THE CITY OF SAN DIEGO

M E M O R A N D U M

DATE: October 30, 2013

TO: Balboa Park Committee, Agenda of November 7, 2013

FROM: Kevin Oliver, Project Officer II, Public Works Dept., Architectural Engineering & Parks Division

SUBJECT: General Development Plan (GDP) for the Balboa Park Golf Course Clubhouse – Improvements

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SUMMARY

Issue - Should the Balboa Park Committee recommend approval of the proposed General Development Plan (GDP) for the Balboa Park Clubhouse - Improvements?

Department Recommendation - Recommend approval of the General Development Plan (GDP) for the Balboa Park Clubhouse – Improvements.

Code Enforcement Impact – None with this action.

Housing Impact - The proposed project will primarily consist of improvements related to a new banquet/restaurant facility, the refurbishment of a historical clubhouse, and pedestrian/vehicular circulation. This will 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 $11.7 million and will be funded with Golf Course Enterprise Funds.

The City's Park and Recreation Department, Golf Division will be responsible for maintaining the improvements proposed for the Project. Detailed annual maintenance costs for the improvements will be calculated as the design of the project progresses. Maintenance of the project will be funded with Golf Course Enterprise Funds.

Environmental – Environmental review of the project was initiated with the Development Services Department (DSD) in August 2013.

BACKGROUND

The City-owned Balboa Park Municipal Golf Course Clubhouse is located at 2600 Golf Course Drive in the East Mesa area of Balboa Park, and commands one of the most beautiful views in all of San Diego. This historic building, built in 1934, is situated on an extraordinary site that may be considered a "diamond in the rough" since the present facility does not capitalize on its distinctive location in Balboa Park, and has not realized its full potential as a valuable amenity to the City. Both the public's golf experience and the behind-the-scenes golf operations are hampered by inadequate, out-of-date facilities in terms of overall appearance, spatial needs, functional inefficiencies, accessibility, safety issues, and a lack of various amenities that would improve the community's all around golf experience.

The following is a brief history of the project:

- 1989 Comprehensive Master Plan for Balboa Park was approved, denoting the necessary renovation or reconstruction the clubhouse facility within the golf course.

- 1993 East Mesa Precise Plan was approved, proposing improved circulation, renovations to the clubhouse, and additional parking for the golf course.

- 1998 Commencement of the original General Development Plan for Balboa Park Golf Course Clubhouse – Improvements project.

- 2000 Designation of the Balboa Park Municipal Golf Course Clubhouse as a Historic Landmark (HRB #564), resulting in the project being placed on hold.

- 2012 Re-initiation of the General Development Plan for the Balboa Park Golf Course Clubhouse – Improvements project.

There was extensive public involvement throughout the preparation of the original General Development Plan. The following committees and public groups were included in that process:

- Golf Advisory Council
- Men's Golf Club
- Women's Golf Club
- Golfers-at-large
- Greater Golden Hill Community Planning Group
- Balboa Park Committee
- Design Review Committee
- Greater North Park Community Planning Group
- Historic Resources Board Design Assistance Subcommittee

Meetings during the initial analysis phase were held with golf course users, the surrounding community of greater Golden Hills, park planning and golf course superintendent and

administration staff. The purpose, goals and objectives of the General Development Plan were reviewed, and input was received regarding the desires of these groups.

Subsequent to alternate site plans being developed, public meetings were again conducted to solicit direction to proceed to the final General Development Plan. During this time, the evaluation of alternatives for modification to Golf Course Drive and the nine-hole course were prepared and reviewed.

After the final General Development Plan was prepared and conceptual designs and architectural elevations for the clubhouse were finished, another series of public meetings were held. The proposed final layout and design was well received during each of these presentations. However, after this round of public meetings in 2000, the City of San Diego Historic Resources Board (HRB) designated the existing clubhouse a "historic resource," thus preventing its proposed demolition. It was at this time that the project went on hold.

Upon reinitiating the planning process in 2012, the design team reevaluated and revised the 2000 General Development Plan concept to include preservation of the existing building. Much of the work completed in the 2000 plan, including the proposed realignment of Golf Course Drive and its corresponding effects, the overall programming of the site, parking ratios, site biology, etc. remains valid. In short, this reinitiated General Development Plan is considered a *revision* to the 2000 work that was completed; therefore, past findings have been assimilated into this General Development Plan to the extent they remain relevant.

As part of the current design process, the City and the design team met with the HRB Design Assistance Subcommittee ("DAS") on two occasions (7/11/2012 & 12/5/2012), receiving various comments at the first meeting, and after incorporating the recommendations, unanimous approval at the second meeting. At this second and final DAS meeting there were no substantial modifications recommended to the proposed design, and the Subcommittee's consensus was that the proposed design was "Consistent with the Standards" (i.e. *The Secretary of the Interior's Standards for the Treatment of Historic Properties*). The project will be brought back to the HRB Design Assistance Subcommittee during preparation of construction documents to ensure continued compliance with all required historical standards.

The project was presented to the Balboa Park Committee on March 7, 2013 as an information item. The Balboa Park Committee asked that the project be brought to the Greater Golden Hill Planning Committee for review and comment. The project was presented to the planning committee on July 10, 2013. While generally well received, the Greater Golden Hill Planning Committee asked that the City look more closely at the pedestrian connections from 26th Street along Golf Course Drive to the clubhouse, and from the clubhouse to 28th Street. It was suggested that a multi-modal pathway be considered (for bikes and pedestrians) to get people safely to and from the clubhouse, preferably on the south and east sides of Golf Course Drive.

As a result, the project was brought back to the Balboa Park Committee on September 5, 2013 showing a pedestrian connection from 26th to 28th Streets. The committee had concerns about the City's ability to construct the pedestrian pathway from 26th to 28th Streets concurrently with

construction of the new clubhouse. The committee did not take action at that time; rather, they requested the project be brought back to the committee once the City had investigated funding options to complete the pedestrian pathway concurrently with construction of the clubhouse.

The current General Development Plans shows a pedestrian pathway connecting 26th to 28th Street along the north and west sides of Golf Course Drive. The addition of a Class III bike sharrow lane (consistent with the City's Bicycle Master Plan), where bikes and automobiles share the roadway, is proposed along the entirety of Golf Course Drive.

The City Attorney's Office has opined that Golf Course Enterprise Funds (the primary source of funding for the clubhouse project) cannot be used to fund the pedestrian pathway in its entirety from 26th to 28th Street. These funds can be used to construct the pathway through the project site only.

In addition, the City has explored utilizing Regional Park Improvement Funds (RPIF) to complete the pedestrian pathway. These funds remain a possible source of funding for the pedestrian walkway into the future. The City will request that the pedestrian walkway funding be added to the Park and Recreation Department's RPIF 5-Year Recommended Allocation list.

Every effort will be made to construct the entirety of the pathway concurrently with construction of the clubhouse. However, if this is not possible, the pathway will, at a minimum, be constructed through the project site, and the City will continue to look for funding to complete the remaining portion of the pedestrian pathway.

PROJECT DESCRIPTION

A historic analysis completed in 2003 on the existing historic clubhouse concluded that the building is representative of the California Ranch style of architecture, and that any new clubhouse buildings should be complementary to that style, though not duplicate it, in keeping with the Standards for the Treatment of Historic Properties.

The California Ranch style was originally inspired by the low-slung haciendas or ranchos that were common to Southern California in the mid-19th century. These buildings typically enclosed a private courtyard surrounded by a long porch or open-air corridor ("corredor"), and were distinctive for their adaptation to the sunny, arid climate of the Southwest, and the corresponding intimate relationship between indoor and outdoor spaces.

The design features of California Ranch Style are incorporated into the proposed design of the new buildings with a contemporary flair, so as to complement the architectural style of the existing historic clubhouse without copying it, the latter being inauthentic to the period and against the standards for the treatment of historic properties.

Major components of the proposed General Development Plan include the following. The overall total square footage of buildings proposed is 30,347 square feet. Please see the attached building program for square footages of building floorplans.

- A new "T" intersection at Golf Course Drive. This main entry will include a 3-way stop, entry signage, enhanced paving with the Balboa logo, and traffic calming features at the pedestrian/bike and golf cart crossings. This change in Golf Course Drive will require minor revisions to a few holes in the 9-hole golf course.
- Approximately 350 total parking spaces are provided on site, including one commercial loading space adjacent to the service yard of the Event Center.
- Existing practice putting greens are enlarged, and a new practice putting green is provided adjacent to the new Restrooms building and the cart staging area. The number of driving range tee boxes has also been expanded.
- Golf cart storage and battery charging is provided in the basement below the Event Center, accessible by a cart ramp on the east side. Cart staging areas are provided in the plaza across from where the ramp connects with the main cart path, and in the plaza area between the existing clubhouse and the new Restrooms building.
- A 26 ft. wide portion of the pedestrian plaza just south of the existing clubhouse will serve as a fire lane for emergency equipment access. Removable bollards will be provided at the east end of this lane to prevent access to the plaza by public vehicles.
- At the first tee, a new "blue" championship tee box has been proposed near the northwest corner of the existing clubhouse at the request of golf staff, including a substantial retaining wall to heighten the experience.
- A restroom building will be located between the existing clubhouse and the new restaurant/bar area.
- An Event Lawn for outdoor events is provided just west of the banquet rooms, including an "overlook" focal point at the north end for ceremonies and as a picture point.
- Extensive courtyards and patios and porches are provided to connect the amenities, to provide extensive opportunities for socializing, dining and relaxing, to capitalize on San Diego's exceptionally fine weather.
- A conference room is provided at the northeast corner of the Event Center, adjacent to the new kitchen, allowing for convenient catering if desired. This room will be available for public reservation for community meetings and conferences.
- The new commercial kitchen has been sized to accommodate large tournaments and banquets, as well as service the restaurant and bar. Spacious banquet rooms feature an operable wall and sliding doors to allow partitioning into separate dining areas. This building is oriented to take full advantage of views to downtown and of the golf course.
- The cart barn basement below the Event Center will have an entrance ramp for golf carts and will include space for up to 116 carts (golf, ranger, and beverage) with sufficient ceiling height to accommodate covered carts and battery chargers.
- A new starter pavilion, cart staging area and larger practice green will be provided at the nine-hole course.

- Sustainability features, including biofiltration areas for storm water treatment.

ENVIRONMENTAL ANALYSIS

The project has been submitted to the Development Services Department (DSD) for environmental review.

ALTERNATIVES:

1. Approve the Department's recommendations with modifications.

2. Do not approve the Department's recommendations.

Respectfully submitted,

Kevin Oliver, POII
Public Works Department

KJO/trs

Attachments: A. Proposed Class III Bike Lane & Pedestrian Pathway Graphic