slope grading associated with the access road to the maintenance facility in Gold Gulch. Project grading would encroach into 0.12 acre of the project's steep hillsides; this is 0.79 % of the total project area. Although portions of Balboa Park are within the MHPA, proposed project components are not within locations that contain sensitive biological resources. The offsite component at the Arizona Street Landfill is adjacent to the MHPA, however this location also does not contain sensitive biological resources.

Regardless, because the location is adjacent to MHPA, the project is implementing land use adjacency guidelines measures to reduce potential impact. Therefore, the site is physically suitable for the design and siting of the proposed development and the development will result in minimum disturbance to environmentally sensitive lands.

2. The proposed development will minimize the alteration of natural land forms and will not result in undue risk from geologic and erosional forces, flood hazards, or fire hazards.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The site will be graded in a manner that preserves the existing topography and canyons that surround the Central Mesa. Current drainage patterns will be preserved and volumes of runoff will remain consistent with pre-project conditions. The design of the Centennial Bridge is intended to preserve, to the maximum extent possible, the natural look and land form of the Cabrillo Canyon. The bridge deck is designed to have a low profile, while the horizontal curvature of the bridge structurally allows for narrow columns and smaller abutments.

The reconfiguration of the Alcazar Parking Lot will be constructed within the footprint of the existing parking lot but sloped to accommodate disabled access, while maintaining the natural edge conditions through a combination of re-vegetated slopes and small retaining walls that are visually screened through landscaping. Walls will be of materials already used in the park.

Grading associated with the 3-level underground Organ Pavilion Parking Structure and rooftop park will occur within the footprint of the existing surface parking lot. Although approximately 142,000 cubic yards of earth will be displaced, the resulting structure will be level with the surrounding grades of the Organ Pavilion and International Cottages. The east side of the structure will be exposed to Gold Gulch to allow natural lighting and ventilation. Contour grading and landscaping on this side will provide a transition to the existing land form.

As the Bypass Road approaches the Organ Pavilion Parking Structure it will slope downward in order to pass under the pedestrian promenade, which is level with the Organ Pavilion. It will continue on around the north and east sides of the parking structure at grades necessary to enter the structure at the third and second levels. This will require excavation within the footprint of the existing surface parking lot. Terraced retaining walls, contour grading and landscape treatments will provide a smooth transition to existing landforms adjacent to this area. Grading on the east side of the proposed parking structure will be approximately 15' lower in elevation compared to the west side of the structure. This will provide a transition down into Gold Gulch. With the contour grading and transitional landscaping adjacent to Centennial Road, this area will mimic the pre-project landform.

As outlined in the Preliminary Geotechnical Investigation, dated May 16, 2011, there are no known faults located within the project site. The nearest known active fault is the Rose Canyon Fault, located approximately 1 mile west Balboa Park. The Rose Canyon Fault is the dominant source of potential ground motion that could occur at the site. However, risk associated with ground rupture hazard is very low, due to the absence of active faults within the development area. Seismic design recommendations are incorporated into the above referenced report to mitigation for potential seismic activity. With the exception of possible strong seismic shaking, there are no other significant geologic hazards known to exist that would put undue risk on proposed structures within the development.

Undue risk from erosion on manufactured slopes will be reduced and eventually eliminated by the plantings of trees, shrubs and ground covers. These plantings will occur just after the grading operation. Undue risk from flood hazards will not be present since the proposed site is not within any mapped floodway or flood channel.

Undue risk from fire hazards will be minimal because the project is not located within a brush fire hazard area. In addition there are adequate fire hydrant services, street access and the presence of ornamental and permanently irrigated planting surrounding the project improvements. All new structures will meet local and State fire codes. Therefore, the proposed development will minimize the alteration of natural land forms and will not result in undue risk from geologic and erosional forces, flood hazards, or fire hazards.

3. The proposed development will be sited and designed to prevent adverse impacts on any adjacent environmentally sensitive lands.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. Approximately 99.21 % of the project's improvements lie within previously-improved feature areas of the park, which includes roadways, parking areas, walkways, landscape areas and the Archery Range, which is designated as a restricted use area. To minimize impacts to adjacent and historical park improvements, 0.79 % of the project encroaches into steep hillsides. These steep hillsides are not within the MHPA and do not contain sensitive biology. As described in the finding for 126.0504(a)(3), proposed roadways are designed with reduced parkways, minimum radii and road width to prevent adverse impacts on adjacent environmentally sensitive lands and existing park improvements.

4. The proposed development will be consistent with the City of San Diego's Multiple Species Conservation Program (MSCP) Subarea Plan.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park

and alleviate pedestrian/vehicular conflicts. The project site is with the City's MSCP Subarea Plan. Although portions of Balboa Park are within the MHPA, proposed project components are not within locations that contain sensitive biological resources. The offsite component at the Arizona Street Landfill is adjacent to the MHPA, however this location also does not contain sensitive biological resources. Regardless, because the location is adjacent to MHPA, the project is implementing land use adjacency guidelines measures to reduce potential impact. Therefore, the proposed development will be consistent with the City of San Diego's MSCP Subarea Plan.

5. The proposed development will not contribute to the erosion of public beaches or adversely impact local shoreline sand supply.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The project is located approximately 5.6 miles from the Pacific Ocean and approximately 1.5 miles from the San Diego Bay. The project implements drainage design features to ensure that storm water runoff volumes do not increase when compared to pre-project conditions. These features include increasing the permeable surfaces, installing inlet filters, use of vegetated swales and avoiding diversion of existing drainage courses within the project site. Installing ground covers, shrubs, trees and planting slopes once grading is complete will minimize erosion from newly graded areas. Therefore, the proposed development will not contribute to the erosion of public beaches or adversely impact local shoreline sand supply.

6. The nature and extent of the mitigation required as a condition of the permit is reasonably related to, and calculated to alleviate, negative impacts created by the proposed development.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The project incorporates design measures that reduce impacts to steep hillsides to below a level of significance. These include the use of retaining walls, minimizing the width of roadways and parkways, incorporating minimum centerline radii of curves and keeping the graded elevations of the roadways and improvements as close to the existing landform as possible. These measures result in 0.12 acre of impact to the steep hillsides. These impacts are shown on figure 4.1-9 of the FEIR and occur at the abutments of Centennial Bridge, along the western edges of Alcazar Parking Lot and Centennial Road at the rim of Palm Canyon. In accordance with the Site Development Permit and the Mitigation Monitoring and Reporting Program (MMRP), areas of impacts will be re-vegetated with plant species that are consistent with the surrounding landscape, graded slopes shall have a maximum slope of 2:1 and storm water runoff will be directed away from the steep hillsides.

Potential significant impacts could result from the placement of export, generated from the excavation of the parking structure, within the Arizona Street Landfill. This activity has the potential to indirectly impact biological resources contained within the adjacent MHPA. These potential impacts would be mitigated to below a level of significance with implementation of the Mitigation Monitoring and Reporting Program and compliance with the Site Development Permit Conditions, which requires conformance to the City's MSCP Land Use Adjacency Guidelines through the preparation of construction drawings, processed through Development Services Department (DSD). These drawings will show the existing and proposed grades, drainage details, areas of equipment storage and trash, location of fencing, lighting plans, landscaping plans and construction noise reduction measures. Prior to start of construction, a qualified Biologist will be retained to attend pre-construction meetings and monitor construction activities to ensure compliance with the MMRP.

Therefore, the nature and extent of the mitigation required as a condition of the permit is reasonably related to, and calculated to alleviate, negative impacts created by the proposed development.

C. Supplemental Findings – Environmentally Sensitive Lands Deviations (126.0504(c)):

- 1. There are no feasible measures that can further minimize the potential adverse effects on environmentally sensitive lands.**

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. To minimize impacts to adjacent and historical park improvements, the project incorporates design features into the bypass bridge, bypass road and associated grading. These include minimizing the centerline radius to allow the road to horizontally fit within the existing landform, reducing the roadway widths, using retaining walls, increasing the span of the bridge to minimize the footprint of the abutments and setting road grades to match the existing topography. As a result only 0.12-acre of environmentally sensitive lands is impacted. The Environmental Impact Report considers 13 alternative projects that would reduce overall project impacts, including some that would not have any impacts to environmentally sensitive lands. Alternatives that avoid or reduce this impact include the No Project, the Central Mesa Precise Plan, Stop Light-One Way, Modified Precise Plan without Parking Structure, and Half Plaza alternatives: these alternatives eliminate the proposed Centennial Bridge and allow vehicles to continue driving through the El Prado and Plaza de Panama. Other alternatives that reduce impacts include the No New Parking Structure, Organ Pavilion Parking Structure, West Mesa Parking Structure and Inspiration Point Parking Structure: these alternatives pedestrianize the Cabrillo Bridge, eliminating vehicle access from the west mesa.

Each of these alternatives removes the Centennial Bridge as a component of the project and thereby lessens or avoids the potential adverse effects on environmentally sensitive lands. Impacts to steep hillsides could be reduced to 0.09 acres, as compared to 0.12 acres for the proposed project. However, alternatives associated with allowing vehicles to continue using the Plaza de California, El Prado, Plaza de Panama, the Mall and Pan American Road East as access do not allow for removing vehicles from these areas, minimizing pedestrian/vehicle conflicts, reclaiming of free and open park land and improving parking close to the institutions. These alternatives would also result in significant and unmitigated traffic impacts within the El Prado and Plazas, as traffic volumes increase in the near term and horizon years. The alternatives that pedestrianize the Cabrillo Bridge do remove vehicles from the Plaza de California, El Prado, Plaza de Panama, the Mall and Pan American Road East and they reclaim free and open park land. However, in these alternatives, vehicle access to the core of the Central Mesa would be restricted to Presidents Way, creating only a single entry to the Alcazar Parking Lot, Palisades and Organ Pavilion areas. There would be significant unmitigated traffic impacts in years 2015 and 2030. The proposed project has no significant traffic impacts in 2015 and one mitigable traffic impact in 2030. Walking distances to the institutions increase with the West Mesa Parking Structure and Inspiration Point Parking Structure alternatives. The walking distances increase by 1,206 feet and 1,730 feet respectively, when compared to the proposed project, which locates the parking structure southwest of the Organ Pavilion.

There are no feasible mitigation measures, including project design or project alternatives, which can further minimize the impacts to environmentally sensitive lands.

2. The proposed deviation is the minimum necessary to afford relief from special circumstances or conditions of the land, not of the applicant's making.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. Approximately 8.8 % of the 15.4 acre site (1.35 acres) contains steep hillsides. Most of these steep slopes within the project area are not natural, but are instead the result of previous manmade disturbances that have occurred during the 95-plus year occupation of the Central Mesa. These disturbances are evident through historic photos showing activities associated with planting non-native trees within Cabrillo Canyon and Palm Canyon, grading and improvements associated with the creation of the Alcazar Parking Lot and restroom. Project grading would encroach into only 0.12 acres of the project's steep hillsides, which is 0.79 % of the total project area. Approximately 0.11-acre of the total encroachment occurs in Cabrillo Canyon and is caused by the grading necessary for the bypass bridge abutments, which are minimized by increasing the span of the bridge and incorporating retaining walls. The remaining 0.01-acre occurs in Palm Canyon just west of the Organ Pavilion and is caused by the grading of the bypass road, which is minimized by reducing the parkway width and

incorporating a small retaining wall. These encroachments allow for the rehabilitation of the Prado and the pedestrian promenade between the Prado and Palisades, without impacting the historic Organ Pavilion.

D. Supplemental Findings – Steep Hillside Development Area Regulations Alternative Compliance (126.0404(e)):

1. The proposed development is in conformance with the Steep Hillside Guidelines.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. This project, through the analysis of the Environmental Impact Report, and as outlined in these supplemental findings and conditioned in the Site Development Permit, follows the Steep Hillside Guidelines of the Environmentally Sensitive Lands Section of the Municipal Code.

2. The proposed development conforms to the applicable land use plan.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. Development within the Central Mesa is governed by the Balboa Park Master Plan (BPMP) and Central Mesa Precise Plan (CMPP). The project, which includes eliminating vehicle traffic and parking from the Plaza de Panama, eliminating vehicle traffic in the El Prado and Plaza de California, constructing a new bypass road and bridge, reconfiguring Alcazar Parking Lot and walkway, eliminating vehicle traffic from the Mall and Pan American Road East and constructing the parking structure and rooftop park southwest of the Organ Pavilion, conforms to the goals and policies of both the BPMP and CMPP, as amended herein and made a part of this project application. The project meets a number of specific recommendations outlined in the BPMP and CMPP that relate to providing a more pedestrian oriented environment with less pedestrian/vehicle conflicts, improving access through an integrated circulation system, preserving, enhancing and increasing free and open parkland, designing public spaces for a wide variety of cultural uses, recovering land used for parking, roads and restricted uses to open parkland and preserving the mix of cultural, and recreational uses within the park. Therefore, the proposed development would conform with the applicable land use plan.

3. Strict application of the steep hillside development area regulations would result in conflicts with other City regulations, policies, or plans.

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. Approximately 1.35 acres, or 8.8% of the project site contains steep hillsides with no sensitive biological resources. As a

result, strict compliance with the steep hillside regulations does not allow any encroachments, because over 25% of the project is outside the steep hillsides that are contained within the project site. Strict compliance with this regulation would result in conflicts with the goals of the BPMP and CMPP to provide an integrated circulation system, preserve open parkland and create a more pedestrian oriented environment. Not allowing this minimal encroachment (0.12 acre) on the steep hillside that contain no sensitive biology, will reduce the project's ability to meet these goals.

E. Supplemental Findings – Historical Resources Deviation for in Substantial Alteration of a Designated Historical Resource or Within a Historical District (126.0504(i)):

- 1. There are no feasible measures, including a less environmentally damaging alternative, that can further minimize the potential adverse effects on the designated historical resource or historical district.**

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The underlying purpose of the Balboa Park Plaza de Panama Project is to return pedestrian and park uses to the Central Mesa and alleviate pedestrian/vehicular conflicts by removing vehicular circulation and parking from Plaza de Panama, West El Prado, Plaza de California, the Mall, and Pan American Road East. Throughout the course of the proposed project assessment, a number of alternatives were evaluated. Most of the alternatives that achieved the primary project objectives resulted in substantial adverse change to historical resources in the park. Both No Project alternatives (No Development and Central Mesa Precise Plan; Alternatives #1 and #2) would avoid significant impacts to Land Use, Historical Resources, and Visual Quality associated with the proposed project's Centennial Bridge concept. However, these alternatives do not address future traffic queuing conditions which would worsen over time without the improvements proposed by the project.

- 2. The deviation is the minimum necessary to afford relief and accommodate the development and all feasible measures to mitigate for loss of any portion of the historical resource have been provided by the applicant.**

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The introduction of the Centennial Bridge into the National Historic Landmark District and the El Prado Historic District is the only component that poses substantial adverse change to the significance of Balboa Park's historical resources. The location, configuration, and visibility of the Centennial Bridge has been refined as much as possible to reduce the impacts including its design to utilize six slender pillars to reflect similar design intent as the Cabrillo Bridge, increased tree plantings within Cabrillo Canyon to

minimize views of Centennial Bridge and re-establish historic canopy per CMPP/BPMP goals, a pedestrian sidewalk, increased width to accommodate a shared roadway for bicycles, reduction of the length of Cabrillo Bridge wall to be removed, converting it from a one-way to a two-way structure, and maximizing the distance between the Bridge and the corner of the California Building. Additionally, the loss of historic fabric is limited to approximately 65 feet of Cabrillo Bridge railing, and there would be no loss of historic fabric of the bridge itself.

No mitigation measures are available that would reduce the impact of the new bridge to a less than significant level. However, Historic American Engineering Record (HAER) documentation for the Cabrillo Bridge is a permit condition.

- 3. The denial of the proposed development would result in economic hardship to the owner. For purposes of this finding, “economic hardship” means there is no reasonable beneficial use of a property and it is not feasible to derive a reasonable economic return from the property.**

The Plaza de Panama, Circulation and Parking Structure project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park, provide a net increase in parking spaces in close proximity to the core of the park, while also alleviating pedestrian/vehicular conflicts.

Denial of the development would not allow the City to take advantage of donations offered to design and construct the project, as well as to fund a substantial portion of the development, which is estimated to cost \$40 million.

While reasonable economic returns are typical considerations for private properties and a variety of publicly-owned properties, the desire and assumption of a reasonable economic return is generally not contemplated when considering uses of public park land, which typically contain few profit-making ventures. Therefore a reasonable economic return in these circumstances, a public improvement in Balboa Park, is a very minimal amount. The adopted plan goals for Balboa Park do not specify the desirability of deriving a reasonable economic return for uses within the park. Rather, the goals are essentially to preserve, enhance, restore, improve and create park features for the citizens of San Diego.

Denial of the development would prevent the City from fulfilling a stated plan goal of providing “new and redeveloped facilities on the Central Mesa that will be designed to accommodate multiple uses, including special events and maximum public access,” due to the continued loss of the Plaza de Panama area to pedestrian use and the lost opportunity for additional park land in the location of the Organ Pavilion parking lot. Even though Balboa Park is not intended to generate a large economic return, there are several examples throughout the nation of a trend toward improving the pedestrian experience within prominent public spaces to increase the economic success of the region. The State of Massachusetts has created the Massachusetts Pedestrian Transportation Plan to guide land use policies at all levels

to develop more walkable communities across the state. Similarly, the planning department of the City of San Francisco created the Downtown Pedestrian Program to provide guidelines and specific recommendations for investing in a more walkable City. A New York "Mainstreet" newsletter article states "residents are back to beautifying the community centers to erase decay and attract economic development." A study performed by Muse Architecture/Planning, Inc. titled "A Downtown Pedestrian Improvement Program for the City of Saratoga Springs" concludes that improving the pedestrian environment is not just a transportation project or an attractive amenity, it makes good economic sense, and that economic viability of the downtown area is dependent on the quality of the experience of the shopper, office worker, conventioner, and tourist. Many cities are creating planning manuals for improving the walkability of their communities with the intent to revitalize neighborhoods. The strategy for most of the revitalizations is for an integrated plan that moves towards intermodal thinking, transit and pedestrian-friendly communities, with both public and private support.

Denial of the development would also prevent the City from being able to return El Prado, Plaza de Panama, Plaza de California, and the Mall to pedestrian use without conflicts with vehicles, while still providing vehicular access and parking to the Central Mesa, thereby preventing beneficial use of the property. By restoring these areas to pedestrian uses and re-creating a grand ceremonial plaza for recreation and civic activities, the project creates additional park acreage, and ensures the continuing vitality of Balboa Park, which will contribute to the economic well being of the City and the region as it continues to attract tourists and visitors to enjoy the unique public space. As discussed within the Environmental Impact Report prepared for the project (Item 4.4.1.7), the Plaza de Panama experiences significant pedestrian/vehicle conflicts. In addition, members of the public have commented on seeing frequent pedestrian and car near-miss accidents almost daily in the park. Without the development, the current pedestrian/vehicle conflicts would continue, resulting in an undesirable park experience. There is a national trend toward reducing automobile and pedestrian conflicts in parks. The Urban Land Institute and the Trust for Public Lands have both been studying this topic. The Trust for Public Lands has established analytical measures that include findings regarding vehicle and parking issues in the nation's large parks and has found a trend toward minimizing vehicle/pedestrian conflicts. Central Park and Prospect Park in New York have both made physical improvements in recent years to reduce or eliminate conflicts including removal of roads and pavements, curtailed vehicle hours and pedestrian safety and walkability improvements. Golden Gate Park has made improvements to reduce vehicle/pedestrian conflicts while simultaneously adding expanded museums, a parking garage and parking charges in the core of the park. Chicago's Grant Park is currently in design of major improvements to eliminate vehicle/pedestrian conflicts while maintaining a massive underground parking garage beneath North Grant Park.

It is not likely that there would be public funds available for improvements to resolve Balboa Park's long-standing traffic circulation and pedestrian conflicts.

Various studies, such as the 2004 Jones and Jones Study (City of San Diego Planning Commission, November 18, 2004, Resolution No. 3598-PC) and the July 2006 Tilghman/Civitas Inc. Parking Management Action Plan prepared for the City Park and Recreation Department, both identify the existing traffic circulation and parking issues within the core of the park and have had no available funding to implement proposed solutions. The Central Mesa Precise Plan has been in place for 20 years and no funding has been available to pay for the implementation of this component of the Plan. The Balboa Park Plaza de Panama Project is intended to be the catalyst for private investment in the park, enabling the newly created Balboa Park Conservancy to continue such efforts.

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

BE IT FURTHER RESOLVED, that Site Development Permit No. 482374 is granted to THE CITY OF SAN DIEGO, PARK AND RECREATION DEPARTMENT, Owner, and THE PLAZA DE PANAMA COMMITTEE, a 501(c)(3) non-profit entity, Permittee, under the terms and conditions set forth in the attached permit which is made a part of this resolution.

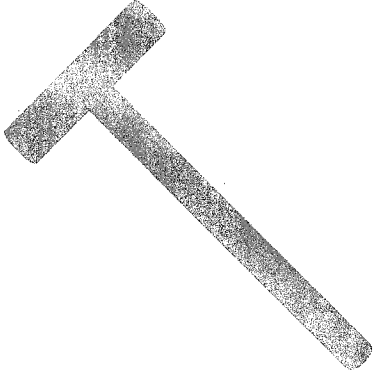
Adopted on: _____

Internal Order No. 21002440

Site Development Permit No. 482374
Date of Approval: _____

AUTHENTICATED BY THE CITY OF SAN DIEGO DEVELOPMENT SERVICES
DEPARTMENT

MICHELLE SOKOLOWSKI
Development Project Manager



**NOTE: Notary acknowledgment
must be attached per Civil Code
section 1189 et seq.**

**The undersigned Owner/Permittee, by execution hereof, agrees to each and every condition of
this Permit and promises to perform each and every obligation of Owner/Permittee hereunder.**

CITY OF SAN DIEGO
Owner

By _____
NAME
TITLE

PLAZA DE PANAMA COMMITTEE
Permittee

By _____
NAME
TITLE

**NOTE: Notary acknowledgments
must be attached per Civil Code
section 1189 et seq.**