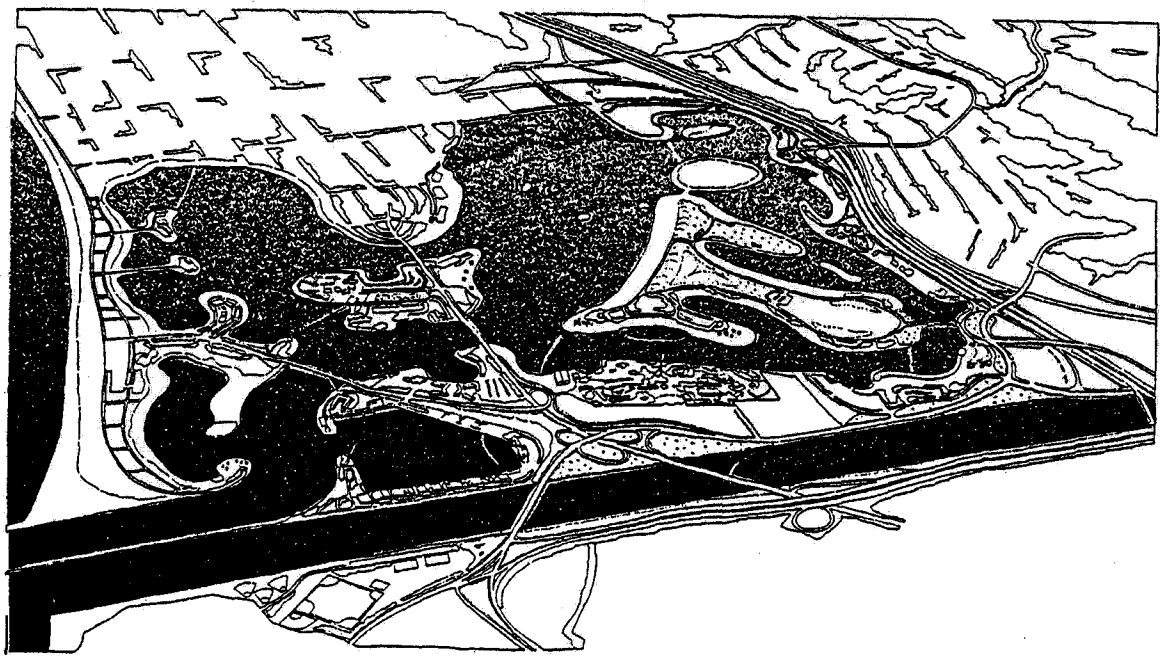
MISSION BAY PARK MASTER PLAN UPDATE



City of San Diego

Adopted August 2, 1994

Amended:
August 1, 1995
May 13, 1997
July 9, 2002

MISSION BAY PARK MASTER PLAN UPDATE

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City of San Diego

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CONTENTS

I. **EXECUTIVE SUMMARY** 1
Public Participation 2
A Balanced Approach: Recreation, Commerce, Environment 2
"Parks Within a Park" 4
Key Recommendations 4
Local Coastal Program 19

II. **INTRODUCTION** 23
Mission Bay Park: A Brief History 24
Why a Plan Now? 24
A Public/Private Partnership 26
Public Outreach and Partnership 26
Goals and Objectives 28
A Direction for the Future 28
Organization and Scope of the Plan 29

III. **PLANNING APPROACH** 31
"Parks Within a Park" 31

IV. **LAND USE** 35
Aquatic Orientation 36
Regional Parkland 38
"Natural" Areas 40
Dedicated Lease Areas 43
De Anza Special Study Areas 53
Recreational Vehicles 56
Active Recreation 58
Off-Peak Park Use 60

V. **WATER USE** 61
Management Strategies
Time and Space Allocations 62
Water Use Capacity 65
Water Access 66
Wet Slips and Anchorage 70
Special Events 71
Water Leases 72
Swimming 74
Shore Treatment 76

VI. ENVIRONMENT 81
The Natural Resource Management Plan 82
Public Interest and Concern. 83
Improving the Park's Water Quality 84
Wetland Habitat 91
Submerged (Benthic) Habitat 95
Upland Habitats 97
Environmental Education and Research 100

VII. ACCESS AND CIRCULATION 101
Land Use Guidance 102
Parking Demand 104
Parking Provisions 106
Public Tram 111
Special Signage and Information 112
Roadway Improvements 113
Bicycle and Pedestrian Paths 118

VIII. SOUTH SHORES/FIESTA ISLAND 121
South Shores 123
Fiesta Island 128

IX. ART IN THE PARK 135
Why Art? 135
Art Program 136
"Terrain Drama" 137
"Word Walk" 139

X. ECONOMICS 141
Estimate of Public Improvement Costs 142
Revenue and Cost Projections 147
Forecast Results 150
Forecast Summary 153
Capital Financing Considerations 153
Financing the Balance with Existing Sources . 155
Financing the Balance with New Sources 157
Enterprise Fund 158
Other Funding Requirements 161
Summary Funding Recommendations 162

XI. IMPLEMENTATION 169
Implementation Constraints 169
Priorities 171

APPENDICES 173

A. Goals and Objectives 173

B-1. Hydrology - *Feasibility of A Constructed Wetland at the Mouth of Rose Creek* 189

B-2. Hydrology - *Use of Created Wetlands for Storm Water Treatment in Mission Bay* 203

B-3. Hydrology - *Mission Bay Physical Model* . . 209

C. Circulation and Parking Recommendations . 223

D. Mission Bay Park Resident Opinion and Usage Survey 247

E. Mission Bay Park Natural Resource Management Plan 289

F. Mission Bay Park Regulations 329

G. Mission Bay Park Design Guidelines 335

FIGURES

1. "Parks Within a Park" 5
2. Land Use 7
3. "Natural" Recreational Areas 11
4. Key Environmental Recommendations 13
5. Water Access 15
6. Proposed Roadway System 17
7. Historical Development 30
8. Aquatic Orientation 37
9. Regional Parkland 39
10. "Natural" Recreation Areas 41
11. Dedicated Lease Areas 45
12. Bahia Point Development Area 47
13. Sunset Point/Dana Landing Development Area 49
14. De Anza Special Study Area 54
15. Recreational Vehicle Facilities 57
16. Active Recreation 59
17. Water Use Allocation 63
18. Water Access 67
19. Supervised Public Swimming 75
20. Shoreline Treatment 77
21. Dredge and Fill Areas 79
22. Wetland Habitat 92
23. Benthic Habitat 96
24. Upland Habitats 98
25. Environmental Education 99
26. Land Use Guidance 103
27. Parking and Circulation of Fiesta Island . . 107
28. Proposed Roadway System 115
29. Overflow Parking Access and Circulation . 117
30. Pedestrian/Bicycle Path Improvement 119
31. South Shores Concept Plan 125
32. Fiesta Island Concept Plan 129
33. Priority Development Areas 173

TABLES

1. Proposed Commercial and Non-Profit (NP) Leases 44
2. Land Lease Changes 52
3. Water Lease Changes 73
4. Accessible Parking Requirements 109
5. Estimate of Public Improvement Costs . . 143
6. Cost Estimate for General Rehabilitation 146
7. Baseline Lease Revenue Projections 163
8. Incremental Lease Revenue Projections . 164
9. Net Lease Revenue Projections 165
10A. Capital Improvements Financing 166
- Assuming 100% of land lease revenue after operating costs are dedicated to new park improvements

10B. Capital Improvements Financing 167
-Assuming only land lease increment from redeveloping existing leases and new leases are dedicated to new park improvements

10C. Capital Improvements Financing 168
-Assuming only Water Utility funds are dedicated to new park improvements

I. EXECUTIVE SUMMARY

Mission Bay Park has for decades been one of San Diego's principal tourism and leisure destinations, providing seven square miles of water and land for recreation and attracting millions of visitors from across the nation and abroad. On a peak summer day well over 100,000 people will use the Park, engaging in a diverse range of activities from group picnicking, sailing, and visiting Sea World, to swimming, fishing, jogging and bicycling.

As more people settle in the region, new recreation demands will be placed upon the Park responding to new interests, perceptions and values about how to engage the outdoor environment for relaxation and play. The fundamental goal of the Master Plan Update is to identify these new demands and chart a course for the continuing development of the Park which will sustain the diversity and quality of recreation and protect and enhance the Bay's environment for future generations to come.

PUBLIC PARTICIPATION

Mission Bay Park attracts a high level of interest from a great variety of constituent groups: organizations, institutions, businesses and individuals. To tap this interest and put it to work to the benefit of the Master Plan Update, an active and meaningful public participation process was established at the outset of the planning project.

Public Participation

The public participation process relied on a previously prepared Community Outreach Program, which targeted community groups; a statistically valid, random telephone survey of over 800 San Diego households; two public workshops; regularly scheduled and advertised public meetings with the Mission Bay Planners (an advisory group sanctioned by City Council which included the entire Mission Bay Park Committee); and regular meetings with a steering committee composed of directors and management staff from key City of San Diego departments.

A critical component in the mobilization of public input was the operation of a professionally organized media campaign. All the relevant newspaper, radio and television stations were contacted using press information packs, individual interviews throughout the planning process, and regular press releases. Feature articles in all the media, including business, environmental, and current news coverage, helped to foster public awareness of the issues being debated. This campaign contributed to a high public attendance at the public meetings and workshops. It is to this comprehensive public input that the Master Plan Update owes its recommendations, which were approved by the Mission Bay Planners in draft form in November, 1992.

A BALANCED APPROACH: RECREATION, COMMERCE, ENVIRONMENT

The diversity and quality of recreation in Mission Bay Park depends on the balanced provision of public recreation, the sustainable management of environmental resources, and the operation of economically successful commercial leisure enterprises.

Recreation

This Plan maintains and expands upon Mission Bay Park's traditional land and water use objectives. With over 100 acres of proposed new parkland, the Park will further be regarded as a regional destination for waterside recreation, picnicking, walking and bicycling, and simply enjoying the Bay views. These developed areas will be supported by extensive natural areas, principally in Fiesta Island, for more passive, nature-oriented recreation.

Commerce

From a commercial perspective, the Park will continue to host a number of economically important leisure-industry leases, such as a major aquatic park, resort hotels and recreational vehicle camping, as well as not-for-profit leases such as youth camping and sailing facilities. It is not the objective of this Plan, however, to expand dedicated lease areas to the detriment of the public use of the land. The total land lease area under this Plan remains below the 25 percent cap imposed by City Charter. The total water lease area also remains below the City Charter cap, which is 6.5 percent. What this Plan does promote is the intensification of certain existing leases in order to maximize their revenue potential.

Environment

In recognition of this generation's increasing attention towards environmental issues, and of this region's concern over the quality of the Bay's natural environment in particular, this Plan incorporates a decisive commitment to environmental health. This commitment is supported by comprehensive proposals aimed at improving the Bay's water quality and continuing the conservation and enhancement of the Park's wetland and upland habitats for the benefit of both wildlife and people. Key environmental recommendations include the establishment of an 80-acre wetland area at the outfall of Rose Creek, and the creation of an overflow parking lot in South Shores. If properly designed, the wetland will help filter pollutants entering the Bay through Rose Creek, which drains a 58-square mile area, provide increased habitat for wildlife along the Pacific Coast Flyway, and provide the setting for nature-oriented recreational activities such as bird-watching and canoeing. The overflow parking lot will help reduce automobile traffic in the Park, which reduces harmful emissions and congestion, and helps preserve more of the land for recreation, commercial and upland habitat functions.

"PARKS WITHIN A PARK"

Because the Park's land and water resources are finite, achieving an optimum combination of recreational, commercial and environmental functions depends strictly on the efficient use of the Park's land and water areas. In other words, the Park must yield "maximum sustainable benefit" out of a limited set of resources. This efficiency depends in part on the congregation of compatible uses in distinctive regions around the Park so as to gain multiple benefits from any given land and water area. This approach, in effect, creates distinctive recreation areas within the Park, or "Parks Within a Park."

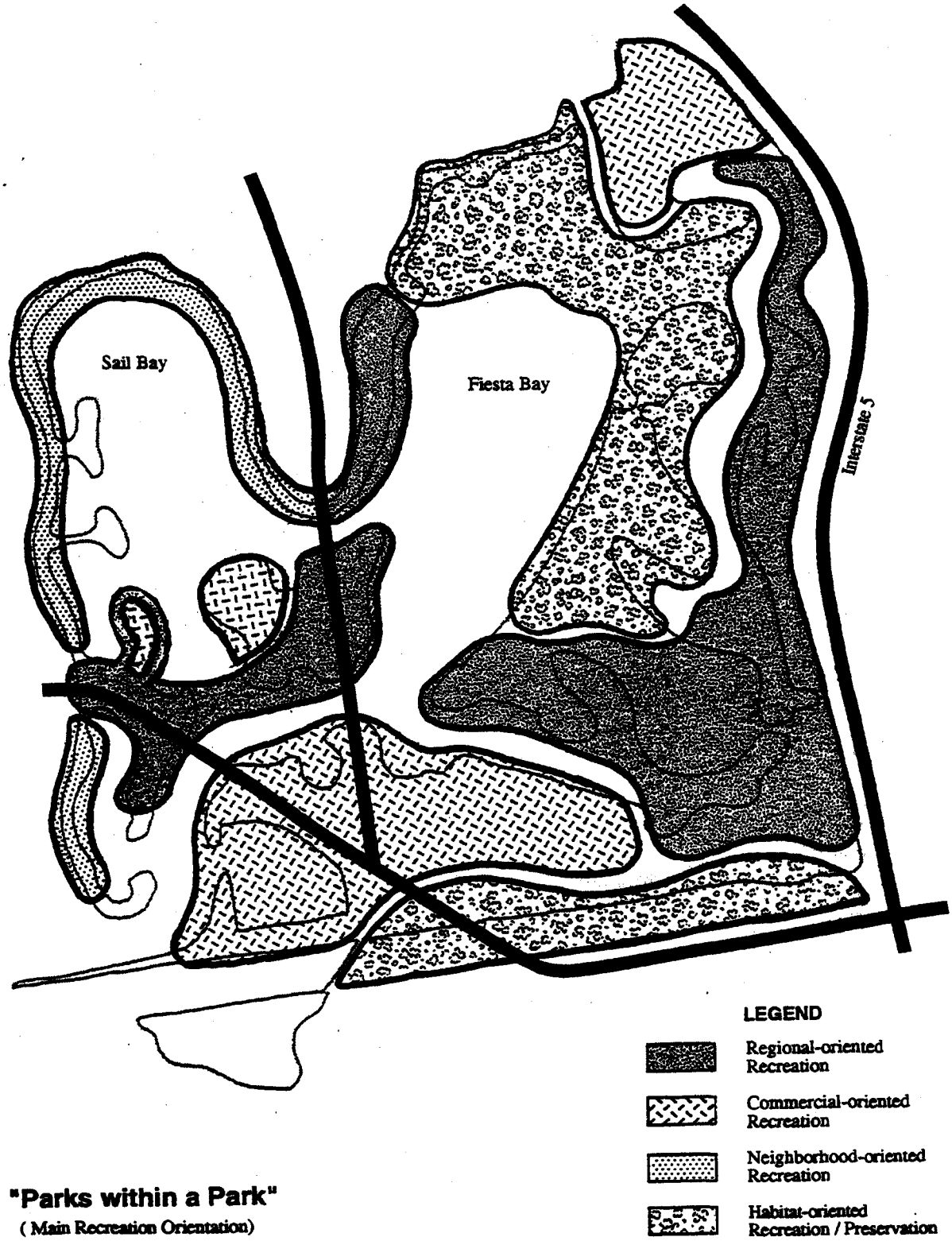
One of the main features of the "Parks Within a Park" concept is the consolidation of natural resources in the northeast quadrant of the Park, partly in Fiesta Island (mostly upland habitats) and partly in the areas west of the Rose Creek outfall (mostly wetland habitat). Such a land use allocation augments the habitat value of both the existing preserves and proposed new habitats, and maximizes their potential function as a setting for passive, nature-oriented recreation.

KEY RECOMMENDATIONS

i. Water Quality

It is broadly recognized that the Park's economic and recreational future depends on the quality of the Bay's water. In response to fluctuating quality of the Bay waters, this Plan proposes a comprehensive set of measures involving state-of-the-art biological, mechanical, public education and recreation management programs.

- Biological measures include the establishment of salt-water marshes that can naturally filter pollutants as they enter the Bay through the creeks that drain the Bay's watershed. The principal marsh area would be located generally west of the Rose Creek outfall; smaller marshes are proposed at the Tecolote Creek outfall and on East Shores south of the Visitor and Information Center.



"Parks within a Park"
(Main Recreation Orientation)
figure 1

- Mechanical measures include completion of the City's interceptor system, construction of upstream catchment basins, and the provision of additional sanitary flushing stations for boats and recreational vehicles.

- Public education and management measures include a program of watershed pollution awareness education and a specific pollution control campaign for boating, automobile, and park maintenance operations.

ii. Regional Recreation

The turf and beach areas along the Park's shorelines support the most intensive public recreational activity in Mission Bay. These areas draw users from throughout the San Diego region. With the County's population on the rise, the capacity of the Park to accommodate this activity must be commensurately increased.

- This Plan proposes a 50 percent increase in new regional parkland. About 100 acres of regional parkland are proposed in Fiesta Island, mostly in the current sludge bed area. Another 40 acres are proposed in South Shores.

- The Over-the-Line sand arena is proposed to be relocated from the western to the eastern end of Fiesta Island's main peninsula. This will expand its area, improve spectator facilities, and place it within walking distance of the Park's major future parking and transit facilities.

- New large group picnic facilities are proposed in South Shores and Fiesta Island in close proximity to wide, open turf areas suitable for related active games and sports. Existing group picnic events are to be phased out from Crown Point Shores and be transferred to South Shores and Fiesta Island once these areas are developed.

- League sports are proposed to remain in Robb Field and the Pacific Beach Athletic Fields. No additional areas for "league-play" are proposed, except for the potential use of the Ski Club lease area, which will be relocated to the new South Shores embayment.

Mission Bay Park
San Diego, California

NORTH 0 500 1000 2000 FT.

Land Use

1. Park Headquarters & Harbor Patrol/Police Station
2. R/V Parking (Day-Use)
3. Visitor/Information Center
4. Overflow Parking
5. Primitive Camping
6. Boat Ramp/Trailer Parking
7. Sand Arena
8. Northern Wildlife Preserve
9. Public Amphitheater & Promenade

LEGEND

- Special Study Area
- Lease Areas
- Open Beach
- Parkland
- PF Playfields
- YC Youth Camping
- Wetland Habitat
- Upland Preserve
- Coastal Landscape
- Salt Pan

iii. Tourist Attractions

An important part of Mission Bay's recreational value lies in its tourist-serving facilities such as the resort hotels, special events and various camping facilities. This Plan recognizes and supports this diversity of tourist attractions, but without approaching the limit of land and water area devoted to dedicated leases as dictated by the City's Charter.

- This Plan provides from 350 to 950 potential new hotel rooms, largely within current lease areas in Bahia Point, Sunset Point, De Anza Point and Quivira Basin. An overall increase in revenue is thus achieved while minimizing the taking of land for commercial purposes.

- Overnight facilities for recreational vehicles are proposed as a potential use in De Anza Cove as part of the De Anza Special Study Area. At this location, recreational vehicle camping would enjoy optimum water access for swimming and watercraft rentals. Being well served by Interstate 5 (I-5) and local commercial streets, this location also generates minimal traffic conflicts in surrounding residential neighborhoods.

- An approximately 16.5-acre commercial lease area is proposed in South Shores east of Sea World. This facility is suitable for several potential uses, including the expansion of Sea World attractions, a hotel, or other public recreation and tourist enterprises. The intent is for this parcel to serve a "best use" function that clearly contributes to the Park's image as an aquatic-oriented recreation destination.

iv. "Natural" Recreation Areas

The rise of environmental awareness in recent decades has been paralleled by an increase in the desire for more natural recreation venues. The telephone survey conducted as part of the Master Plan Update revealed that a majority of San Diego residents would like to experience parts of Mission Bay in a more natural condition.

- The north half of Fiesta Island is proposed to remain essentially in a natural state, with large areas in coastal sage scrub available for hiking, jogging, bicycling, and primitive camping.

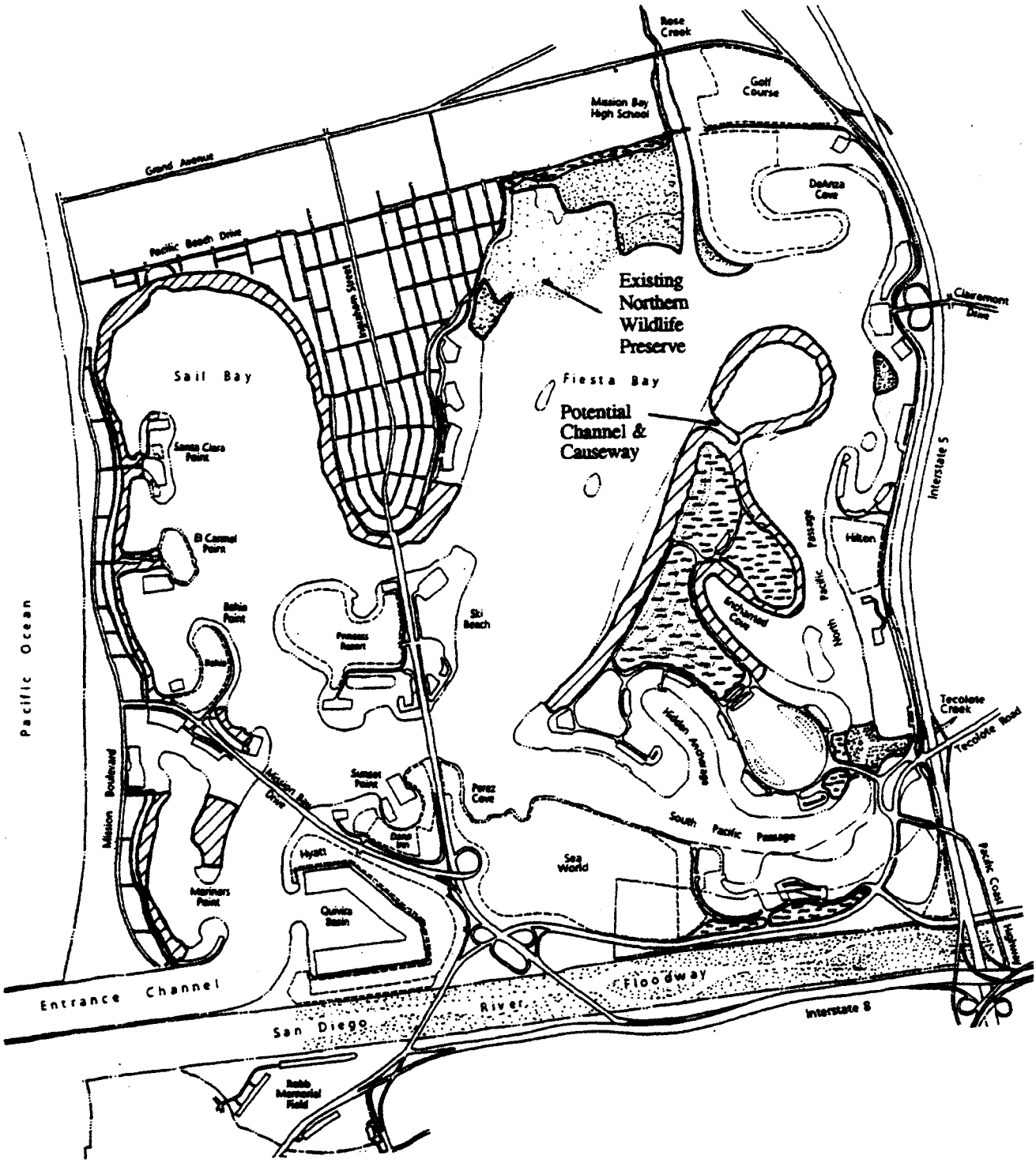
- The wetland areas proposed at the Rose Creek outfall would provide a natural setting for bird-watching, kayaking, rowing and canoeing.

v. Wildlife Habitats

In response to an extraordinary level of public demand for preservation and enhancement of natural resources, this Plan includes a number of proposals aimed at improving the Park's wildlife habitats. (These same areas are also planned to pro-actively respond to future state and federal requirements for habitat mitigation).

- An 80-acre saltwater marsh is proposed west of Rose Creek adjacent to the existing Northern Wildlife Preserve. This recommendation requires the relocation of the Recreational Vehicle Park (Campland on the Bay), possibly to the east side of the Creek as a potential use in the proposed De Anza Special Study Area. Smaller marshes are also proposed at the outfall of Tecolote Creek and in North Pacific Passage.

- About 40 acres of eelgrass beds are proposed in Fiesta Bay. These result from (1) the dredging of East Ski Island, which allows a desired shortening of the Thunderboats event, (2) the "shaving" of Fiesta Island's western shore to form a mile-long crescent beach, which improves the potential use of the beach for swimming and special events viewing, and (3) the potential implementation of a channel across the Island's north end, which enhances the viability of the existing Least Tern preserve in the northern peninsula.



Note: Existing Northern Wildlife Preserve area is not intended as a recreation area beyond its aesthetic and educational values.

NORTH 0 800 1600 1/2 MILE ACRES 5 10

LEGEND

- Upland Area
- Wetland Area
- Open Beach

"Natural" Recreation Areas

figure 3

- Another 4 acres of eelgrass beds are proposed as part of a new embayment in the south shore of Fiesta Island facing Sea World. ~~Along with a protective jetty~~ [1], the embayment would provide tranquil, south-facing waters for wading adjacent to new parkland. Should additional eelgrass beds be needed for mitigation purposes, this embayment could be doubled in size.

1. References to the protective jetty were deleted per California Coastal Commission's suggested modification, accepted by the City Council on 5/13/97, Resolution R-288657, but was not actually removed from this section in earlier versions of the plan.

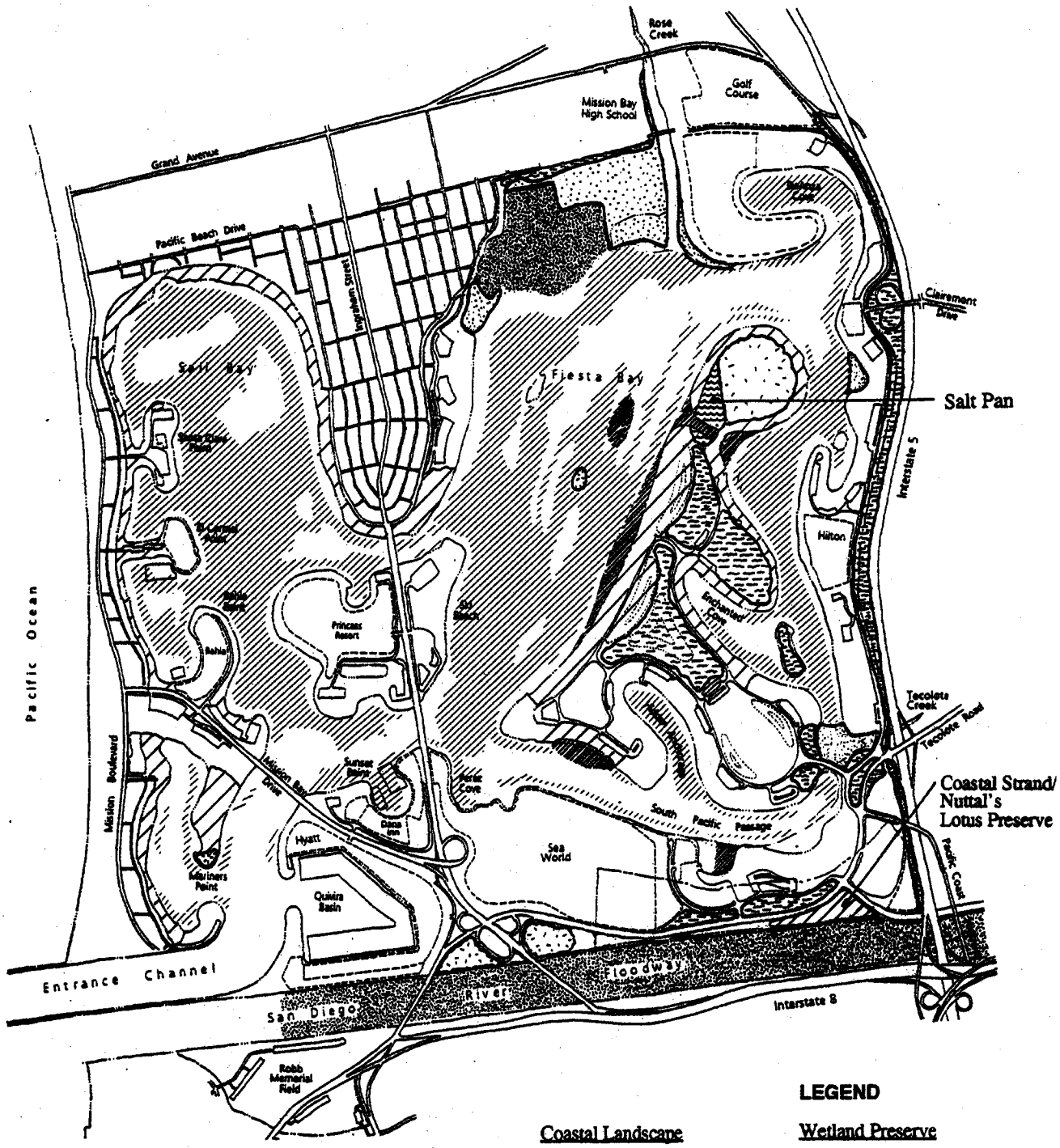
vi Water Recreation

The aim of the Plan's water use recommendations is to maintain an adequate level of safety and recreation enjoyment in the Park's various water areas. The means to this end is controlling the access to the Bay waters, that is, the number and location of boat ramps and related boat trailer parking. Consultations were held with representatives of the City's Lifeguard Services Division and the Police Department in an effort to arrive, through experience and practical knowledge, at the Bay's water use capacity and corresponding level of access.

- Current time-use allocations in Sail Bay are proposed to be maintained. In South Pacific Passage, west of the planned embayment, a "no-wake" zone should be instituted for the benefit of the early morning rowers.

- The Plan proposes parking for up to ~~631~~ 600 [2] boat trailers, distributed between the Dana Landing, Vacation Isle, De Anza and new South Shores ramps. Due to the high congestion and related navigation hazards experienced in North Pacific Passage, the De Anza ramp is proposed to be regulated as access and safety considerations may dictate, particularly on peak days. Unused areas of the ramp could be dedicated for day-use recreational vehicles and for launching non-motorized watercraft.

2. See Recommendation 43 that describes the calculations for the proposed 600 boat trailer spaces.



LEGEND

Coastal Landscape
- Coastal Sage Scrub
- Beach and Coastal Strand Vegetation

Upland Preserve

Wetland Preserve
- Existing
- Proposed

Eelgrass
- Existing
- Proposed

NORTH 0 800 1600 1/2 MILE ACRES 5 10

Key Environmental Recommendations

figure 4

vii. Access and Circulation

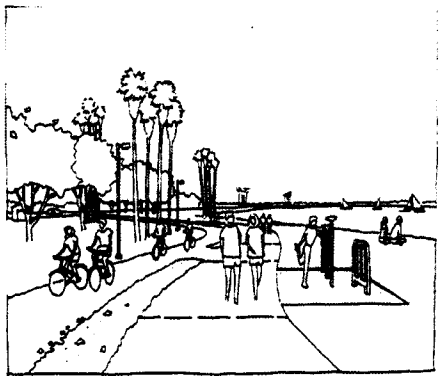
The Plan addresses vehicular parking, transit, bicycle and pedestrian improvements with the aim of making efficient use of the regional roadway and transit network while minimizing the impact of cars in the Park. The Plan also promotes the expansion of the pedestrian and bicycle pathways around the Park, which, according to the telephone survey, rate second to picnicking as the preferred recreation venue.

- An overflow parking lot is proposed at the eastern end of South Shores. This lot would capture up to 2,900 vehicles coming from the regional freeway and collector network, minimizing traffic through the Park during peak use times. By concentrating parking in an area of the Park which has marginal recreation value, more of the waterfront parkland areas in Fiesta Island and South Shores (about 18 acres) can be dedicated for active recreation areas.

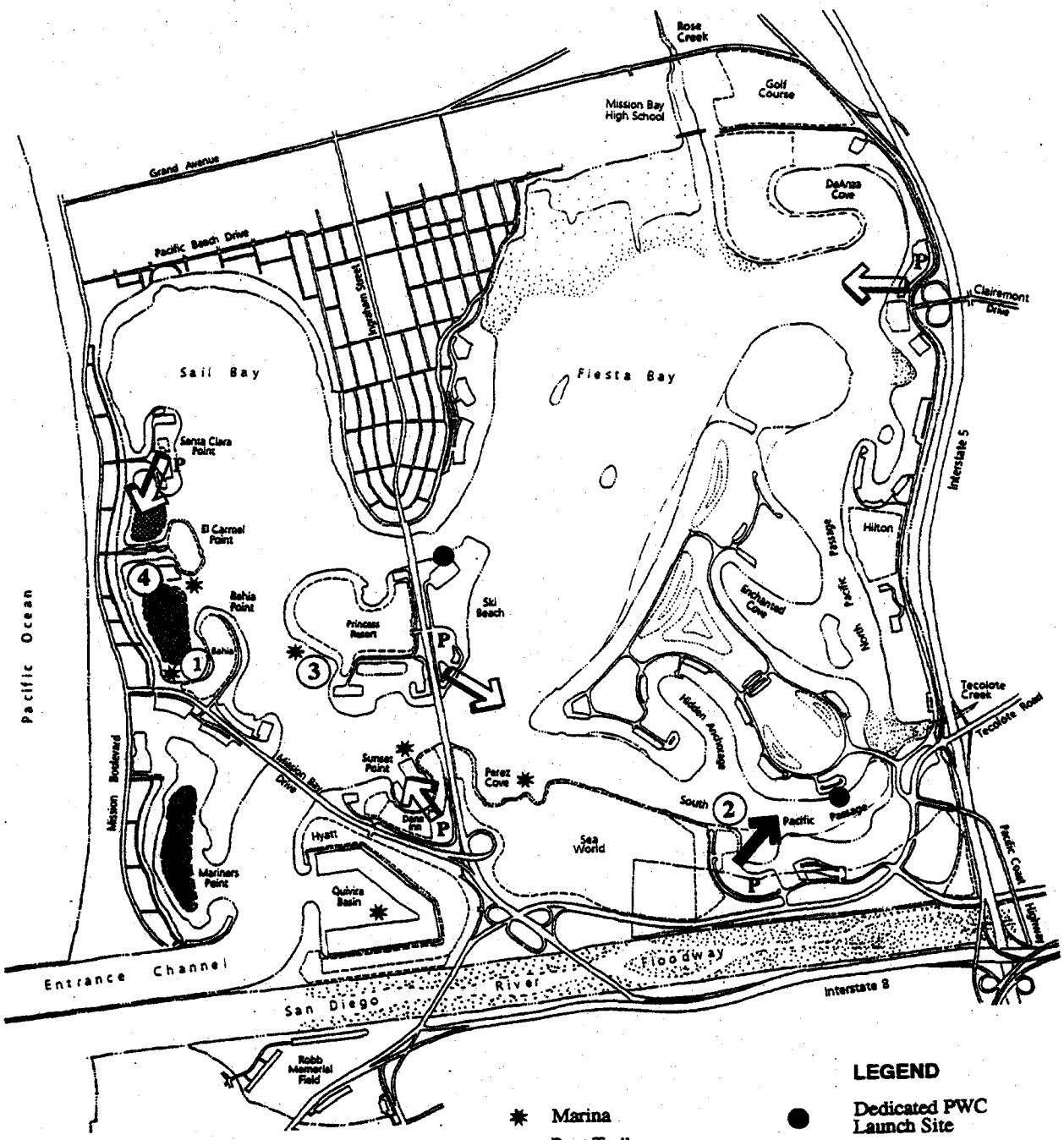
- A tram system, potentially a peak-day concession, is proposed to transport visitors from the overflow parking to Fiesta Island, and possibly other areas in the Park and beyond to Mission Beach and Pacific Beach. The telephone survey indicates resident support for the tram concept and for paying a nominal fee for its use.

- The completion of the bicycle/pedestrian path is proposed, allowing users to circle the Park uninterruptedly. This will require the construction of a bridge over Rose Creek, an overpass at Sea World's entrance roadway, and a raised path or boardwalk under Ingraham Street connecting Sail Bay with Crown Point Shores. In addition, over 5 miles of waterfront pathways are proposed in Fiesta Island.

- To enhance the use of the paths, separate but adjoining courses for pedestrians and bicyclists/skaters are proposed. It is recommended that existing paths be retrofitted to the new standards to the extent possible.



Bike & Pedestrian Path



Water Access

figure 5

viii. Aesthetics and Design

Design Guidelines are included as Appendix G in this Master Plan Update. The Guidelines aim to steer the design and implementation of future Park improvements, both public and private, towards an aesthetic that captures and manifests the Bay's aquatic environment.

Existing facilities undergoing renovation should adhere to the intent of the Guidelines to the greatest extent possible. It is recognized, however, that existing conditions may not permit the full implementation of the Guidelines in all cases.

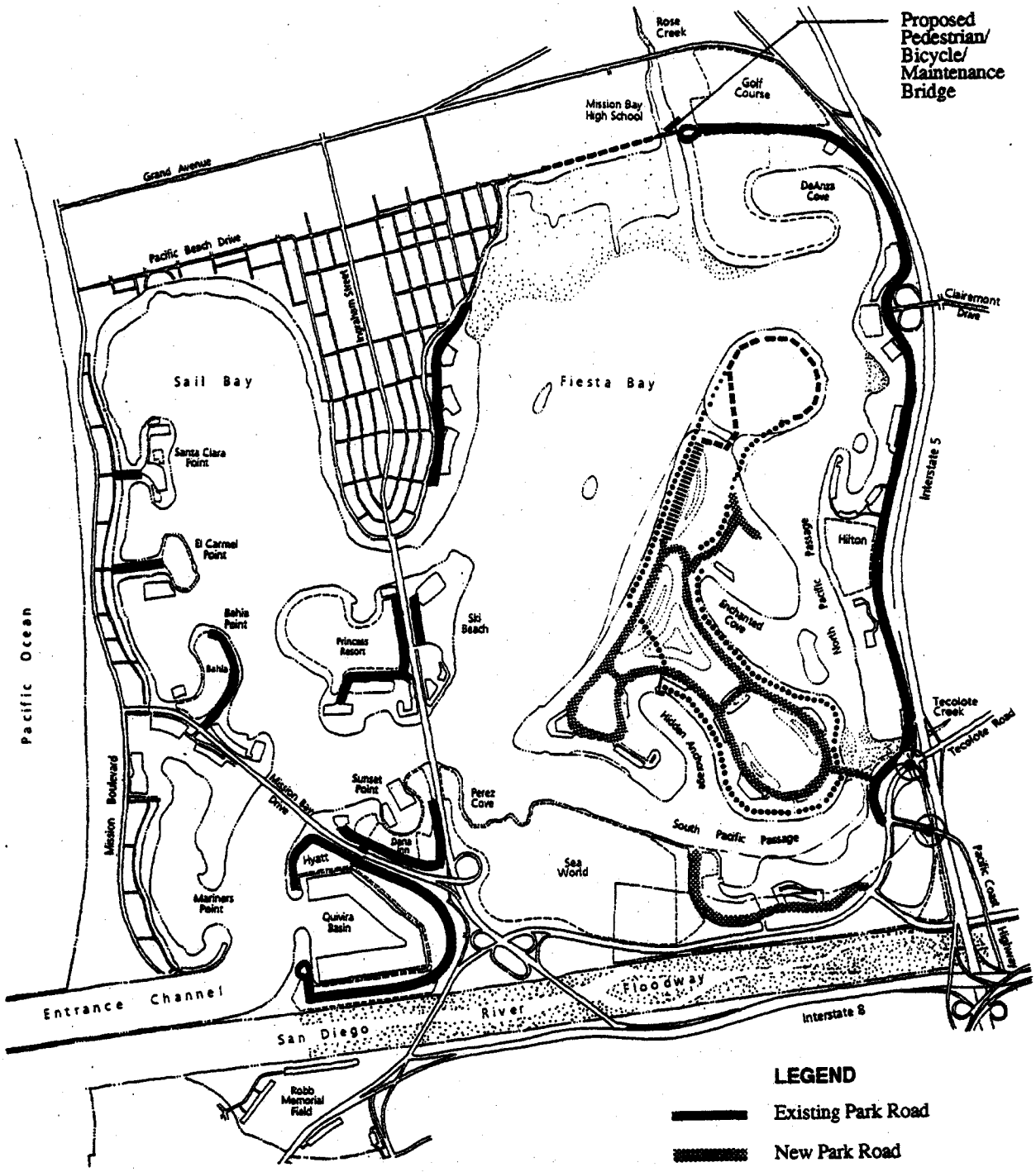
- Reinforcement of the Park's coastal setting is proposed as a broad landscape objective. Specific recommendations include turning the boundary of the Park, the areas between the Park road and the major regional roads in particular, into a coastal sage scrub landscape.

- To ensure continued public access to the shore, minimum setbacks from development areas are proposed: 50 feet from the mean-high water line in bulkhead conditions; 150 feet in beach conditions.

- In an effort to promote a uniquely appropriate building architecture that responds to the Bay environment, the Guidelines discourage overtly and excessive thematic styles.

- To gain more interesting roof forms, a special 10-foot "rooftop design allowance" is proposed as an addition to the current 30-foot coastal height restriction. An additional 5 feet in height in Quivira Basin and the Dana Inn lease area is proposed to permit the provision of one level of underground parking and thus enhance the redevelopment potential of these sites. These recommendations would require a simple majority vote by the citizens. The overall redevelopment of these sites does not depend on this vote, however, they are only enhanced by it.

- In order to allow greater flexibility in designing new facilities within the SeaWorld leasehold, the City of San Diego's Coastal Zone Height Limit Overlay Zone was amended by public vote in November, 1998. The zoning code amendment allows potential development to a maximum height of 160 feet within the SeaWorld property. However, specific criteria governing the location, height, scale, massing and visual impacts of all SeaWorld development shall be governed by the Coastal Act and the Sea World Master Plan, which is incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan. All potential development shall require a coastal development permit issued in accordance with Coastal Act requirements.



Proposed Roadway System

figure 6

Specific recommendations for the incorporation of art into the Park are included under this Plan document.

ix. Capital Costs and Funding

The proposed Park improvements represent a public investment of about $171 million (1992 dollars). New and additional private investment in the Park could reach over $200 million over the next 20 years. These improvements will generate substantial revenue for the City in the form of lease revenues, Transient Occupancy Tax (TOT), sales taxes, employment taxes, development fees, etc. Part of the success of the Park will depend on an adequate, sustained level of both public and private improvements.

Three basic funding strategies are available to pursue the implementation of the proposed Park improvements:

- All Park-generated revenues including land lease revenue, TOT share, Sludge Mitigation funds, and tax increment are reinvested in the Park through an enterprise account. This scenario produces an estimated $52 million funding shortfall over this Plan's 20-year life.

- Only the incremental revenues from intensified leases, plus the other sources mentioned above, would be used to fund improvements. This scenario yields an $85 million funding shortfall.

- No land lease, TOT, or tax increment revenues are dedicated for Park improvements; only Sludge Mitigation funds would be available. This scenario would generate a $154 million funding shortfall.

Clearly, the first option yields the most revenue towards the development of the Park and is recommended for consideration. However, in light of the City's historic reluctance to accord such funds to an enterprise account, the second option should receive alternate consideration.

Both new and existing revenue sources are proposed to bridge the gap in funding shortfalls, no matter which enterprise account option, or none, is ultimately chosen. These include State and Federal Grants, Wetland Mitigation Funds, Certificates of Participation (replenished by new revenue sources), and an Open Space Financing District Bond.

LOCAL COASTAL PROGRAM

Introduction

The California Coastal Act of 1976 established a coastal zone boundary and mandated that all jurisdictions within that boundary prepare a Local Coastal Program (LCP). The LCP brings the jurisdiction's planning process into conformance with the 1976 Coastal Act.

The entire Mission Bay Park is located within the Coastal Zone. Consequently, this Master Plan has the responsibility of including planning and development standards to protect and preserve the state's coastal resources pursuant to the adoption and certification of the City of San Diego's LCP.

This Mission Bay Park Master Plan Update/LCP Land Use Plan has incorporated the coastal issues that have been identified by and for the community, and has developed policies and recommendations in the various elements of the Master Plan Update as summarized below:

Public Access

The Master Plan Update incorporates recommendations for improving vehicular, emergency, bicycle and pedestrian access to the Park. Over 5,000 new parking spaces are being recommended along with a tram system serving the principal recreation areas, new pedestrian walkways around Fiesta Island and South Shores, and completion of a bicycle path around the Bay. In all, the Park will contain over 12 miles of paths along the waterfront. Provisions for waterfront access for persons with disabilities is also recommended in the Plan, including dedicated parking in close proximity to the shore and paths leading directly to the water.

The Master Plan Update also recommends implementation of the previously planned South Shores boat ramp, and the regulated use of the existing De Anza boat ramp to ensure continued, safe and enjoyable access to the Bay by motor, sail and human-powered craft.

Recreational and Visitor Servicing Facilities

Mission Bay Park offers a myriad of recreational opportunities to the public at no cost including tourist information, parking, Park Rangers for a safer and more enjoyable experience while in the Park, close, convenient access from all major freeways, and many

sporting events including professional volleyball, personal watercraft (PWC), waterski, and Over-the-Line tournaments.

Other free park facilities include picnic shelters, barbecues, designated swim zones staffed with Lifeguards during the summer months, basketball courts, children's play areas including a new accessible playground located at South Tecolote Shores, a horseshoe court located at Hospitality Point, sand volleyball courts, fire rings, recreational vehicle pump-out station located at the Visitor's Information Center, public boat launches, a fitness course, and extensive bicycle/pedestrian paths throughout the entire Park. In addition to all these amenities, Mission Bay is also the home of several wildlife preserves providing bird watchers an opportunity to observe a variety of sea birds including the federally endangered Least Tern, the Brown Pelican, and the Light-footed Clapper Rail.

The Master Plan Update recommends the expansion of guest housing facilities in the Park. Over one thousand new hotel rooms are envisioned in the Plan, located in Marina Village, Bahia Point, Sunset Point, and, potentially, in De Anza Point in a specially designated, ~~171~~ 76-acre Special Study Area [1]. As they do today, these facilities will likely range in services and amenities so as to provide accommodations to a wide sector of the public. Overnight accommodations for recreation vehicles are also possible under the Plan as part of the De Anza Special Study Area.

1.The plan originally included 80 acres of proposed wetlands habitat in the 171-acre Special Study Area. The City Council removed the 80 acres of proposed wetlands from the SSA on 8/2/94 by R-284399, making it 91 acres (171 - 80 = 91). The acreage was revised from 91 to 76 acres (removing 15 acres for public parkland) by the California Coastal Commission's suggested modifications accepted by the City Council on 5/13/97, Resolution R-288657. See Recommendation 25 on page 53.

The Master Plan Update also proposes the incorporation of a 16.5-acre parcel in South Shores for commercial purposes in accordance to a "best-use" objective from a recreation standpoint. An expansion of Sea World and a water-oriented theme park have been raised as possible uses for this parcel.

It should be noted that the above mentioned commercial facilities do not raise the dedicated lease areas of the Park above 25 percent of the Park's land area or 6.5 percent of the Park's water area, which are the maximums allowed under the City Charter.

Community Park and Recreation Areas

The Master Plan Update recommends a 50 percent increase in areas dedicated for active or regional-serving recreation. This increase is equivalent to 100 acres of new turf and adjoining beach area. Most of the new parkland is proposed in the southern portion of Fiesta Island and in South Shores.

These areas are optimally served by public transit facilities and by regional roadways, helping to minimize vehicular congestion in the Park and on surrounding city streets. New playgrounds, fields for informal sports, picnic grounds, and an upgraded sand area for the Over-the-Line Tournament are proposed as part of the new recreation development.

Provisions for Low-Income and Moderate-Income Housing

Provisions for private housing are inconsistent with the public use of Mission Bay Park and are therefore, not proposed in the Master Plan Update. In accordance with the Kapiloff Bill, and as confirmed by the City Attorney, the current lease for the De Anza Mobile Estates in De Anza Point is scheduled to expire in 2003. Disposition of this lease area will follow the overall disposition of the De Anza Special Study area as City Council may mandate at a future date. The Plan does not recommend specific uses for the ~~171~~ 76-acre Special Study Area, except for a ~~minimum of 80~~ maximum of 60 acres of ~~new wetland habitat~~ guest housing [1].

1. This sentence is revised to be consistent with the Special Study Area recommendations stating that a maximum of 60 acres can be developed as guest housing. See also Recommendation 25 on page 53.

Preservation of Water, Marine and Biological Resources

The Master Plan Update incorporates as comprehensive water quality improvement program for Mission Bay, including the creation of nearly 100 acres of salt marshes, 80 of them at the mouth of Rose Creek to help trap contaminants before they enter the Bay's main water bodies. Most of the new marshes will be located either contiguous or in close proximity to the Northern Wildlife Preserve, which under the Plan is retained in its present configuration. The Plan also proposes about 20 acres of new eelgrass beds, resulting from the reconfiguration of the west shore of Fiesta Island and from a proposed channel cut across the Island on its northern section. The marsh and eelgrass areas will help enhance the Bay's marine and biological resources by augmenting the availability of habitat for shore birds and invertebrate populations, and by helping improve the Bay's overall water quality.

Under the Plan, existing Least Tern preserves are proposed to be retained and/or relocated to alternate sites once such sites are proven, by breeding terns, to be demonstrably suitable. The Plan also proposes extensive areas of coastal landscape containing coastal sage scrub and dune plant communities. These landscapes are envisioned mainly in the mid and western sections of Fiesta Island.

Beach and Coastal Bluff Preservation

The Master Plan Update recommends the preservation of all of the Park's natural bluff areas, namely the bluffs on Riviera and Crown Point Shores. Existing beach areas are recommended to be preserved, except for the small beach south of the Visitor Center, which the Plan envisions as marsh to help improve the water quality in that area of North Pacific Passage. This loss, however, is mitigated by the addition of a larger and protected beach area in the southern end of Fiesta Island facing South Pacific Passage.

Impact of Buildout on Coastal Access

The Master Plan Update recommends the addition of new dedicated lease areas facing the Bay: one acre in Bahia Point; 2.5 acres on Sunset Point; and 16.5 acres in South Shores. Commercial uses are also possible in the De Anza Special Study Area. In all of the above lease areas, and in Marina Village, the Design Guidelines, prepared as part of the Master Plan Update, recommend the retention of public access along the waterfront. A 150-foot setback is proposed from the mean high waterline where such leases face a beach area; a 50-foot setback is proposed where a dedicated lease faces a bulkhead or rip-rap revetment.

Visual Resources

The Design Guidelines recommend the preservation of significant views into the Park from surrounding hillside development and roadways, such as Interstate 5 (I-5), and from the main entrance roads such as Pacific Coast Highway and Tecolote Road. In addition, the Guidelines call for specific landscape and architectural standards to ensure the compatible integration of any new development, private or public, with the Bay environment.

To enhance the visibility of the Park from high vantage points (surrounding hillsides, Sea World's tower and airplanes) more varied roof profiles are recommended for strategic areas of the Park, by relaxing the coastal height limit mandated by City Ordinance. This "roofscape variance" would require a majority vote of the people to implement.

Public Works

The Master Plan Update recommends new infrastructure in terms of roadways, emergency service, restroom facilities, paths and parking to meet the anticipated needs of future Park visitors.

II. INTRODUCTION

Mission Bay Park celebrates in its landscape the interface of life's four essential elements: land, water, air and fire (Southern California's sunshine!). The coincidence of these four elements gave visionary civic leaders the inspiration for the Park's original conception, a great water-oriented urban park providing recreation for the region and an economic tourism boon to San Diego's economy. That the Park has been substantially realized is a testament both to the determination of San Diego's leaders and citizens, and to the wonder of the place itself.

This Master Plan Update is a vital part of the continued evolution and development of Mission Bay Park. As history unfolds and times change, so too must a great park like Mission Bay. Its layout and management must respond to new challenges, new ideas. It must address unforeseen problems like congestion and pollution. It must adapt to demographic changes, new forms of recreation, and new conceptions of our relationship to our outdoor environment.

MISSION BAY PARK: A BRIEF HISTORY

Juan Rodriguez Cabrillo's expedition discovered in 1542 what they called "False Bay": a vast tidal marsh coursed by the braided outflowing channels of the San Diego River. Little changed in the Bay until 1852, when personnel of the United States Army built a dike on the south side of the San Diego River, eliminating its outfall into San Diego Bay. Late in the 19th century, the Bay's first recreational development occurred – a ramshackle collection of hunting and fishing buildings which was later obliterated by a flood.

In 1944, a San Diego Chamber of Commerce committee recommended developing Mission Bay into a tourist attraction, as part of an overall effort to diversify the City's largely military economy. In the late 40's the conversion of Mission Bay into an intensively used aquatic park began in earnest through massive dredging and filling operations.

By the early 1960s most of the dredging to create the water and land bodies evident today had been completed. Twenty-five million cubic yards of sand and silt had been dredged and used as fill to create the land forms, making the Bay a virtual artificial environment.

WHY A PLAN NOW?

The Park's celebrated history has engendered a very well used, highly valued recreational resource that is enjoyed by millions of people each year. So why is there a need for a new plan?

Changing Values

Mission Bay Park was conceived at a time when nature was viewed primarily as a resource to be exploited for the betterment of human life. In keeping with the earlier pioneer spirit, "wilderness" was something which awaited taming for a better use, to be subjected to the metaphorical plough of progress. Early accounts of Mission Bay's "improvement" praise the achievement of transforming the "useless marsh" into a public benefit.

According to the 17th century American Puritan John Eliot, wilderness was the place "....where nothing appeareth but hard labour, wants, and wilderness-temptation."

During the 18th century, Romanticism blossomed in America and intellectuals and poets began to perceive nature very differently, appreciating its aesthetic qualities. By the late 19th century, men like John James Audubon and Henry David Thoreau were actively seeking the preservation if nature. But the fact that they felt compelled to do so reveals how strongly Americans still adhered to the pioneers' attitude.

Until well into the 20th century – well into the time of Mission Bay's transformation into a park – there was still a pervasive belief, especially in the Western United States, that there was a boundless amount of "nature out there" and that we could freely and without consequence convert as much of it as we wished to serve our own purposes. Since that time we have discovered acid rain, toxic pollutants, the "greenhouse" effect, and ozone depletion. We have learned, through the painful mistakes of yesterday's ignorance and myopia, that we cannot view the natural environment as something apart from the human race, but that we must find sustainable ways to coexist with it.

As a microcosm and symbolic statement of our relationship to nature, the future of Mission Bay Park must reflect our contemporary environmental values.

Water Quality Degradation

There is a more compelling reason to examine the future of the Park than simply a change in societal values, and that is that the very life of the Park is threatened by the contamination of its waters. As the watershed which drains into the Bay has become more and more urbanized, the flow of pollution into the Bay's waters has progressively increased. High levels of coliform bacteria are causing closures of portions of the Bay for swimming and other water-contact forms of recreation. Unless substantially remedied, this situation will drastically reduce the Bay's recreational value, as well as its reputation as an attractive tourist destination.

New Recreation Demands

A third major impetus for a new plan has come from the development of new forms of recreation which were not, and could not have been, foreseen even a decade ago. In the water, the advent and explosion in the use of personal watercraft (jet skis) has presented a new and fast growing challenge to the safe and equitable distribution of limited water area among various water groups.

On land, in-line skating has added a high-speed dimension to use of the Park's network of paths. Another significant change lies in the public's increasing demand to recreate in more natural landscape settings – to watch wildlife, hike through coastal vegetation, or paddle a canoe through a coastal wetland.

The combination of a fluctuating water quality, new forms of recreation, and a change in how people view the natural environment has given the Master Plan Update an urgent purpose.

A PUBLIC/PRIVATE PARTNERSHIP

The Park, as it stands today, is the result of an unusual and significant level of effort involving both the public and private sectors of San Diego's economy.

Through 1970, the Park was the recipient of over $64 million in private and public investments. (This figure represents the actual dollars spent; in today's dollars the sum would be substantially higher). With additions to Sea World and to several of the resort hotels, this figure is well over $100 million. Much of the public investment has been financed through general obligation bonds, which demonstrates the level of public commitment to the Park.

Over the next 20 years it is estimated that another $370 million will be invested in the Park, with as much as $200 million potentially contributed by the private sector. The Park is, in effect, a very successful public/private partnership and, as a result, a significant player in San Diego's economy. As with any major public/private partnership, its future rests in the willingness of both sectors to continue their cooperation and support.

PUBLIC OUTREACH AND PARTICIPATION

The support of both the private and public sectors for the continuing development of the Park rests on a common vision for the place, one which must be drawn from the needs, aspirations, and values of the citizens of San Diego. To gain this fundamental support, an extensive program of public outreach and involvement was introduced at the outset of the planning process. The various components of public input described below were promoted through a concentrated media campaign which sought to heighten public awareness and advance notice of opportunities for public input.

Public Outreach Program

In preparation for the Master Plan Update, the City commissioned the Mission Bay Master Plan Update Community Outreach Report (1990). This outreach program targeted community groups to elicit views about the Park and how it should be improved further.

"Not a Disneyland..."

In general, the Report stresses the importance of Mission Bay as a passive public park oriented towards recreational uses that take advantage of the water setting and cautions against excessive commercialization of its resources. One statement read, "...Mission Bay Park is not a place for T-shirt and trinket shops or a Disneyland."

Telephone Survey

A statistically valid, random telephone survey of over 800 County of San Diego households was commissioned to secure a balanced and comprehensive view on who uses the Park, what they value of it, what improvements should be made, etc., but also to learn who does not use the Park and why.

Natural Resource Enhancement...

Among the significant survey findings, which are described in more detail in subsequent sections of this Plan, is the overwhelming concern for the Bay's natural environment. Of the respondents surveyed, 86.5 percent rated water quality as a critical issue, while 71.7 percent rated the preservation and enhancement of the Park's natural resources as "very important." Furthermore, more than half of the respondents favor dedicating areas of the Park for natural enhancement purposes. These responses assume special significance in light of the fact that 16 percent of the population do not visit the Park because it is either too polluted or does not meet their recreation needs.

Mission Bay Planners

The Mission Bay Planners was formed as a Council-sanctioned citizen advisory group to help guide this Plan in accordance with the general public will. Throughout the planning process, the Planners held regularly scheduled public meetings to elicit views about the

Park, record and mediate the debates on key issues, and advise the consultant team on preferred land use, water use, circulation, economic, environmental and design concepts. This forum was converted twice into an open public workshop format to secure commentary and opinions from as broad a group of constituencies as possible.

To expedite the review and resolution of the issues, the Planners organized seven subcommittees which addressed, respectively, the land use, water use, environment, circulation, economics, Fiesta Island and South Shores, and the aesthetics and design aspects of this Plan.

Steering Committee

In addition to the Mission Bay Planners, regular meetings were held with directors and management staff from key City departments: Park and Recreation, Planning, Police, Property, Engineering and Development, Water Utilities, and the Manager's Office. These meetings provided the planning process with an essential "reality check" while also contributing valuable options for implementation.

GOALS AND OBJECTIVES

Under the direct advice and with the full participation of the Planners and the Subcommittees, a comprehensive set of goals and objectives for the Park were drafted. These goals and objectives, which are included in full under Appendix A, were prepared prior to the formulation of specific planning concepts. They became, in effect, the "guiding light" steering this Plan and, on more than one occasion, a mediating agent between conflicting interests and demands.

A summary of the goals pertaining to each Section of this Plan is included at the beginning of each Section in bold, italicized text.

A DIRECTION FOR THE FUTURE

The traditional ideas about Mission Bay Park are all still present and valid. It is, and will remain, a place for water recreation of all sorts, a place for picnicking and enjoying the quality of the water's edge, and as San Diego's premier resort destination.

Added to all these ideas, however, is the emergence of the environment as a key generational concern. In the words of Steve Alexander, Chair of the Mission Bay Planners, "we live in an 'environmental' environment." In no previous planning process have environmental concerns been so earnestly and clearly voiced. Through public outreach programs, meetings and telephone surveys, radio coverage and newspaper editorials, concerns about water quality, noise and air pollution, the conservation and creation of habitat areas have risen to the frontline of the public debate.

At the most fundamental level, shifting the direction of Mission Bay Park to account for its long-term ecological health is a choice for the future. The City is grappling with maintaining its image as a place which offers "quality of life" opportunities - outdoor living, a clean environment, a beautiful natural setting, wonderful recreation. Pursuing environmental health with vigor will allow the Park to continue in its role as one of the jewels in San Diego's "quality of life" crown.

ORGANIZATION AND SCOPE OF THE PLAN

The proposals that follow represent the starting line on the course that can realize the collective vision for the Park. The proposals are organized following the division of issues facing the Park as they were analyzed, presented, and discussed before the Mission Bay Planners: Land Use, Water Use, Environment, Circulation, Fiesta Island and South Shores, Aesthetics and Design, and Economics. Two additional Sections are included: Planning Approach and Implementation.

To facilitate its use in the preparation and review of actual improvements, the Aesthetics and Design Section is included under separate cover as the "Mission Bay Park Design Guidelines".

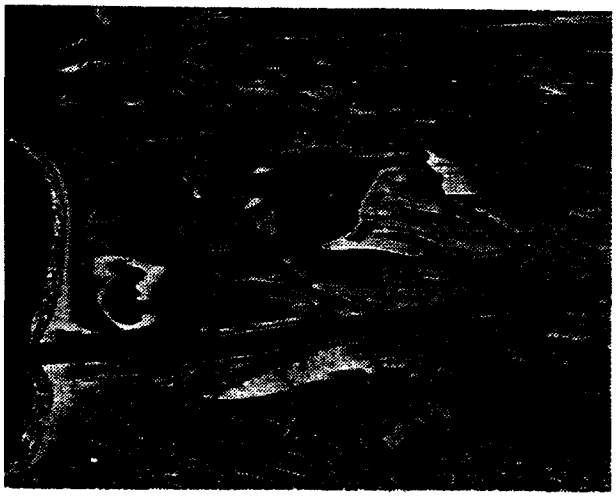
It should be acknowledged that by its very nature, a plan is a statement of intent, not of specific solutions. It is a framework, a tool with which to work towards an end. Due to the more comprehensive scope of the improvements proposed for Fiesta Island and South Shores, more detailed concepts are included for these two areas of the Park.

1935

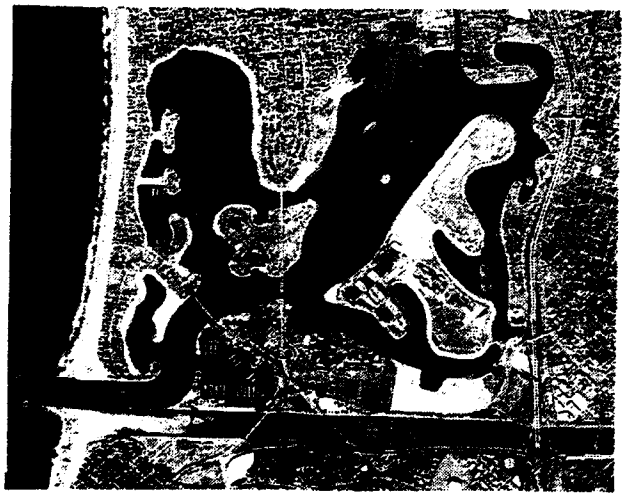
1954

1958

1960



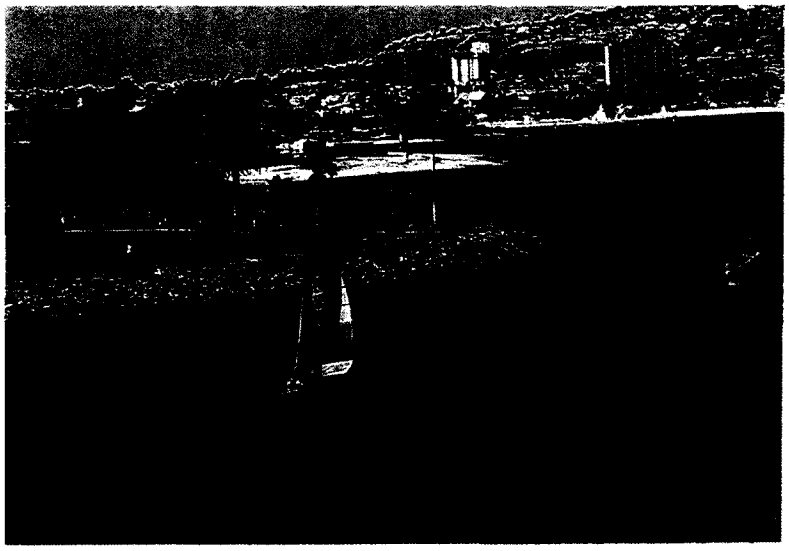
1966



1994

HISTORICAL DEVELOPMENT
figure 7

III. PLANNING APPROACH



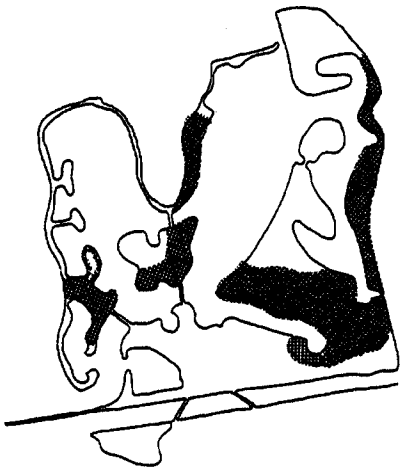
"PARKS WITHIN A PARK"

The Park's land and water resources are limited. They cannot expand further, except by taking from one to add to the other. As more people flock to Mission Bay Park in the future, these resources will be increasingly taxed in delivering a quality recreational experience.

Any situation involving a limited resource in high demand requires an efficient management approach, one that can render a "maximum sustainable benefit." In Mission Bay Park, maximum sustainable benefit means ensuring that the greatest possible number of users continue to enjoy the Park without compromising its ability to meet the recreational choices and needs of the future.

To achieve this goal, every square foot of the Park's land and water should be planned to yield the most benefit for as many functions as possible. For example, Sail Bay currently serves multiple user groups including sailors, rowers, and water skiers, youth water-sport camps and swimmers. Designating seasons and hours of use based on speeds helps each water user derive maximum benefit from Sail Bay.

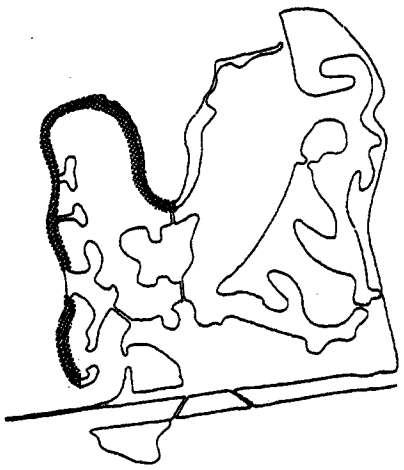
In addition to programming hours of use, other measures can further enhance the efficient use of the Park's resources: separating conflicting uses, allocating special areas for special uses, and perhaps most importantly, concentrating compatible uses so as to develop a recreational and environmental synergy among them.



Regional-oriented Recreation

Recommendations

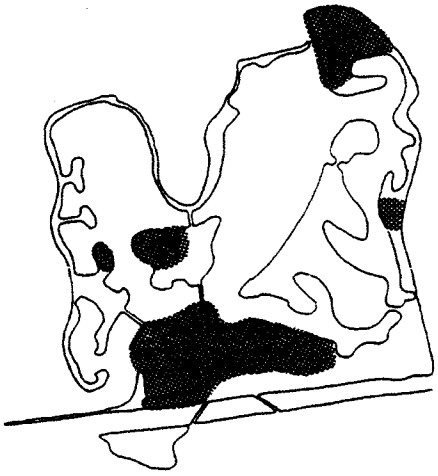
1. "Park Regions": In the pursuit of a "maximum sustainable benefit" approach, the Park should be organized according to "regions" of compatible uses. For example, regional parkland areas should be located where best served by the transportation infrastructure; this would make efficient use of roadways, public transit, and parking facilities. Similarly, natural habitat areas should be consolidated to the extent possible so that their wildlife, mitigation, water quality improvement, and recreational functions can perform synergistically, maximizing their value to the Park.



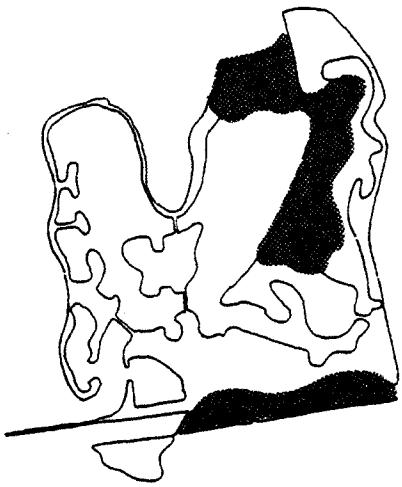
Neighborhood-oriented Recreation

More importantly, by allowing recreational areas to coalesce as distinctive "regions" around the Park, a sharpened perception of the landscape emerges, which enhances the overall recreation experience. For example, by consolidating habitat areas in one place, a more pronounced feeling of being "immersed" in nature is experienced. Similarly, concentrating regional parkland around an active body of water magnifies the Park's function as a regional, water-oriented playground.

Because it yields distinctive recreation areas within a single Park, this approach has been labeled the "Parks Within a Park" concept. "Parks Within a Park" essentially means that Mission Bay Park will comprise an integrated diversity of recreational experiences – each with its own integrity.



Commercial-oriented Recreation



Habitat-oriented Recreation/Preservation

2. Recreation Orientations: In viewing the broad types of recreation available in Mission Bay Park, four basic orientations emerge: regional, neighborhood, commercial, and habitat.

Regional-oriented recreation refers to regional parkland activities such as group picnicking, bicycling, and attendance of special events, such as the Over-the-Line tournament.

Neighborhood-oriented recreation refers to more local recreation, including facilities like game courts and children's play areas.

Commercial-oriented recreation refers to resort hotels, Sea World, and other commercial operations, such as recreational vehicle camping.

Habitat-oriented recreation refers to wetland and upland habitats serving more passive activities, including trails for hiking and jogging, or wetland areas for rowing and canoeing.

Pedestrian and bicycle paths are common to all areas. These paths are viewed as the essential common thread that will bind the Park into a single recreational fabric.

3. Distribution of Recreation Orientations: As is described in more detail in further sections of this Plan, the Park's recreation orientations should be concentrated in the following areas:

Regional: Eastern South Shores, Bonita Cove, East Shores, East Vacation Isle, Crown Point Shores, and the southern portion of Fiesta Island.

Neighborhood: West Shore, Sail Bay, and Riviera Shores.

Commercial: Western South Shores, Northwest Vacation Isle, Dana and Quivira Basins, Bahia Point and northeast corner.

Habitat: Southern and Northern Wildlife Preserve areas, the central and northern portions of Fiesta Island, and Least Tern nesting sites.

These categories and locations in no way restrict full use of all Park areas by the general public, in recognition that the entirety of Mission Bay Park is of regional, statewide, national, and even international significance.

Although termed differently, the "Parks Within a Park" concept is not a new approach to the planning and design of parks. In Boston's famous "Emerald Necklace," Frederick Law Olmsted created an integrated, connected series of distinctive recreational landscapes including wetlands and picturesque meadows and play areas. As one drives by these landscapes, different yet harmonious images of the city emerge. For Mission Bay Park, the "Parks Within a Park" concept can deliver a much needed sense of landscape and recreational coherence – and an essential efficiency of use.

IV. LAND USE

While more than half of the Mission Bay Park area is open water, a majority of park visitors engage the water as a setting for land-based recreation, i.e., walking, jogging, bicycling and picnicking. As the county population continues to rise into the 21st century, new demands on the Park's land resources can be expected. Meeting this demand, while retaining the inherent amenity of the Park's aquatic setting, is the principal aim of the land use component of the Master Plan Update. Accordingly...

> ***...Mission Bay Park should be an aquatic-oriented park which provides a diversity of public, commercial, and natural land uses for the enjoyment and benefit of all the citizens of San Diego and visitors from outside communities.***
>
> ***It should be a park in which land uses are located and managed so as to maximize their recreation and environmental functions, minimize adverse impacts on adjacent areas, facilitate public access and circulation, and capture the distinctive aesthetic quality of each area of the Bay.***
>
> ***The Park should also enhance the viability and use of other connected open space areas so as to promote the creation of a comprehensive, integrated open space system into and out of Mission Bay.***

AQUATIC ORIENTATION

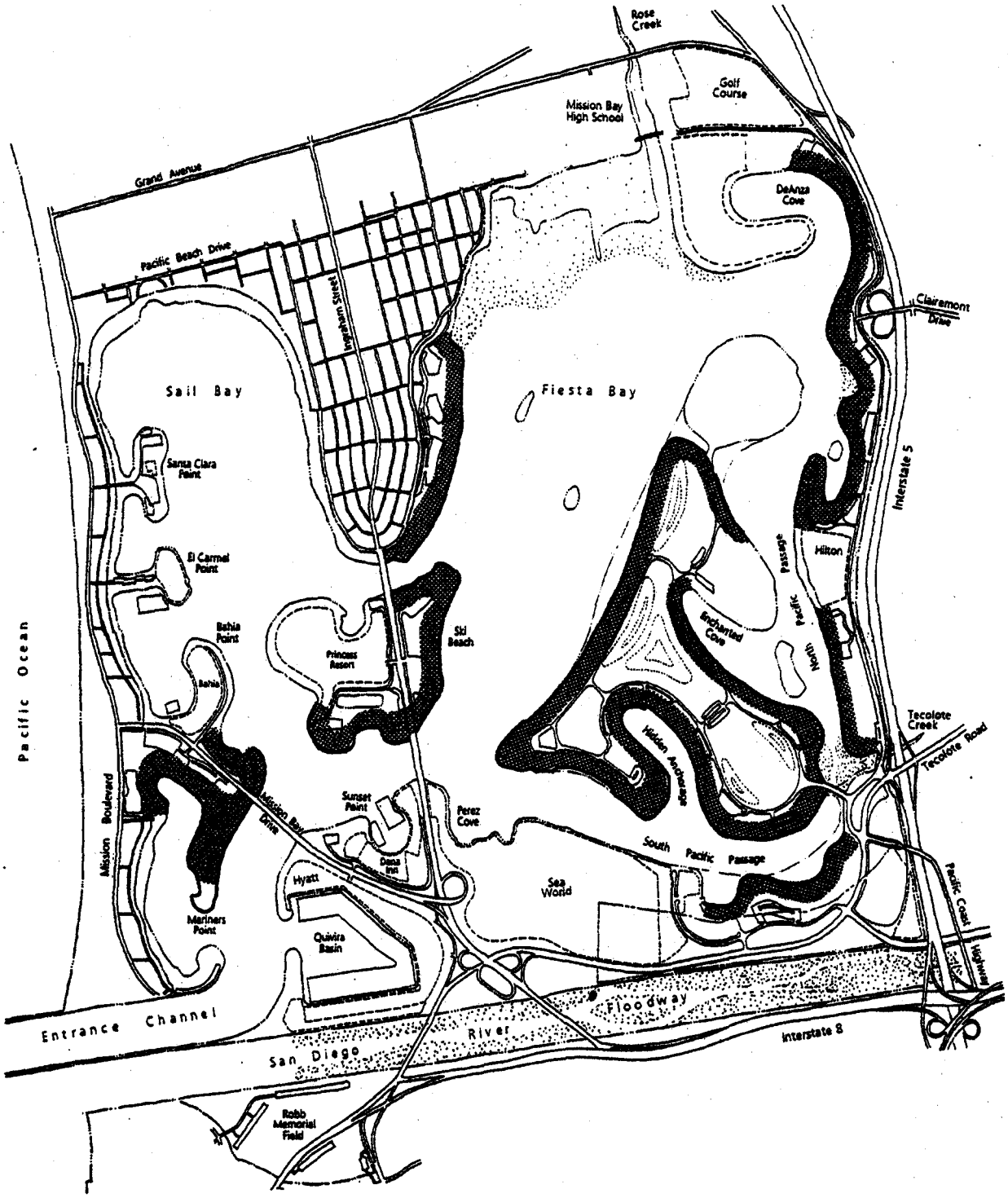
The uniqueness of Mission Bay Park lies in its aquatic setting. Fundamentally, the Park was shaped out of the water and it remains focused upon it. It is deemed essential, therefore that land use allocations in the Park be defined and arranged so as to maximize public access and enjoyment of the water. In other words, the zones with maximum exposure to the water should generally be reserved for those activities benefitting the most from such exposure, such as picnicking, strolling or bicycling.

Recommendations

4. Primary Zone: 300-foot depth is established in the Design Guidelines component of this Plan as the primary zone of water influence. Within this zone, priority should be given to passive recreation uses or uses compatible with the water setting. Conversely, land uses which restrict public access and enjoyment of the shore should be discouraged and avoided to the greatest extent possible.

5. Secondary Zone: Beyond the 300-foot zone, measures that further enhance and preserve critical views of the Bay should be pursued, such as maintaining visual corridors to the water and mounding the grade to heighten its presence. Such mounding, however, should not preempt the use of the land for active play where this activity proves to be desirable and convenient.

6. Commercial Access: New commercial development areas and hotel redevelopment projects should be required to provide convenient and secure public access to the water. Food and beverage facilities, for example, should be sited in close proximity to the water, encouraging their use by the general public.



LEGEND

300-Foot Depth
Public Waterfront Zone

Aquatic Orientation

figure 8

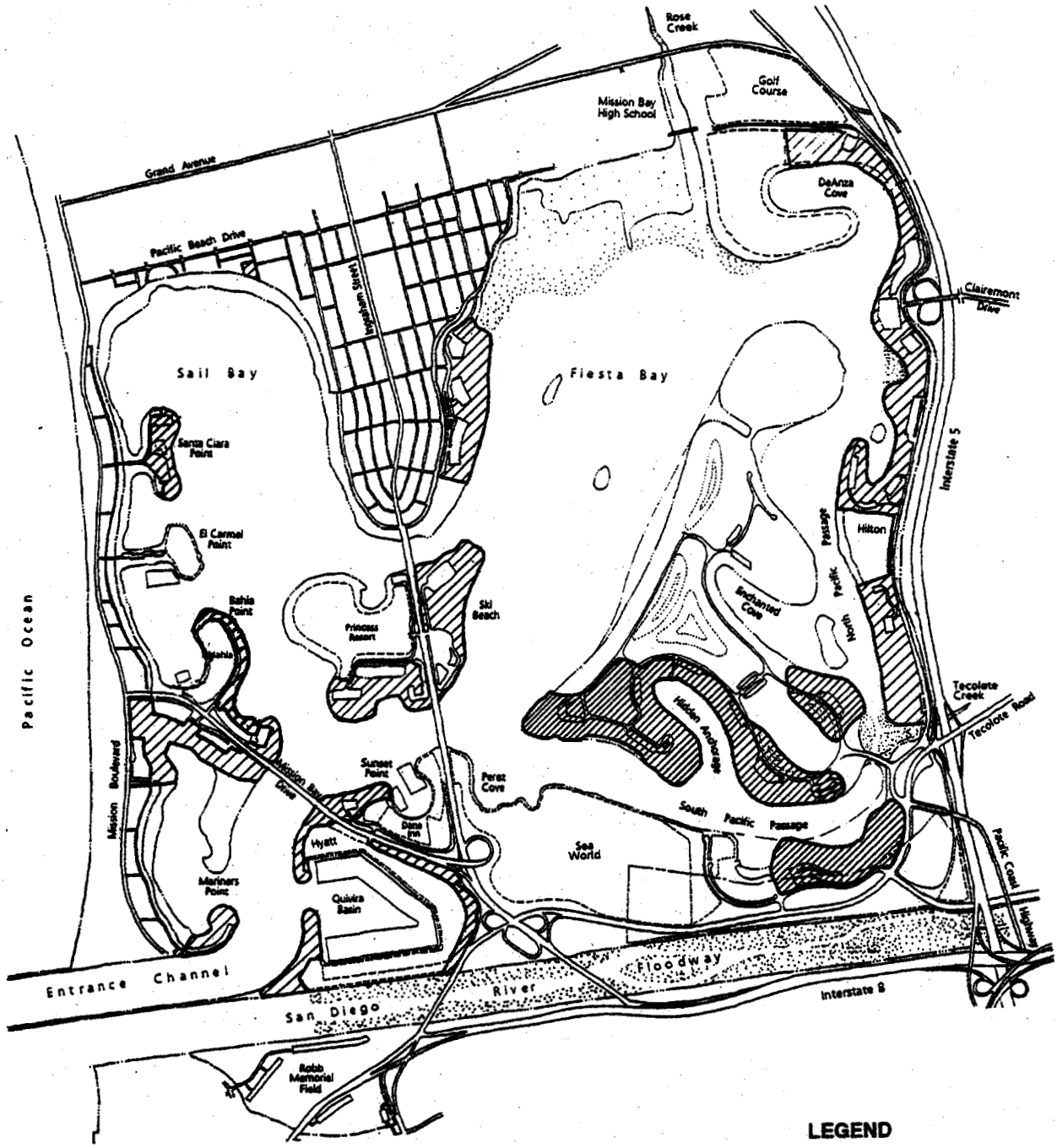
REGIONAL PARKLAND

Consisting of mostly sandy beaches backed by ornamental turf, vegetation, and support parking, the regional parkland areas of Mission Bay Park are the recipient of intensive, region-wide, land-based recreation. Picnicking, kite flying, frisbee tossing, informal sports, walking, jogging, bicycling, and skating are typical activities in the Park's regional parkland. In consideration of an anticipated 50 percent increase in the county's population over the next 20 or so years, an equivalent increase in the amount of regional parkland area has been targeted for the Park to meet future recreational demands.

Because of this projected regional growth, the City recognizes a need to improve the major undeveloped public areas of Mission Bay Park as the first priority under this plan. Open parkland and public recreational uses serve the broader public, including regional visitors. The City recognizes that public recreational improvements have not kept pace with intensification of commercial leaseholds. The City agrees to prepare and complete, no later than 2 years from the effective certification of this LCP amendment, a capital improvement program for the development of significant public recreational facilities, including but not limited to, necessary infrastructure improvements at Fiesta Island and South Shores. This program will identify strategies for funding in addition to the mitigation funds ($3.8 million) currently available for the recreational improvements. The capital improvement program will include a phasing component in order to ensure that the recreational improvements will be developed commensurate with new commercial development approved in the Park. The City agrees to make recreational improvements on Fiesta Island and South Shores the highest priority.

Recommendations

7. Southeast Quadrant: A total of about 340 acres of regional parkland are achieved under this Plan, which meets the 50 percent increase target. (Acreage calculations do not include support parking and roadways). Because of their intensive use, the new parkland areas are envisioned in the southeast quadrant of the Park – namely, the southern end of Fiesta Island and South Shores – where visitors can enjoy convenient access to and from the regional roadway network and planned transit facilities. This will facilitate access to the Park while minimizing internal vehicular circulation.



Note: Large group picnics to be phased-out from Crown Point Shores

LEGEND

Area to Remain (228.6 Ac.)

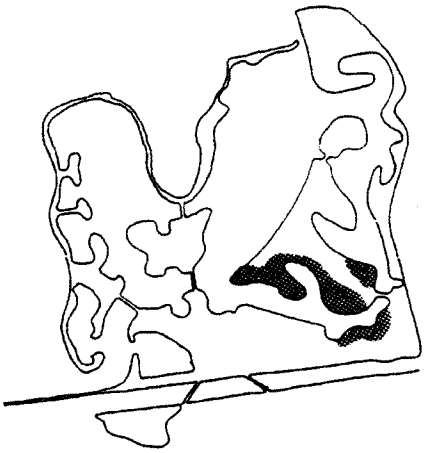
Proposed Area (130 Ac.)

NORTH 0 800 1600 1/2 MILE ACRES

Regional Parkland

figure 9

8. Fiesta Island: About 100 acres of new regional parkland should be developed in Fiesta Island, most of it in the current sludge bed area in the southern end of the Island. Replacing the sludge beds with parkland constitutes the only opportunity in the Park to gain net new land for recreation. This area enjoys unequaled exposure to the Bay waters and surrounding landscapes, as well as safe convenient access to beaches with good water quality. This is one reason why it is proposed to relocate the planned habitat areas from the sludge beds to the northeast quadrant of the Park, west of the Rose Creek outfall. (The Environment Section of this Plan further elaborates on this recommendation.)



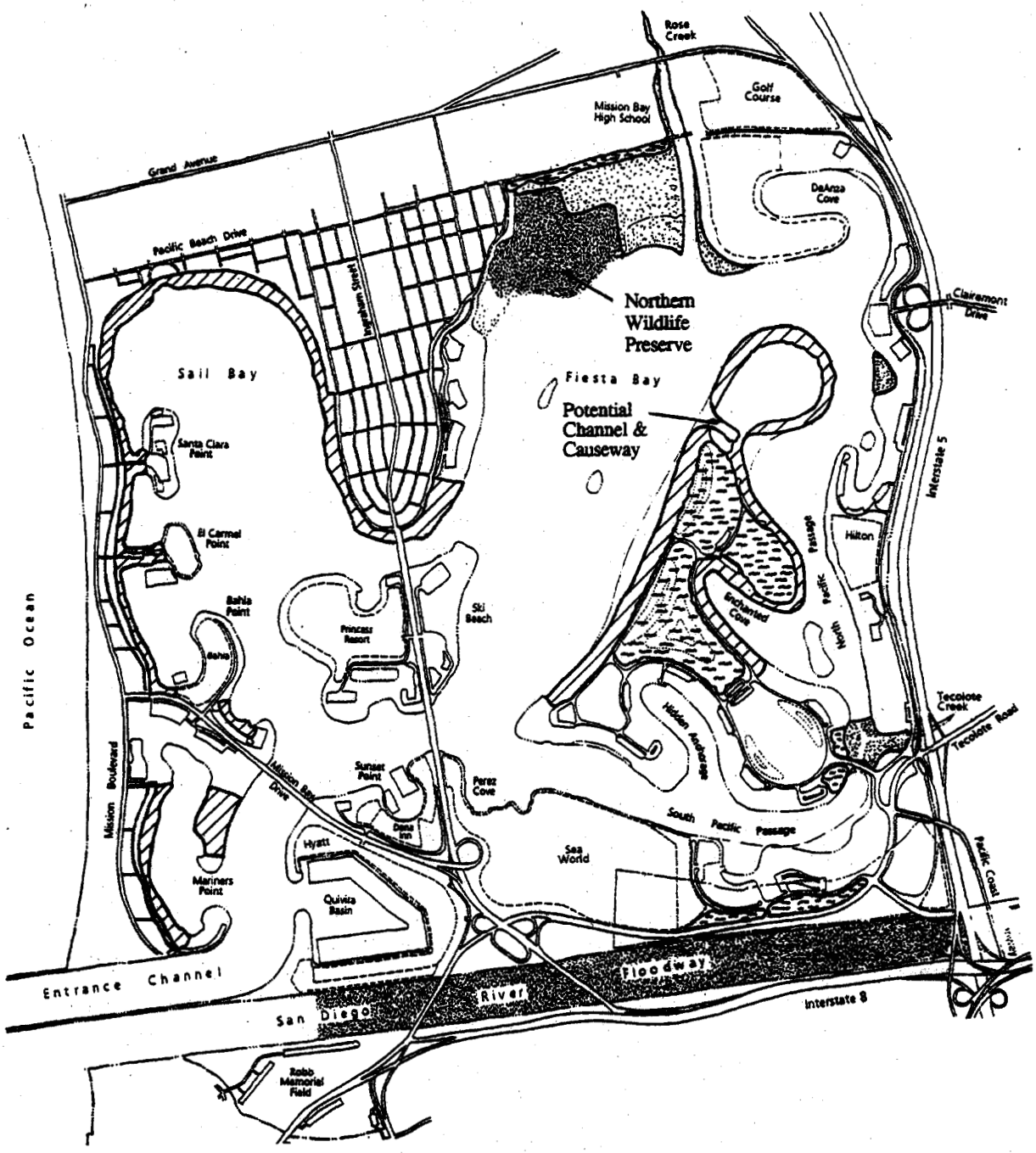
New Regional Parkland of Fiesta Island & South Shores

9. South Shores: About 34 acres of regional parkland are proposed in South Shores, all of it east of the embayment. This proposal is consistent with the current development plans for South Shores, although the configuration of roadways, paths, and shore revetments have been altered in an effort to improve access and circulation, enhance the water's exposure to the recreation areas, and accommodate a public, multipurpose amphitheater.

10. Large Group Picnic: Large group picnic events generate an intensive use on parkland areas. Accordingly, group picnic areas should be located in Fiesta Island and South Shores, where vehicular and transit access is most efficient and convenient, and does not effect residential areas. To minimize conflicts between Park users and residents, the current programming and permitting of large group picnic events in Crown Point Shores should be transferred to locations in South Shores and/or Fiesta Island. The Fiesta Island/South Shore Section of this Plan describes in more detail the proposals for these areas of the Park.

"NATURAL" AREAS

A distinctive feature of this Plan is the recognition of the desire by a growing segment of the population to recreate in less congested, more natural areas. "Natural" areas in the context of Mission Bay Park include open beach areas backed by coastal strand vegetation, upland areas vegetated by coastal sage scrub species, and wetland areas. In addition to providing a unique, more natural environment in which to recreate, this landscape can also provide substantial benefits to wildlife and serve mitigation purposes for other disturbed environments.



Note: Existing Northern Wildlife Preserve area is not intended as a recreation area beyond its aesthetic and educational values.

NORTH 0 800 1600 1/2 MILE ACRES

LEGEND

- Upland Area
- Wetland Area
- Open Beach

"Natural" Recreation Areas

figure 10

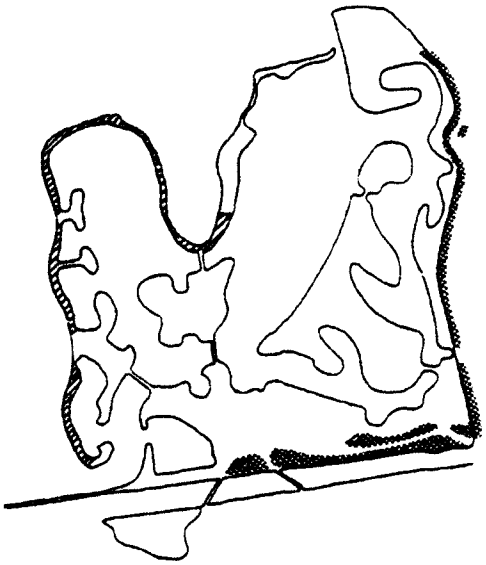
Recommendations

To maximize their recreational and biological functions, the "natural" areas of the Park are proposed in the northeast quadrant of the Park where they can benefit from optimum contiguity. In essence, the new development areas in the eastern half of the Park would progress from the most intensively used, ornamental and highly maintained landscape in South Shores, to the least intensively used, more natural and lowest maintained landscape by the Northern Wildlife Preserve.

11. Central Fiesta Island: The Island's central peninsula is proposed half as an open sand arena suitable for sand-based tournaments and half as an upland coastal sage scrub landscape suitable for hiking and biking. The sand arena should be located in the eastern end of the peninsula to make most efficient use of the proposed overflow parking area in South Shores. The area in coastal landscape should be gently raised to afford enhanced views of the Bay.

12. North Fiesta Island: The Island's north end is proposed as a controlled habitat area for the California Least Tern and as a site for salt pan mitigation. A path for bicycles, pedestrians, and maintenance and emergency vehicles is proposed around the perimeter of this site, allowing the public to access the beach areas of the peninsula. Gates and fences should be provided around the Least Tern and salt pan mitigation sites, which should be accessed only by authorized individuals. A channel across the Island along with a bridge or causeway should be considered as a means to further separate the north end of Fiesta Island from the more intensively used areas to the south. The channel could also provide added eelgrass habitat.

13. Northern Habitat Area: West and south of the Rose Creek outfall, and contiguous with the Northern Wildlife Preserve, an 80+/- acre wetland habitat area is proposed. This habitat would include salt marsh, salt pan, and coastal sage scrub plant communities, and would be designed to permit limited public access for hiking, jogging, resting, bird-watching, rowing and canoeing.



"Rustic" Perimeter

Beach

Coastal Vegetation

14. "Rustic" perimeter: The Design Guidelines call for the Park to be encircled by a more natural band of vegetation to emphasize its unique coastal setting. In East Shores, this band can be accomplished in the space between I-5 and the park road. In South Shores, limited areas of coastal sage scrub are proposed between a new park road and Sea World Drive. In Sail Bay and Mariner's Basin, the rustic perimeter is already provided by the open sand areas, which should be maintained. Elsewhere along the Park's perimeter, such as in Hospitality Point and Mariner's Point, the partial substitution of ornamental turf areas with coastal plants, particularly around their outer edges, should be implemented.

DEDICATED LEASE AREAS

Dedicated lease areas on Mission Bay Park, comprised of both non-profit and commercial leases, contribute to the revenues of the City while providing a variety of recreation opportunities to Park visitors. Of the nearly 472 allowable acres dedicated for lease areas in the Park, 404.42 acres, or about 85 percent, are currently in use. It is not the intent of this Plan to "reach the limit" of allowable dedicated lease area. Rather, lease areas have been considered in balance with public recreation needs, environmental objectives, and revenue generation. Overall, three basic objectives have guided the consideration of dedicated leases:

- Existing commercial leases should be intensified to the greatest extent possible, so as to minimize the taking of public land to expand or create new commercial leases elsewhere in the Park.

- Commercial leases should provide a variety of recreational opportunities, i.e., high, as well as moderately priced guest housing accommodations, recreational vehicle camping, and sites for primitive tent camping.

- Within the preceding objectives, commercial lease areas should render maximum revenue utility to the City.

Recommendations

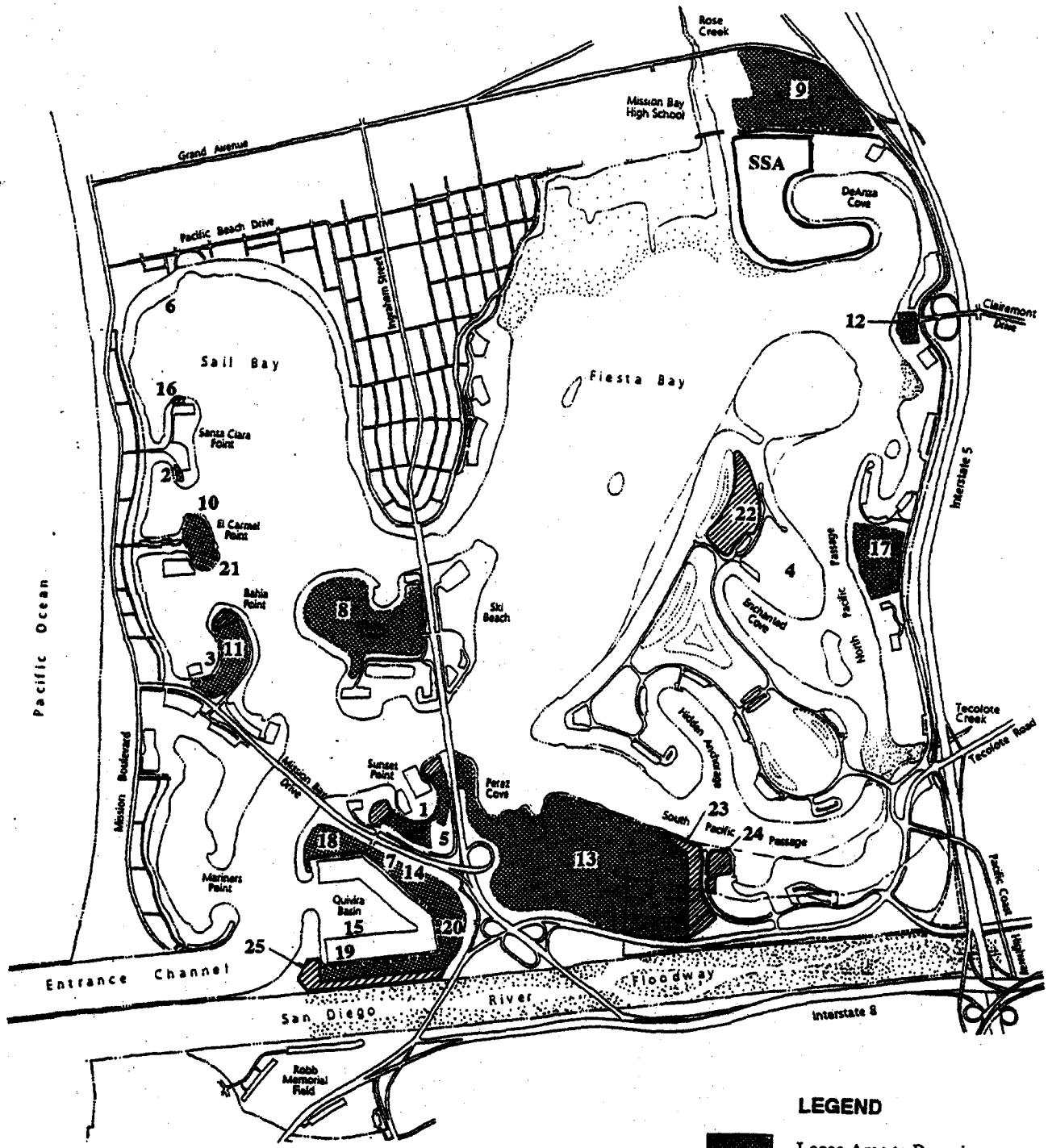
The following new dedicated lease areas, are proposed:

15. Marina Village: 500 hotel rooms, limited retail, conference facilities. The redevelopment of this existing lease should include the unimproved parking strip facing the San Diego River Floodway as an addition to the lease area (4.0+/- acres), with concurrent realignment of Quivira Road to the south of the expanded lease area creating a 23 ~~19~~-acre [1] redevelopment site. Expanding the lease area would allow the implementation of a wider public promenade on the north side of the development, taking full advantage of marina views. Likewise, realigning Quivira Road to the south of the expanded leasehold and preserving or providing a public walkway/buffer area between the realigned road and the river channel will allow the public increased viewing opportunities along the San Diego River Floodway. Vehicular public access to Hospitality Point through the site shall be maintained.

16. Pacific Rim Marine Enterprises, Inc. (Mission Bay Marina): Optional hotel redevelopment. Should market conditions warrant, part or all of the Yacht Center leasehold should be permitted to redevelop into a guest housing complex similar in character to that proposed in Marina Village. Provisions for boat maintenance and servicing should be maintained as part of the redevelopment to the extent feasible. As in Marina Village, the unimproved parking area opposite the Yacht Center, plus a portion of Hospitality Point, should be added to the commercial lease area for redevelopment purposes (about 6 acres total). As in Marina Village, any redevelopment/expansion of this leasehold shall include the realignment of Quivira Road and provision of a public pedestrian walkway/buffer area along the San Diego River Floodway. In addition, public access along the marina frontage shall be provided in the future, in the event that boat maintenance/servicing operations are discontinued at this site.

1. Dana Landing
2. Mission Bay Aquatic Center (NP)
3. Bahia Belle
4. Youth Aquatic Center (NP)
5. Dana Inn
6. Catamaran's Pier
7. Sportsman's Seafood
8. San Diego Princess Resort
9. Mission Bay Golf Center
10. San Diego Rowing Club& (NP) Mission Bay Rowing Association
11. Bahia Hotel
12. San Diego Visitor and Information Center
13. Sea World
14. Seaforth Sport Fishing and Boat Rental
15. Everingham Bros. Bait Co.
16. Mission Bay Sports Center
17. S.D. Hilton Beach and Tennis Resort
18. Hyatt Islandia and Marina
19. Pacific Rim Marine Enterprises, Inc (Mission Bay Marina)
20. Marina Village
21. Mission Bay Yacht Club (NP)
22. Primitive Camping (Private or Public)
23. "Best Use" Commercial Parcel
24. Mission Bay Boat & Ski Club (NP) or Other Commercial Use
25. Marina Village/Pacific Rim Potential Lease Expansion

1. This was a mathematical error in the original document - the existing Marina Village land leasehold area is about 19 acres. The addition of approximately 4 acres, as the text states, would make the total redevelopment site 23 acres (19 + 4 = 23 acres.)



LEGEND

- Lease Area to Remain
- Potential New Lease Area
- Abandoned Lease Area
- SSA — DeAnza Special Study Area

NORTH 0 800 1600 1/2 MILE ACRES 5 10

Dedicated Lease Areas

figure 11

17. Bahia Hotel: 600-room resort hotel. In accordance with the objective of intensifying existing leaseholds, the Bahia Hotel lease, at the lessee's option, should be expanded towards the point of the peninsula, no further than the south curb of the north parking area, and shifted eastward in some areas. Such an expansion and shift could potentially permit the addition of 120 hotel rooms to the complex, above and beyond the current 484-room redevelopment plans. The following criteria should guide the precise redevelopment plan for Bahia Point:

- The demand to maintain public parking shall be a priority of any redevelopment plan. Any net loss of public parking resulting from a lease expansion and/or relocation shall be mitigated by increasing parking lot capacity at Bonita Cove, Ventura Cove and if necessary, other areas in the western half of Mission Bay.

- On site parking for all hotel employees and guests within the hotel's leasehold shall be provided.

- Nothing in this plan shall be construed to allow development or the closure of public rights-of-way in a manner inconsistent with statutory or constitutional law.

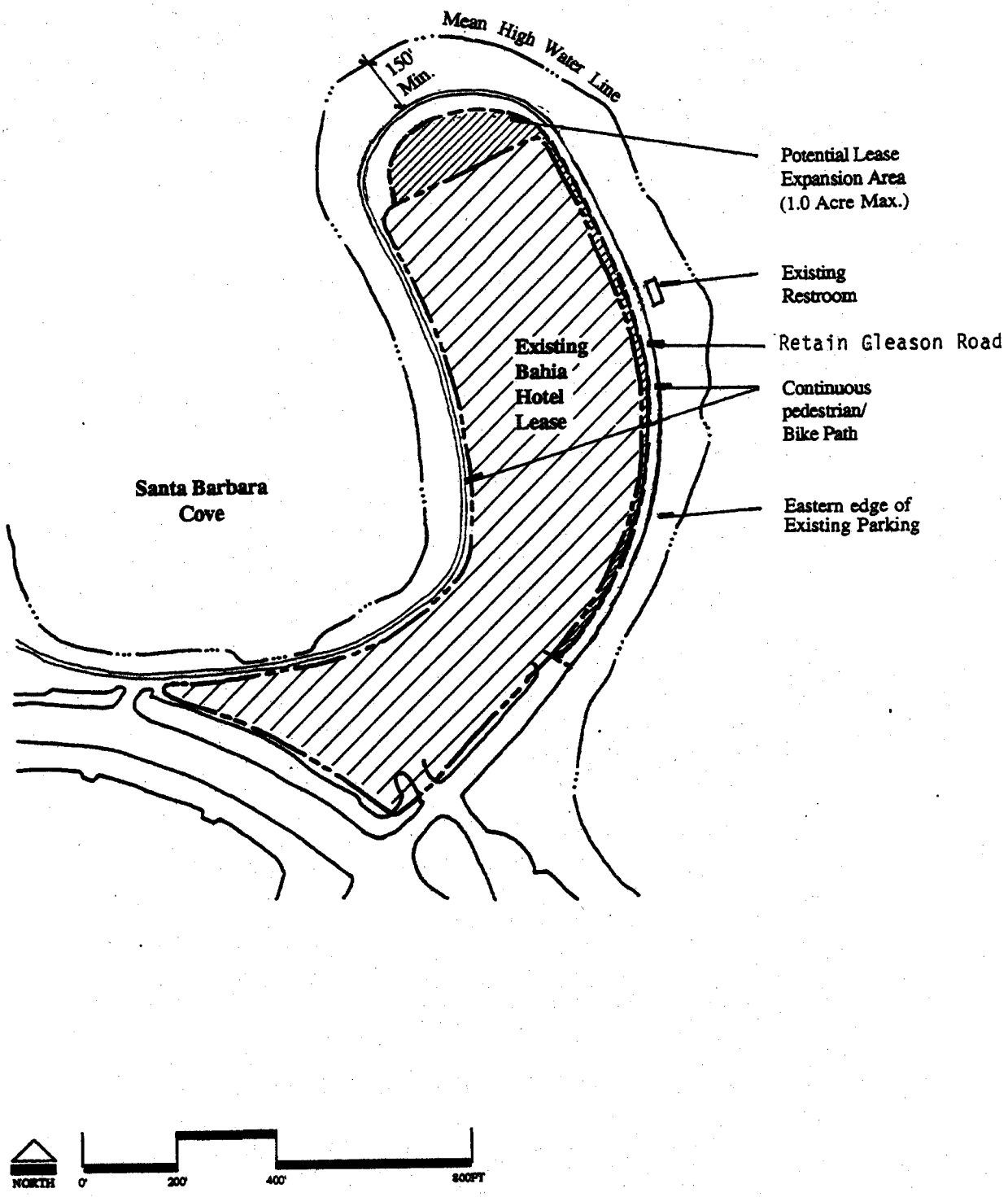
- Access needs for small water craft users and the use of traditional picnic areas along the eastern shoreline shall be preserved as part of the specific redevelopment plan.

- An adequate public use zone should be maintained in accordance with the Design Guidelines taking into account the narrowness of the peninsula.

- A 10-foot wide continuous pedestrian and bicycle access around Bahia Point shall be made part of any redevelopment effort of the Bahia Hotel in accordance with the Design Guidelines.

- A minimum 20-foot grass strip along the eastern side of the peninsula shall remain.

- To mitigate the loss of any lawn area at Bahia Point, a minimum 20-foot wide grass strip shall replace beach along the length of Ventura Cove, adjacent to the parking lot, for approximately 400 feet.



Bahia Point Development Area

figure 12

In addition, an approximate 50-foot by 100-foot lawn area for bocce ball and other recreational uses shall be added north of the entrance to the Ventura Cove parking lot, adjacent to the beach.

- A seasonal accessible-walkway-for-all shall be installed at Ventura Cove to the beach and the Bahia Hotel's expansion plan shall comply with the Americans with Disabilities Act.

- Any other public facilities, including all public parking removed from Bahia Point, shall be fully mitigated in the vicinity of Bahia Point at the time of, or prior to, redevelopment.

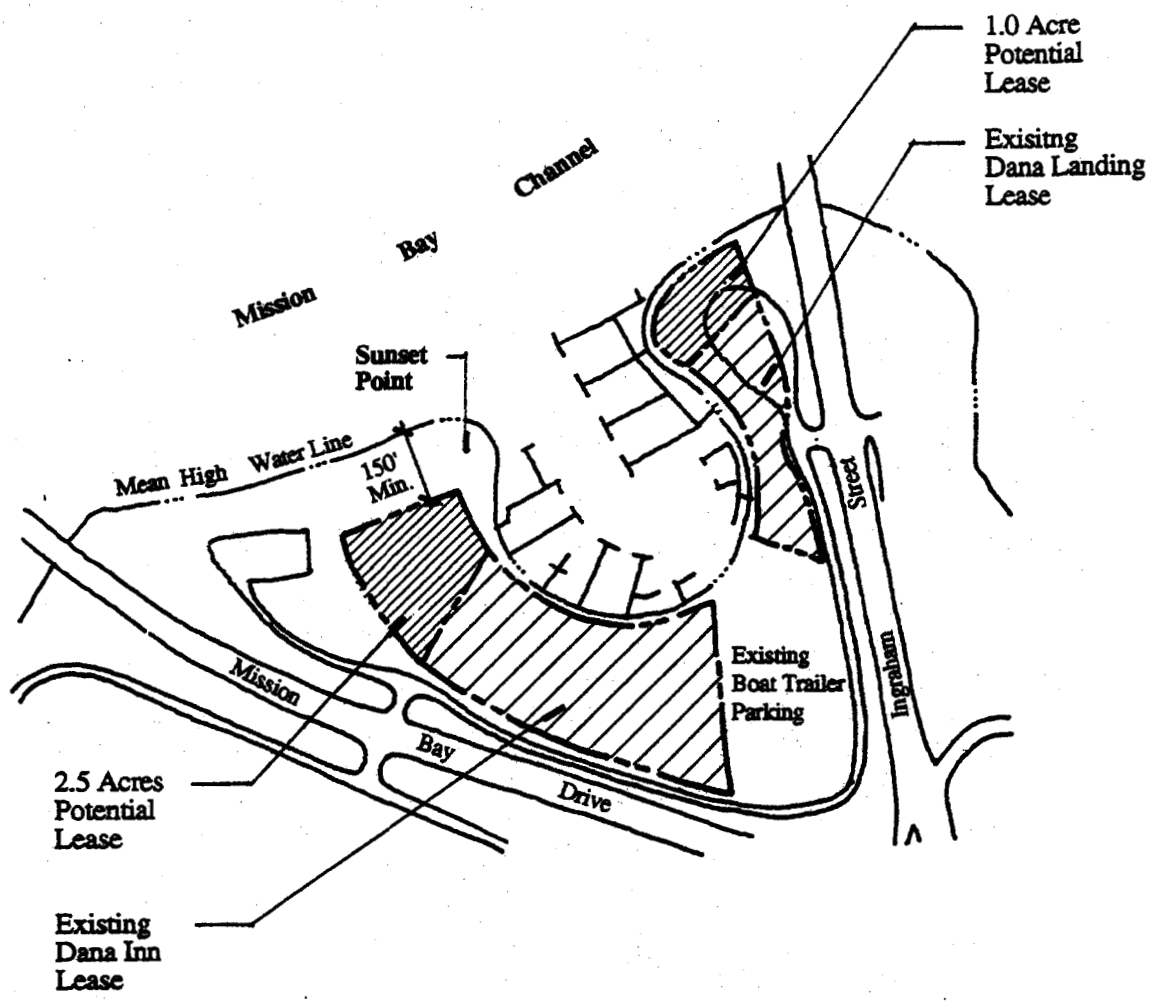
18. De Anza Cove (Special Study Area): This area is planned as a Special Study Area (SSA) potentially involving any one or all of the following uses: guest housing, regional parkland, beach, boating concessions, wetland, wetland-related hydraulic improvements, paths and trails. Recommendation 25 describes in more detail the intent of this SSA and its development criteria.

19. Sunset Point Lease Expansion: In keeping with the objective of intensifying existing commercial areas, the Plan proposes the potential expansion of the Dana Inn by approximately 2.5-acres. It is estimated that 80 additional hotel rooms can be developed in this area. The expansion area should stretch from the northern boundary of the current leasehold towards Sunset Point, and observe the following development criteria:

- Development proposals should enhance pedestrian, bicycle, emergency and maintenance circulation around Sunset Point in accordance with the Design Guidelines.

- All required private parking should be provided within the leasehold area.

- Development intensification should minimize the impact to Sunset Point Park users. The waterfront areas of the Point should remain accessible to the public as required by the Design Guidelines.



Note: Mean high water line should be measured to elevation +2.01 MSL datum.

Sunset Point/ Dana Landing Development Area

figure 13

20. Dana Landing Lease Expansion: The Plan proposes a 1.0-acre expansion of the Dana Landing leasehold. The expansion area should stretch from the leasehold's current northern boundary towards the Mission Bay Channel, provided that emergency and public access to the waterfront be maintained in accordance with the Design Guidelines.

21. South Shores Commercial Parcel: Because of its limited water access and isolation from other areas of the Park, this 16.5 acre site is considered more suitable for commercial recreation purposes. The parcel has been configured such that the northern portion (approximately six acres) lies outside the limits of the South Shores landfill while capturing a wide stretch of waterfront facing Pacific Passage. This allows a number of possible commercial uses to be considered, including the expansion of Sea World attractions, a 200-room motel, or a water-oriented entertainment center.

The underlying objective is that this parcel's "best use" is commercial recreation or visitor-serving commercial support facilities, compatible with existing and proposed public park/boating facilities at South Shores Park adjacent to the east. In accordance with public consensus on this issue, "best use" should not mean permanent and exclusive commercially-supporting parking. However, that portion (approximately ten acres) of the parcel constrained by the underlying landfill may be improved for parking purposes, to provide an additional safety cap over the landfill, consistent with landfill closure requirements.

21a. SeaWorld: In 1998, the City of San Diego's voters approved an amendment to the Coastal Zone Height Limitation Overlay Zone allowing development to a maximum height of 160 feet within the SeaWorld leasehold. In keeping with the intent of the Mission Bay Park Master Plan to preserve existing viewsheds and visual corridors, the additional height available to SeaWorld should be used judiciously. Therefore, the development criteria for the SeaWorld leasehold shall be governed by the SeaWorld Master Plan (also known as the lease development plan) which is incorporated by reference into the Mission Bay Park Master Plan and the LCP Land Use Plan. In addition, any proposed development shall require an approved coastal development permit pursuant to the requirements of the Coastal Act.

22. Ski Club: The present site for the Ski Club is being rendered obsolete by the sedimentation process on Rose Creek. A relocation of this facility to South Shores is therefore recommended. Located west of the planned embayment, the new site would remain 4 acres in area. As an option to the lessee, the facility could include a small chandlery and snack shop serving the adjacent South Shores boat ramp and potential day use slips. Should the Ski Club not relocate to this site, other commercial uses should be considered.

23. Primitive Camping: 18-acre site in Fiesta Island. This lease area could be operated by the City or as a commercial concession. The intent is to provide nature-oriented "primitive" tent camping sites removed from more intensive recreation areas.

24. Resulting Dedicated Lease Area: The City Charter currently imposes a maximum of 25 percent of the land area in Mission Bay Park to be devoted for commercial and non-profit leases. At present, such leases total about 404.42 acres, or about 21.4 percent of the total land area of 1,887.74 acres. Should the above new dedicated leases be implemented and should the De Anza Special Study Area achieve maximum buildout in accordance with the development criteria as described below, the existing and proposed dedicated lease areas would total about 419.46 acres, or about 22.2 percent of the total land area of the Park (see Table 2). In light of public support to increase the land areas of the Park for public use, the recommended 419.46 acres in dedicated leases should be considered a practical maximum.

Under this Plan, about 102 acres of land are proposed to be dredged for wetland habitat, swimming, navigation, and Eelgrass mitigation purposes (see Figure 21). Removing this area of land would raise the dedicated lease percentage to about 23.5 percent, still within the City Charter mandate.

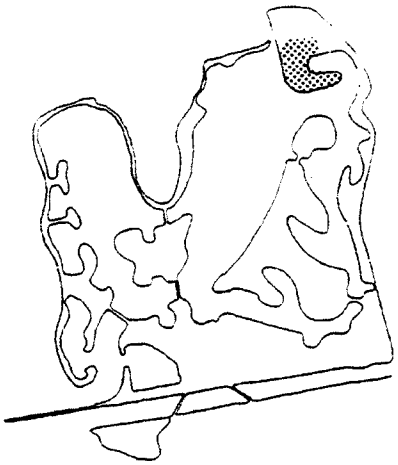
Table 2

LAND LEASE CHANGES

Leases Lost	Acres	Leases Gained	Acres
Campland on the Bay	24.13	De Anza SSA	60.0 [1]
De Anza Trailer Resort	69.83	Sunset Point	2.5
Ski Club (Present Location)	4.0	Dana Landing	1.0
		Bahia Hotel	1.0
		South Shores "Best Use" Parcel	16.5
		Marina Village/ Pacific Rim Marine Enterprises, Inc. Potential Lease Expansion	10.0
		Ski Club (or Other Operation)	4.0
		Fiesta Island Primitive Camping	18.0 [2]
Total (Acres)	**97.96**	**Total (Acres)**	**113.0**

Net Dedicated Lease Gain = 15.04
Current Lease Total = 404.42 Acres
Proposed Maximum Lease Total = 419.46

[1] Maximum available for commercial development
[2] Lease area could be non-profit



Special Study Areas

DE ANZA SPECIAL STUDY AREA

The De Anza Special Study Area (SSA) is envisioned as a flexible planning area in which a number of potential uses, both public and private, can be accommodated under varying intensities and configurations. The SSA designation allows more informed decisions to be made about the disposition of the land based on future market conditions, potential developer proposals, lease termination or renegotiation conditions, recreation needs, and potential environmental mitigation requirements. Uncertainty about these factors currently prevents the generation of more specific land use concepts.

Recommendations

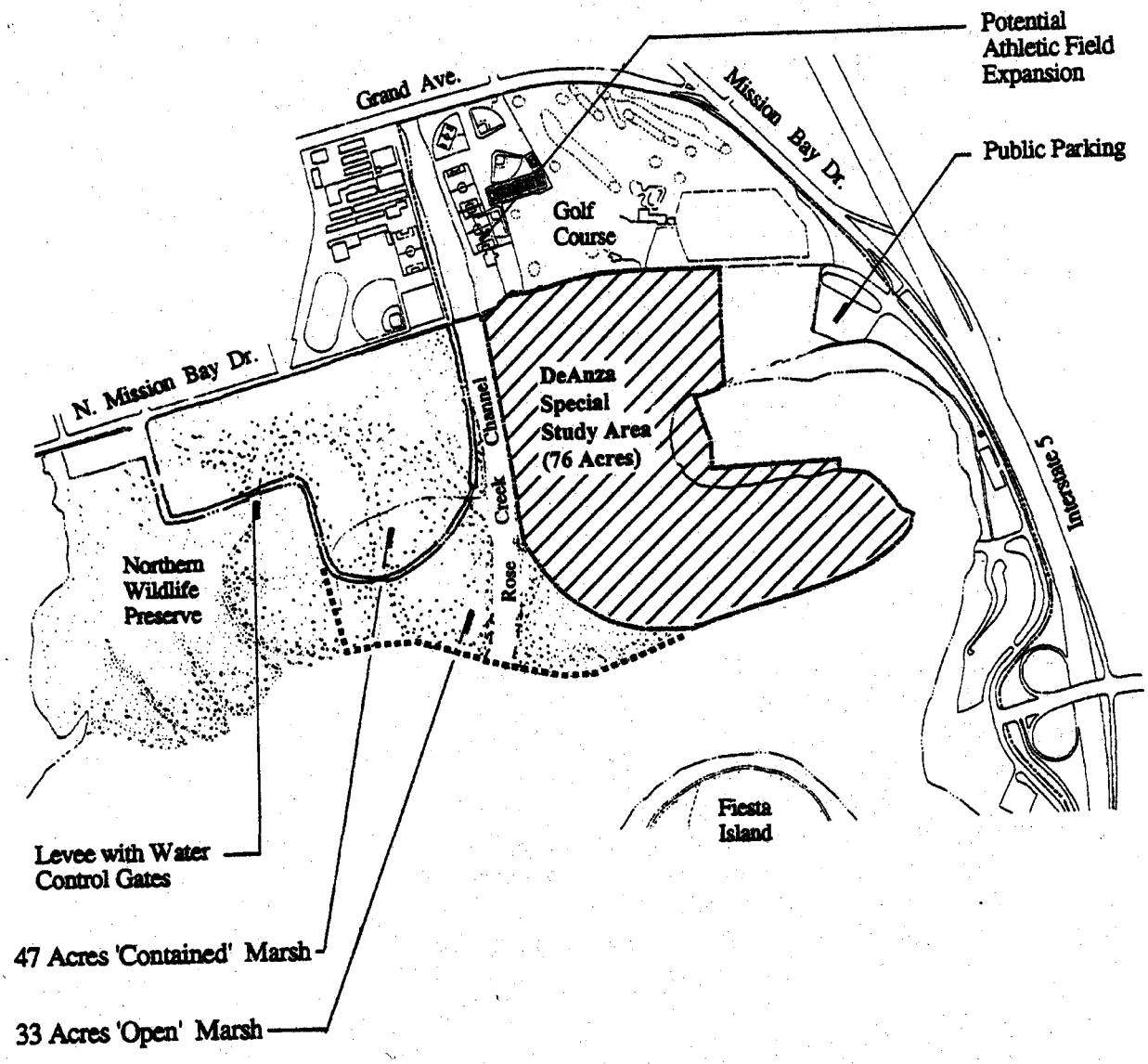
The De Anza Special Study Area remains subject to the goals and objectives established for the Park. Accordingly, specific criteria should govern the conception, preparation, evaluation and approval of development proposals in the SSA. Furthermore, the final development proposal shall be incorporated into the certified Master Plan as an amendment to the City of San Diego Local Coastal Program.

25. De Anza SSA Development Criteria:

- The SSA shall be 76 acres in area to include the totality of the existing land and water leases of De Anza Mobile Home Park of which up to 60 acres can be developed as guest housing. (Figure 14 describes the proposed SSA configuration).

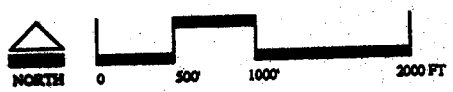
- The SSA shall not be developed to the detriment of existing and/or future adjacent habitat areas. Foremost in consideration should be the extent to which the SSA can contribute to the Park's water quality. In fact, additional wetlands creation must be considered as part of the SSA.

- The SSA should facilitate the implementation of hydrologic improvements aimed at safeguarding the viability of marsh areas in its vicinity.



Note: (1) The contained marsh is intended to function as a pollution filtration system.

(2) 'Open' marsh area does not include 34 acres Northern Wildlife Preserve.



DeAnza Special Study Area

figure 14

- The SSA shall be developed to enhance the public use of this area of the Park. Any redevelopment proposal shall incorporate a 100-foot buffer/public use zone along the entire Rose Creek frontage of the site, as measured from the top of the rip-rap, and adjacent to the proposed wetland at the mouth of Rose Creek located outside of the SSA. Public access/recreation improvements, such as walkways, overlooks, picnic tables, benches, etc. may only be sited in the upland 50 feet of said buffer/public use zone. In conformance with the Design Guidelines, a 150-foot minimum public use zone shall be maintained along the beach areas of the shore as measured from the mean high water line. Along other bulkhead or rip-reap areas of the shore, if any, a 50-foot minimum public use zone shall be maintained as measured from the top of the bulkhead or rip-rap. As an integral part of the SSA, a waterfront trail and viewing areas shall be provided within the public use zone along the entire shoreline of the site, in addition to other passive recreational features.

RECREATIONAL VEHICLES

Overnight Recreational Vehicle (RV) facilities are currently provided at Campland on the Bay and the De Anza Trailer Resort. The latter is scheduled to be abandoned in the year 2003, or be redeveloped in accordance with De Anza Special Study Area development criteria. RV facilities are essential to Mission Bay Park, as they provide access to the Bay to a sector of the population that cannot afford hotel accommodations and/or prefer the comfort and flexibility of a motor home. Such facilities should, therefore, remain as an integral part of the Park's diverse recreation matrix.

Recommendations

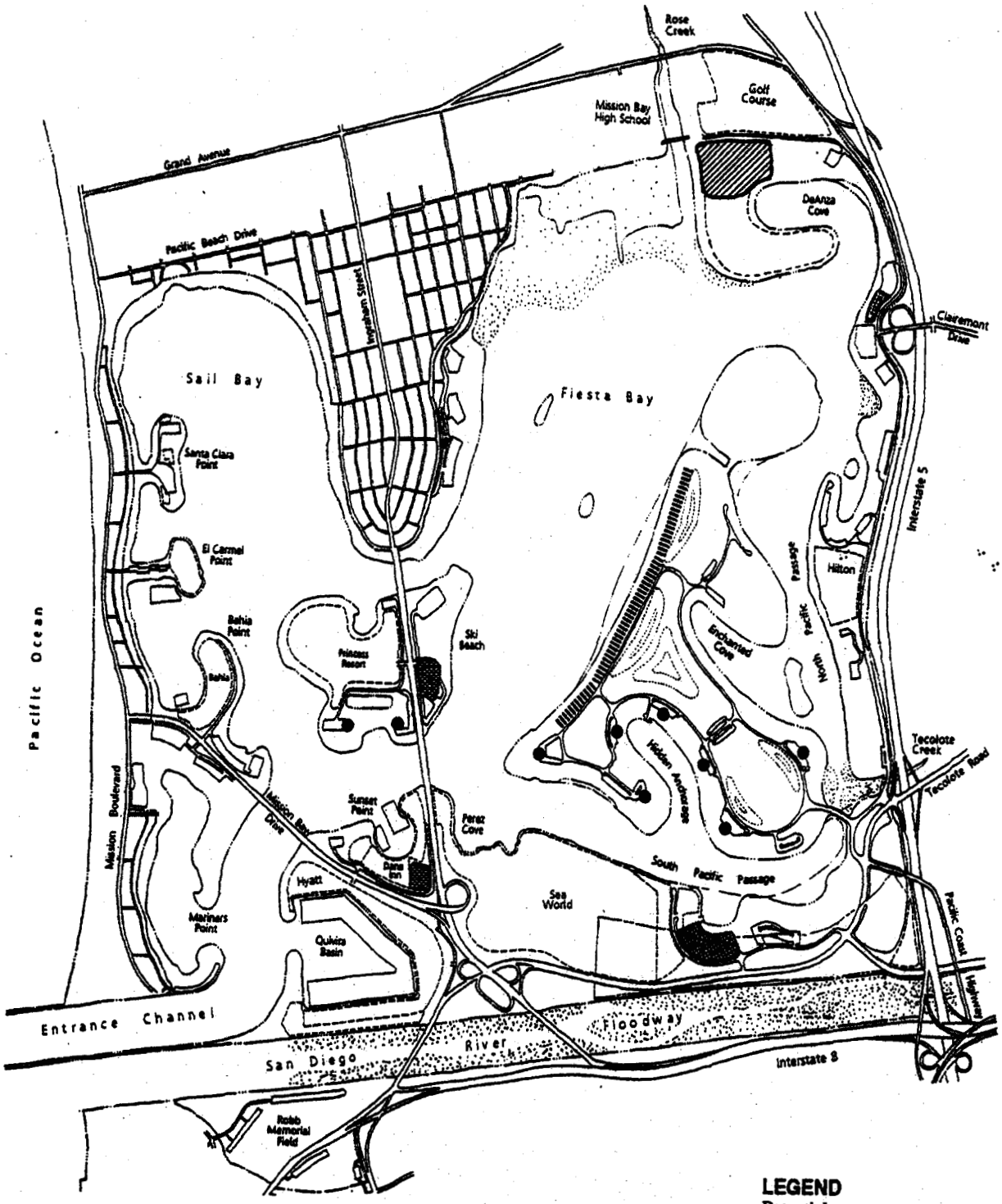
26. Relocation of Campland: As discussed further in this Plan, Campland on the Bay in its current location is incompatible with the environmental objectives for the Park. Accordingly, this facility could be relocated to De Anza Cove, as part of the SSA's guest housing program. This area has several advantages for an RV park:

- Convenient beach access for swimming and boating.
- Convenient access to the freeway, without travel through the neighborhood streets.
- Relative isolation from more intensive recreation areas.
- Optimum proximity to the nine-hole golf course.

Whether the Campland lease is transferred to the proposed site prior to its 2017 expiration date should be subject to negotiation in accordance with the development criteria established for the De Anza Special Study Area.

27. Day-Use RV Facilities: In addition to Campland on the Bay, Mission Bay Park should provide adequate areas for temporary, or "day-use" RV's. As part of the overall water-use recommendations, the De Anza boat ramp and trailer parking are proposed to be regulated, which includes the potential transfer of some of the existing trailer parking to the new South Shores ramp facility. Therefore, a portion of the De Anza trailer parking stalls could become available to RV's on a "day-use" basis. RV's should be concentrated in the southern part of the parking, where they will interfere the least with the operation of the ramp. In this area RV's would also be the least visible from Interstate 5. Beach for the launching of non-motorized, non-trailered boats, restrooms, concessions, and RV clean-up stations should be provided at this site.

28. RV Clean-up and Disposal Stations: Since many RV users park in boat trailer parking areas, all of the Park's boat ramp facilities should include RV clean-up and disposal stations, for a fee.



Note: Additional RV site would be available in the Fiesta Island and South Shores parking lots

NORTH 0 800 1600 1/2 MILE ACRES

LEGEND

- Potential Overnight Facility
- "Day-Use" Facility
- Special Event RV Parking
- "Day-Use" RV Parking Stalls

Recreational Vehicle Facilities

figure 15

ACTIVE RECREATION

There are currently a variety of land-based active recreational pursuits in Mission Bay Park, such as sand volleyball, Over-the-Line, walking, cycling, and in-line skating. Other groups, including soccer leagues, have also expressed an interest in the Park as a venue for league play.

Recommendations

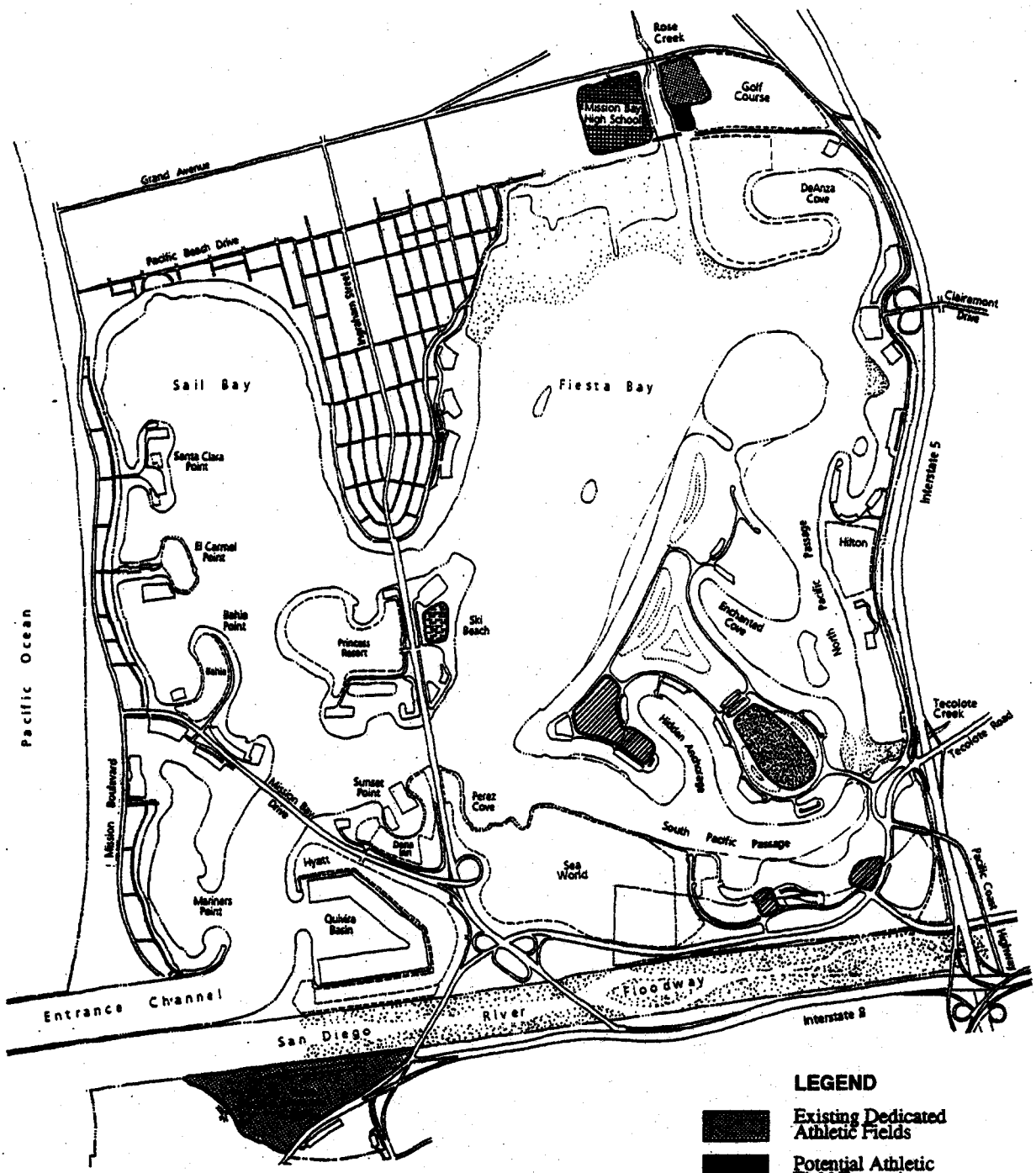
29. Sand Arena Sports: Existing active sports which have a natural association with the waterfront setting, such as sand volleyball, and Over-the-Line, should continue to be accommodated in Mission Bay Park. In an effort to maximize the efficiency of parking and transit, the Fiesta Island sand arena serving these sports should be relocated to the eastern end of Fiesta Island's central peninsula. This location would be within walking distance from the overflow parking facility in South Shores and the proposed Morena Boulevard station of the regional light-rail transit. Turfed viewing mounds are proposed at either side of the arena to enhance its function as a "world-class" spectator and tourist attraction.

30. League Play: Given its unique water setting, Mission Bay Park should not be targeted as a location for organized soccer or other league play beyond the existing facilities in Robb Field and Pacific Beach Playing Fields.

Exception: When and if the Ski Club lease area is vacated, the Pacific Beach Playing Fields could potentially be expanded into this site. However, such an expansion should not preempt the use of this site for hydrologic improvements related to the establishment of a marsh at the outfall of Rose Creek, should future studies prove this to be necessary.

A joint use of Mission Bay High School should be pursued to further expand the availability of athletic playfields.

31. Open Play Areas: This Plan does include flat, turfed, open areas suitable for active play. Areas equivalent in size to a soccer field are proposed on East Vacation Isle (one field); South Shores (two fields); and the parkland area of Fiesta Island (three fields). These areas are available on a first-come, first-served basis to any group or public organization. Exception should be made to permitted picnic groups, which should be allowed to reserve such field areas as part of their permit. Partial regrading and the relocation of trees may be necessary in the East Vacation Isle site to create the open play area.



LEGEND

- Existing Dedicated Athletic Fields
- Potential Athletic Field Expansion
- Proposed Informal Play Area
- Informal Play Area
- Sand Arena
- Potential Joint Use Area

Active Recreation

figure 16

32. Parking on Play Areas: Some of the open play areas may be used for temporary, peak-day parking. Such use raises technical and environmental concerns related to the potential contamination and compaction of the soil, loss of turf, and drainage. Accordingly, the use of turf areas for parking, whether public or private, should satisfy these concerns to the satisfaction of the City.

OFF-PEAK PARK USE

There are daily and seasonal periods when Mission Bay Park is relatively lightly used. Increasing the intensity of use during these periods would bring more people to the Park and help discourage illegal or undesirable after-hour activities.

Recommendations

33. Lighting: The Park's main pathways, parkland parking, and group picnic areas should have night lighting to encourage evening use of the Park. In addition, the City should program off-peak season and nighttime activities and events.

34. Amphitheater: A 3,000 to 5,000-person, publicly-operated amphitheater is proposed on South Shores as a means to bring people to the Park during non-peak hours. This facility would be entirely turfed and open for normal park use during non-events. Its location, facing the east end of South Pacific Passage, is also ideally suited as a viewing area for marine activity and events occurring in the Passage.

35. South Shores Promenade: A one-quarter mile water-front promenade is proposed on South Shores. The promenade is ideally suited as a stage for public displays, civic gathering, craft and arts fairs, and other planned events for the winter months. This would further enhance the year-round use of the Park.

Both the amphitheater and the promenade would be within safe walking distance from the overflow parking.

V. WATER USE

Mission Bay Park is enjoyed by a wide variety of water sport enthusiasts including water skiers, rowers, paddle boaters, canoeists and kayakers, personal watercraft users (jet skiers), fishing enthusiasts, power boaters, sailors and swimmers. Organized water sports also regularly occur on the Bay, from sailing regattas and sculling to speedboat and Thunderboat racing. In addition, Mission Bay has served, and hopefully will continue to serve, as the home base for several Americas Cup challengers. The range of such activities, coupled with the Bay's favorable climate and attractive setting, makes Mission Bay Park one of the world's treasured aquatic parks.

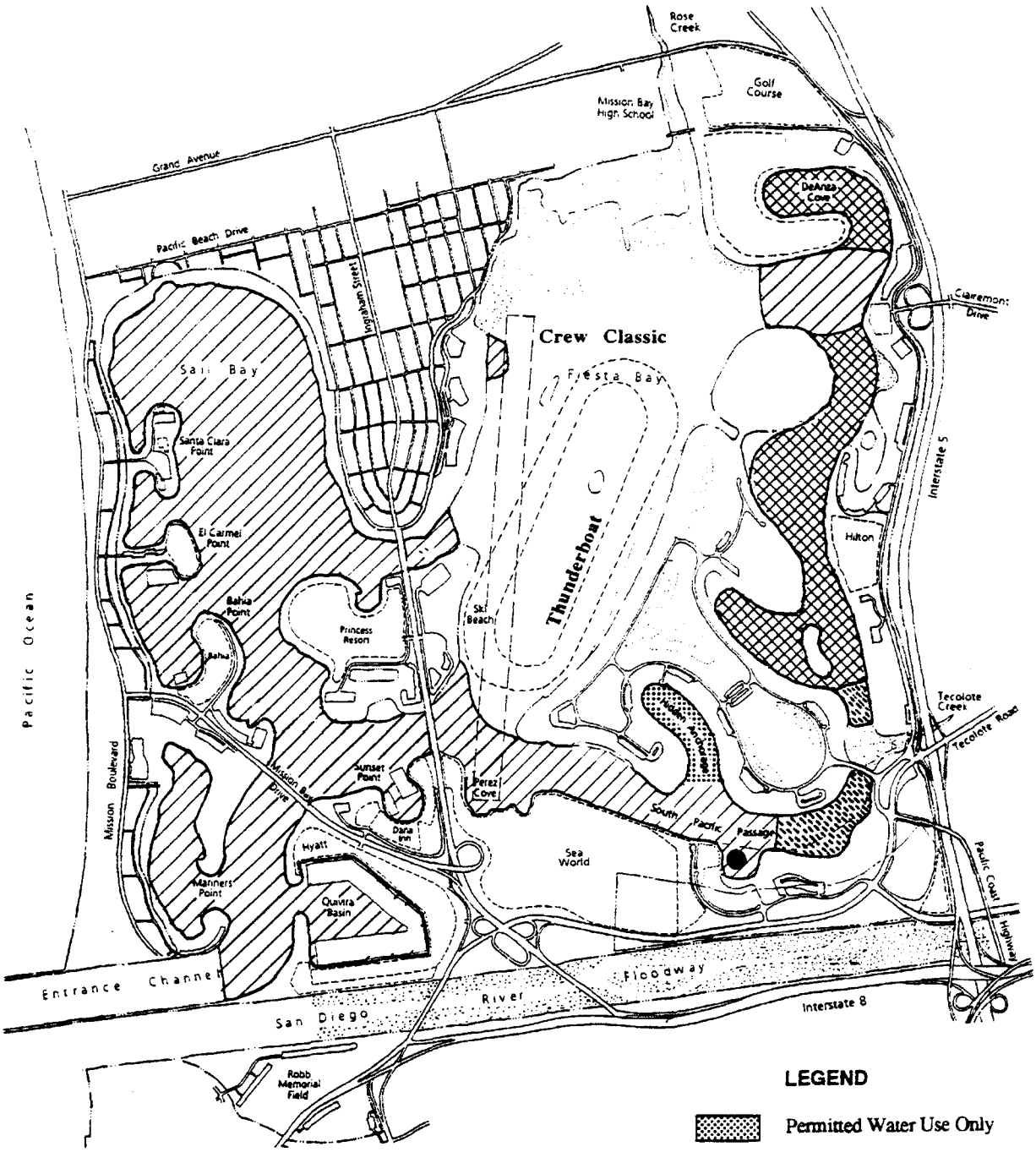
Nevertheless, over the past few decades, the Bay's ability to meet the demands of all water users has increasingly been compromised by a growing population, the increasing diversity of water recreation activities, and a deteriorating water quality. To ensure the viable use of the Bay waters, specific management and physical measures should be taken. As a goal...

> ***...Mission Bay Park's water areas should be allocated and maintained to support the diverse aquatic interests of those visiting Mission Bay, ensuring adequate access to, and the safety and enjoyment of, the Park's aquatic resources. In the interest of sustaining a desired level of recreation, the Park waters shall be so used as to preserve an appropriate level of biological quality, benefitting both human activities and the interests of wildlife.***

The Master Plan Update contains key water-use management recommendations including water-use space and time allocations, and water access limitations. Special features enhancing the viability of special aquatic events, such as Thunderboats, are also proposed.

MANAGEMENT STRATEGIES - TIME AND SPACE ALLOCATIONS

As the Park's water resources are essentially limited and finite, it is imperative to manage them efficiently. Through the efforts of the Ad Hoc Citizens Committee on Mission Bay Water Use along with the Mission Bay Park Committee, Lifeguard Service and Police Department, a balanced approach to the use of the Bay waters has been established over the years, involving time, space, and speed allocations for the use of various water areas. The Mission Bay Regulations, for example, call for Sail Bay to be available for high speed use from May 1st to October 31st, from sunrise to 11 A.M., and from 5 P.M. to sunset. Appendix F contains the Mission Bay Regulations.



Water Use Allocation
(Excluding Marinas & Mooring Areas)
figure 17

Recommendations

One of the important benefits of regulating the use of the Bay waters is the generation of a predictable pattern of use. As people become familiar with the rules, a more orderly water- use conduct follows, which in turn, helps sustain the enjoyment of the Bay. Accordingly, the current time, space, and speed allocations for Mission Bay Park should be maintained, with the following exceptions:

36. South Pacific Passage: To facilitate use of South Pacific Passage by rowers, a "no-wake" zone should be established in the Passage, primarily west of the planned embayment. In addition, the South Shores boat ramp should begin operation at 8:30 A.M., which further facilitates the use of the Passage by rowers in the early morning hours. (Hidden Anchorage may be accessed before 8:30 A.M. from other boat ramps in the Bay).

37. North Pacific Passage: The De Anza boat ramp should be regulated as part of the overall access strategy for the Bay waters (see Recommendation 41). This closure affords the opportunity to dedicate a large portion of North Pacific Passage for sailing and rowing craft. Accordingly, a "no-wake" zone should be established north of the Hilton pier.

38. Personal Watercraft (PWC) Area: The eastern end of South Pacific Passage should remain a dedicated PWC area. Through the reconfiguration of the South Shores shorelines, an additional 8 acres of water can be created for exclusive use by PWC. Additionally, the southern end of North Pacific Passage, extending northward from the proposed new habitat area to the south end of Enchanted Island, would remain available for unrestricted PWC use.

39. Continuing Monitoring: The Ad Hoc Citizen Committee, along with the appropriate public bodies, should continue to monitor the use of the Bay waters and further "fine-tune" the time and space allocations as new demands are placed on them.

WATER USE CAPACITY

Because of its intensive use by high-speed motorcraft, water skiers in particular, the determination of a reasonable capacity for Fiesta Bay is a major concern of this Master Plan Update. The "capacity" for a water body is related to the number of watercraft that can operate in it while maintaining both a safe and enjoyable level of use.

Recommendations

Safety concerns rise when a body of water is accessed by more watercraft than it can handle. With decreased safety there is also a qualitative loss in recreation enjoyment as users begin to compete for the same water area. To maintain a safe and enjoyable level of use in the Park's waters, access to them must be controlled.

40. Fiesta Bay Capacity: Reasonable assumptions can be made about the maximum number of craft that should be permitted in any given body of water. For example, water use experts estimate that a water skier requires about 6 acres of water to operate. Fiesta Bay contains about 360 acres of water-skiing area which, based on the preceding estimate, would yield a maximum capacity of 60 active boats at any given moment.

Equally valuable to a "scientific" estimate of water capacity as derived above, is the "actual," observed behavior of water use. Lifeguards and police are keenly aware of what, when, how and where boating activity occurs and what limitation the Bay's waters have. They estimate, for example, that Fiesta Bay can safely accommodate about 240 boats, of which about a quarter, or 60 boats, would actually be active at any given moment (the remaining boats would be idle or beached). This figure is consistent with the "scientific" criteria. Accordingly, 240 boats should be considered the practical capacity of Fiesta Bay.

WATER ACCESS

There is general consensus among the Mission Bay Planners and City staff that the means to maintain the safe and qualitative enjoyment of the water is by controlling access to it, that is, by limiting the number and location of boat ramps and related boat trailer parking. Ramps at four locations are currently available with which to pursue this strategy: De Anza, Dana Landing, Vacation Isle, and Santa Clara Point. Trailer parking for a fifth ramp, on the South Shores embayment, is currently under design. Collectively, these ramps provide parking for 775 boat trailers.

Recommendations

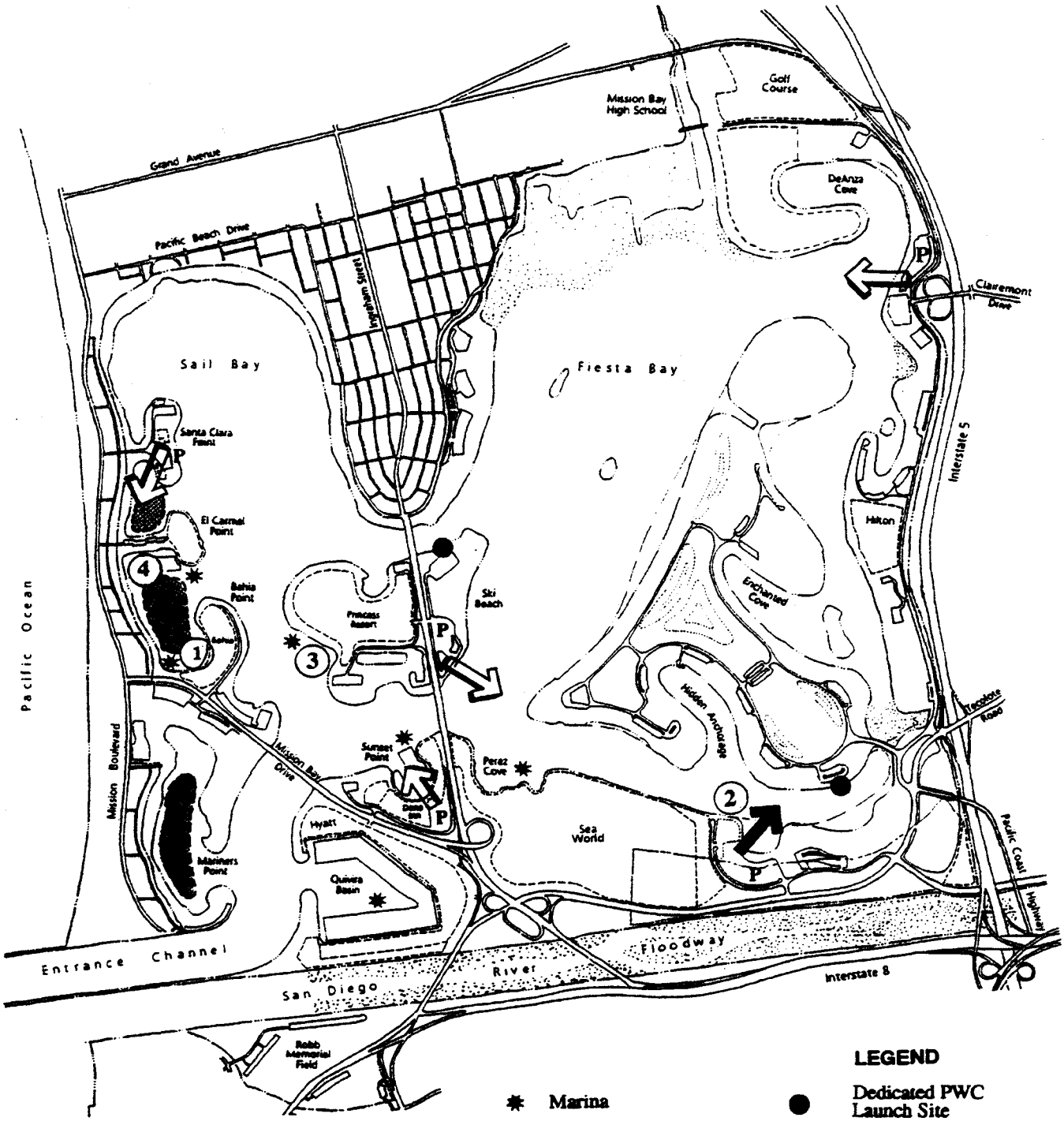
In accordance with the water capacity recommendations, the number and location of the Park's boat ramps, coupled with the number of boat trailer parking spaces provided, will determine the level of safety and enjoyment of the Park waters.

41. Regulation of the De Anza Ramp: In consideration of the high level of watercraft congestion that is currently experienced in the north end of North Pacific Passage, the Plan proposes to regulate the De Anza ramp. Such regulation could entail:

- Closure or restricted use of the ramp by motorized watercraft during peak use days, or during certain hours of peak-use days;

- Exclusive or preferential use of the ramp by canoes, kayaks, sailboats or other non-motored watercraft, and any combination thereof.

42. Potential Ramp in Quivira Basin: In public forums it has been suggested that a boat ramp be considered in Quivira Basin to reduce the cruising time of fishing and other recreational craft from the Bay to the ocean. Most of the Park's ocean-bound boats currently are launched from Dana Landing. However, given the cost of such a ramp compared to the modest reduction in cruising time that it would yield, the ramp's implementation is not considered cost-effective. In addition, a ramp in Quivira Basin would disrupt current slip provisions and/or affect the harbor police facilities. This ramp, therefore, should not be pursued.



Note: Santa Clara Point Boat Ramp is currently planned to be expanded from 4 to 8 lanes.

NORTH 0 800 1600 1/2 MILE ACRES 5 10

Water Access

figure 18

LEGEND

- Marina
- P Boat Trailer Parking
- Potential Water Lease Expansion
- Dedicated PWC Launch Site
- Mooring Basins
- Existing Boat Ramp to Remain
- New Boat Ramp

1. Bahia Hotel
2. Mission Bay Boat & Ski Club
3. Princess Hotel
4. Mission Bay Yacht Club

43. Boat Trailer Parking Provisions: It is estimated that up to 240 water ski boats can safely use Fiesta Bay (for water skiing purposes), which means that up to 240 or so boat trailer parking spaces should be provided in the Park. This figure represents about 40 percent of the overall boat-trailer parking demand. The other 60 percent goes to ocean-bound vessels, motorcraft bound to other areas or uses within the Bay, and to recreational vehicles. It is estimated that on peak days about 50 percent of all boat trailer parking spaces are occupied by RV's.

Therefore, the Park should contain provisions for up to 600 boat trailer parking spaces.

(240 parking spaces / 0.40 = 600)

This means that up to 600 or so trailer parking spaces should be made available during peak days, as provided collectively by all of the Park's ramp facilities. It should be noted that with the implementation of the previously planned South Shores trailer parking facility, the total number of trailer parking spaces in the Park would rise to 775, creating an excess of about 175 spaces. It is recommended therefore that during peak days about 175 trailer parking spaces be decommissioned. A substantial portion of this reduction could be secured through the regulated use of the De Anza ramp.

44. Personal Watercraft (PWC) Trailer Parking: A dedicated PWC area is recommended at the east end of South Pacific Passage. Access to this water body, which under this Plan is expanded by about 8 acres, would be available from the South Shores ramp and from a proposed dedicated PWC parking and launching facility in the eastern end of Fiesta Island. Based on discussions with lifeguards and police, up to 45 PWC vehicle/trailer spaces should be provided in the Fiesta Island site in order to maintain an adequate level of use in the designated PWC use area. Another 20 standard parking spaces should be provided for friends and relatives. This facility should be designed to permit backing of the trailers into the water along the entire edge of the parking lot.

45. Beach Launching: The Park should contain a variety of beach launching sites for board sailors, kayakers, canoeists and rowers. Board sailors in particular would benefit from a diversity of sites in order to capitalize on changing wind conditions. To this end, existing beach launching sites should be maintained, except where in conflict with proposed habitat enhancement areas such as in the proposed Fiesta Island upland habitat preserve.

A new parking area should be developed in the south shore of Fiesta Island's northern cove (opposite the Hilton Hotel) to further enhance the use and benefit of this wide water area for board sailing.

Adequate access restrictions, such as roadway and parking area curbing, should be implemented elsewhere in Fiesta Island to maintain beach-launching within the prescribed sites.

46. Potential Dry-Boat Storage: In public forums it was suggested that provisions for dry-boat storage be considered in the Park. Dry-boat storage offers the convenience of advanced fueling, stocking, and launching while exercising optimum control of fueling and cleaning operations. However, dry-boat storage facilities would occupy valuable land for the benefit of comparatively few boat owners. They also require visually obtrusive sheds and, if commercially operated, would yield a marginal return. For these reasons, dry-boat storage is not recommended.

WET SLIPS AND ANCHORAGE

Several areas of the Park serve a mooring basins for over-night or longer term anchorage. In addition, 1,983 wet slips, existing and planned, serve as permanent berths for a variety of watercraft. Most of these slips are located in Quivira Basin and Dana Landing. There is wide demand for more marinas in the region. However, in Mission Bay Park this demand must be weighed against the recreational and navigational value of the limited water areas.

Recommendations

47. Additional Wet Slips: The recreational and navigational uses of the Bay waters are valued substantially more than the dedication of water areas for wet slips and anchorage. Accordingly, no new slip or mooring areas are recommended, with the following exceptions:

- Current wet slip expansions proposed by the Bahia Hotel (41 slips), the Princess Resort (58 slips), and the Mission Bay Yacht Club (27 slips) should proceed. These are limited expansions that do not impact the recreational or navigational use of their immediate water areas. The new slips proposed by the Princess Resort would be within the current leasehold area.

- In the South Shores embayment, up to 24 wet slips may be provided for day-use only, as part of new docks for the Ski Club. This facility, operated as an option by the Ski Club or other independent operator, would allow boaters to access a potential chandlery and restaurant on the north side of the embayment.

SPECIAL EVENTS

There are a number of special water sport events held throughout the year in Mission Bay. The annual Thunderboats Race and the Crew Classic are the most significant. Both these events are held in Fiesta Bay, using Crown Point Shores and Vacation Isle, with Thunderboats additionally using Fiesta Island for spectators, parking and support facilities. The Thunderboats currently use a 2.5 mile course, but the race organizers have expressed a desire to change to a 2-mile course. The Crew Classic occurs in west Fiesta Bay from Crown Point Shores to Perez Cove.

Recommendations

48. Temporary Parking: Parkland areas in Vacation Isle are currently used for overflow and special parking during the Thunderboats event, which facilitates the organization of the event and improves the convenience to visitors. This practice should continue. New parkland areas in Fiesta Island are also proposed for this purpose.

49. Fiesta Island Beach Parking: Several hundred vehicles, RV's in particular, currently park along the beach in Fiesta Island to watch the Thunderboats. To improve and enhance this practice, the loop road should extend southward along the Island's west shores towards Stony Point once the sludge beds are abandoned. However, RV's and other vehicles should park within a designated strip off the road, not on the beach proper. This will permit the Park's combined bicycle and pedestrian path to run uninterrupted along the beach, forward of the parking strip. Proper drainage treatment of the roadway and parking strip will also reduce potential contamination of the shore area and Bay waters.

50. East Ski Island Dredging: To eliminate a navigational hazard and to permit the Thunderboats to race on the shorter course, East Ski Island on Fiesta Bay should be dredged in accordance with the planned shoreline stabilization project. The dredged area should be contoured so as to promote the growth of eelgrass.

51. West Shore of Fiesta Island: To enhance viewing of Fiesta Bay events, the west shore of Fiesta Island should be dredged to form a mile-long crescent. This will also increase the water buffer between spectators and speed boats. The dredged material could potentially be deposited east of the loop road to form gentle mounds, planted with coastal strand vegetation. Wind studies should be conducted to determine - and ultimately avoid - the potential impact of the mounds on Pacific Passage board sailing. A geotechnical evaluation should be conducted prior to any dredging or filling.

WATER LEASES

Mission Bay Park currently contains 83.74 acres of commercial and non-profit water leases, out of a potential 144.79 maximum acres as established by the Charter of the City of San Diego (6.5 percent of the Park's water area). Water leases play an important role in providing the public, as well as members of specific organizations, access to the water. As with dedicated land leases, however, a balance must be established between commercial revenue considerations, non-profit organization needs, and public recreation needs.

Recommendations

In the interest of preserving as much of the Park's waters for recreational activities as possible, this Plan proposes no new water leases beyond the optional day-use slips in the South Shores embayment (1.0 acre), and the existing proposals to expand the Bahia Hotel (2.0 acres), and Mission Bay Yacht Club (0.6 acres) water lease areas. As shown in Table 3, these lease expansions would bring the total water lease area to 87.34 acres, or 4 percent of the Park's water area. This amount is within the 6.5 percent permitted by the City's Charter. Below are listed the new water lease proposals (excluding the proposals by the Mission Bay Yacht Club and the Bahia Hotel, which preceded the initiation of this Plan).

52. Ski Club Relocation: Because of increasing sedimentation in Rose Creek, the Ski Club should be relocated to the South Shores embayment. This location is in close proximity to Hidden Anchorage in Fiesta Island, where the water skiers practice and compete.

53. Optional Day-Use Slips: At the option of the Ski Club, 24 day-use slips could potentially be developed in the South Shores Embayment. This facility would add about 1-acre to the Ski Club water lease area.

Table 3

WATER LEASE CHANGES

Leases Lost	Acres	Leases Gained	Acres
Campland on the Bay (West of Rose Creek)	5.76	Campland on the Bay (East of Rose Creek)	5.76
		Mission Bay Yacht Club	0.6
		Bahia Hotel	2.0
		South Shores Day-Use Slips	1.0 (1)
Total (Acres)	**5.76**	**Total (Acres)**	**9.4**

Net Dedicated Lease Gain = 3.6 Acres
Current Lease Total = 83.74 Acres
Proposed Maximum Lease Total = 87.34 Acres

(1) This is a potential use.

SWIMMING

A variety of swimming sites are distributed around the Park. Most desirable are areas such as De Anza Cove, which offer tranquil waters suitable for wading and playing in the sand, as well as deeper waters for adult swimmers. Maintaining and expanding the variety of swimming venues would bring more people in direct contact with the water, enhancing the Park's overall aquatic orientation.

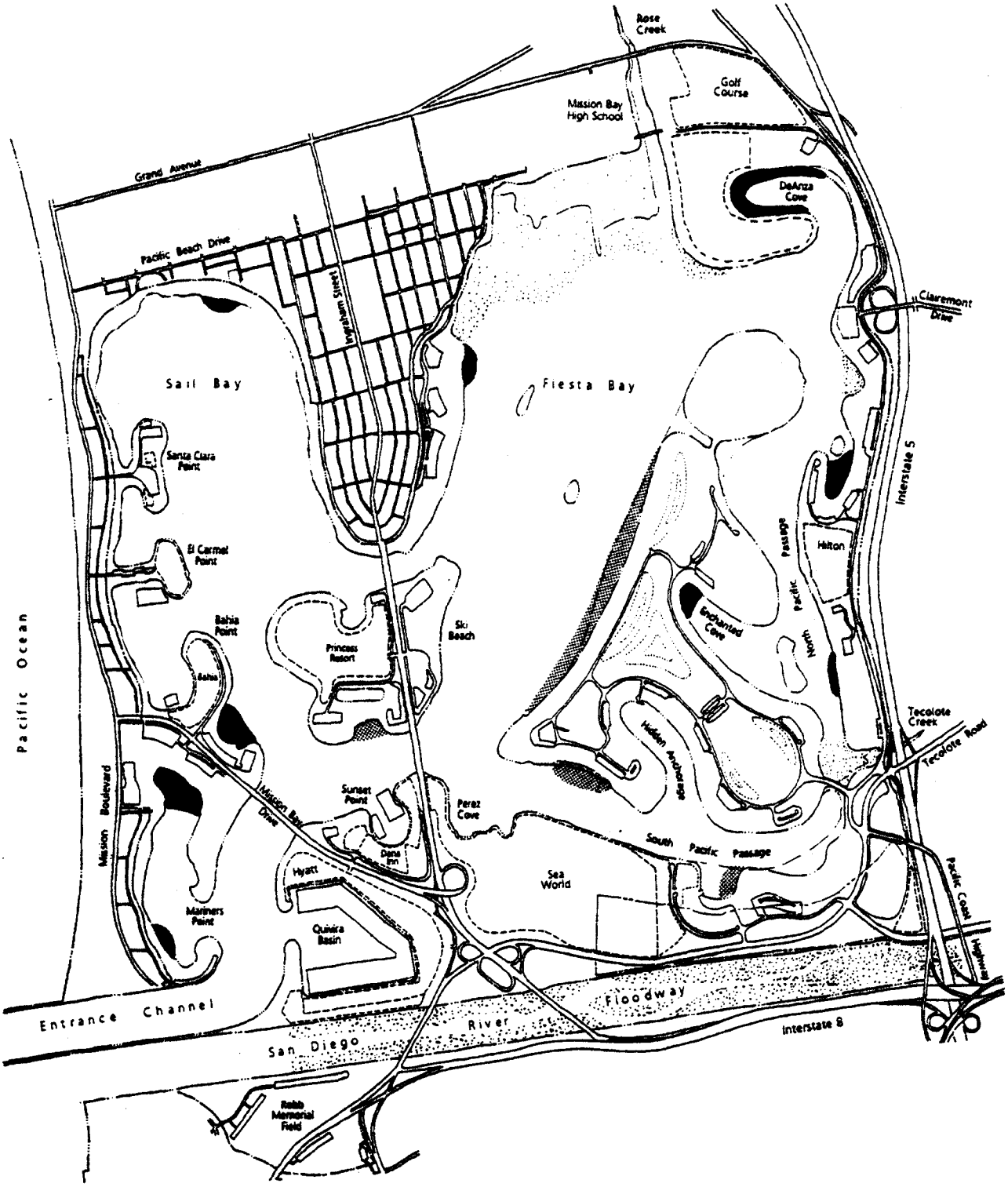
Recommendations

55. Existing Swimming Areas: Sail Bay, Crown Point Shores, De Anza Cove, Leisure Lagoon, Tecolote Shores, the west end of Enhanced Cove, Ventura Cove, and Bonita Cove should be maintained as posted and supervised public swimming areas. Under the De Anza Special Study Area, most of the Cove's north and west shore could potentially face a guest housing leasehold.

56. Potential New Swimming Areas: New swimming areas should be located adjacent to active existing or proposed parkland areas, and in areas of the Park enjoying relatively good water quality. Accordingly, the following potential new swimming sites are proposed:

- Fiesta Island, facing South Pacific Passage. A small embayment can be carved out of the Island's south shore. This embayment would enjoy tranquil waters and optimum access to parkland.

- Fiesta Island, west shore. The dredging of the shore to create a long crescent affords the opportunity to bring new sand to this beach and improve its function as a swimming area. However, strict monitoring and supervision would be required to mitigate its proximity to motor craft in Fiesta Bay. Buoys, markers, and signage should be placed in the water and on the beach defining the limits of the swimming area.



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LEGEND

Existing Swimming Area

Proposed Swimming Area

Supervised Public Swimming

figure 19

- West Vacation Isle, south shore. A small embayment already exists here. The addition of bouys, markers and signage would make the site suitable for swimming.

SHORE TREATMENT

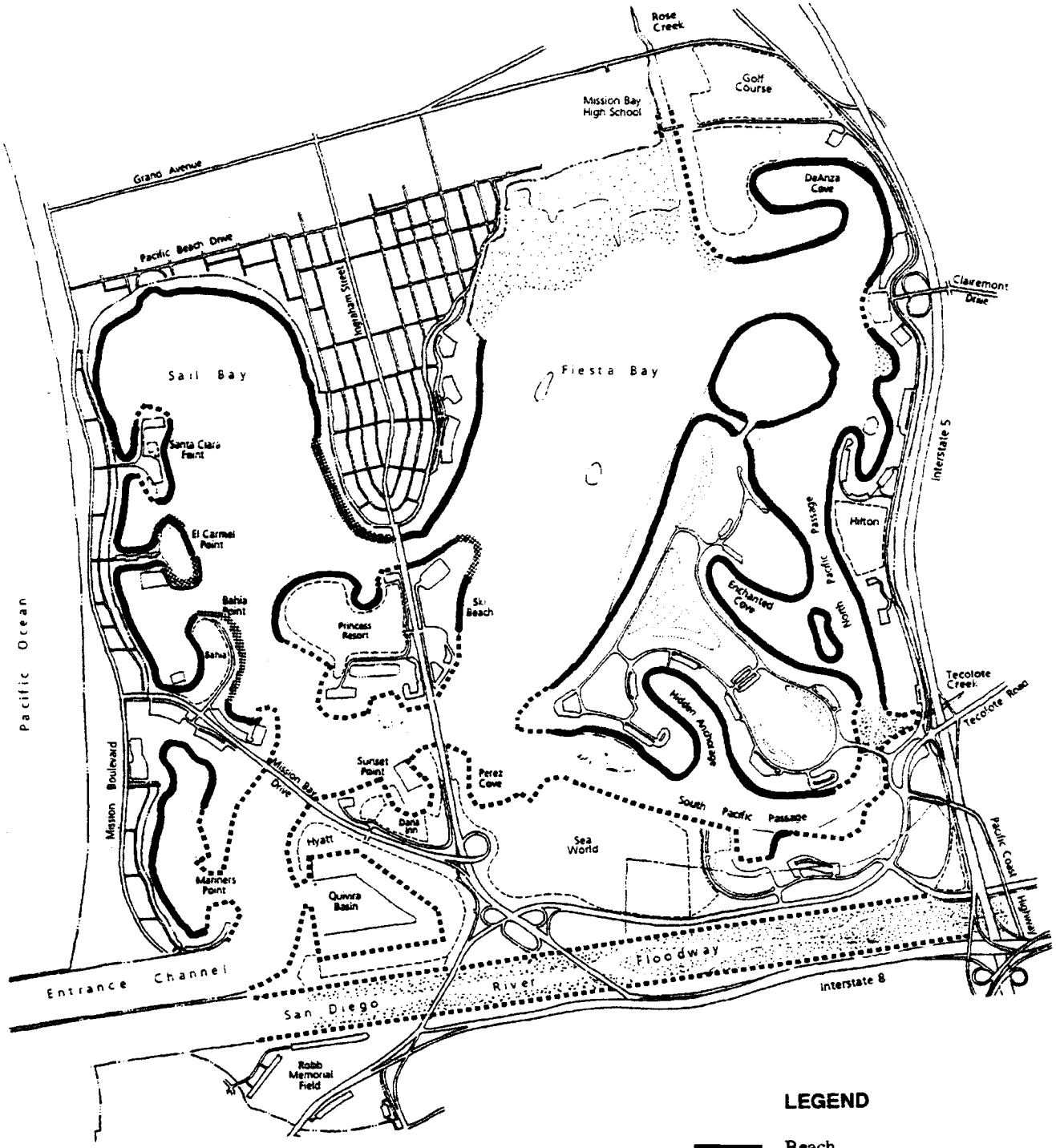
The Mission Bay Park Shoreline Stabilization and Restoration Plan (SSRP), adopted by City Council in May of 1990, prescribes several types of shore treatment for the Park, ranging from rock revetment to sand beach. These treatment proposals aim to reduce the amount of sediment generation from within Mission Bay while helping restore the stability of the Bay's shoreline for navigation and recreation purposes as illustrated on Figure 20.

Recommendations

57. Shoreline Modifications: In the interest of enhancing the Bay's aquatic appeal, several modifications to the SSRP are proposed. These recommendations add about two-thirds of a mile of shoreline to the Bay, creating additional waterfront recreational opportunities, both passive and active. In all cases, geotechnical studies should be conducted to determine the engineering requirements and feasibility of the shoreline modifications.

- South Shores: An 8+/- acre dredge area is proposed on South Shores towards the east end of South Pacific Passage. This shore reconfiguration aims to increase the water area dedicated for Personal Watercraft.

- Fiesta Island, West Shore: An 18+/- acre dredge area is proposed on the west shore of Fiesta Island. The added water area will benefit water skiers and enhance the function of the shore for potential swimming and special event viewing.



Notes: (1) This plan includes the shoreline treatment as proposed in the Mission Bay Park Shoreline Stabilization and Restoration Plan, as modified

(2) The Precise configuration of the marsh boundary will be determined by following further detailed studies.

Shoreline Treatment

figure 20

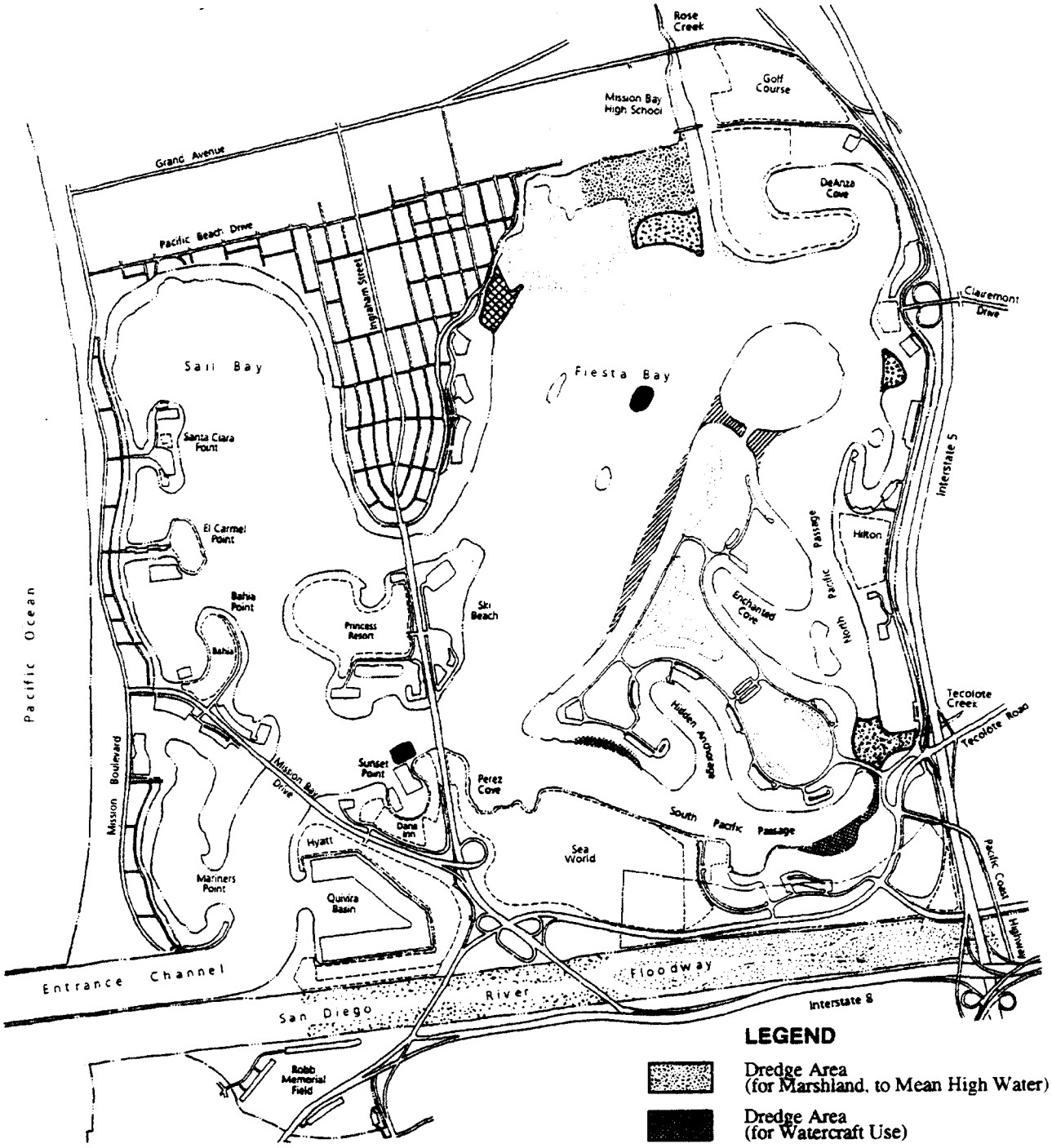
- Fiesta Island Channel: An optional 12+/- acre dredge area creating a channel between Fiesta Bay and North Pacific Passage should be considered, depending on the need and cost-effectiveness of increasing the Park's habitat and/or mitigation areas.

- Rose Creek Outfall: 30 to 50-acre dredge area. Following this Plan's land use, recreation and environmental objectives, the creation of a new marsh may involve the removal of 30 to 50 acres of upland area, depending on the ultimate disposition of the De Anza Special Study Area and State and Federal Agency mitigation requirements.

- De Anza Channel and Cove: A channel through De Anza Point should be implemented to improve the Cove's water quality.

- De Anza Special Study Area: In pursuit of a balance between environmental, commercial, and public recreational interests in the De Anza Special Study Area, filling part of the Cove's west end should be considered, up to 150 feet out from the current shore. This would shift the SSA eastward by the same distance, allowing for a larger marsh area at the Rose Creek Outfall and a more concentrated development area.

58. Shoreline and Water Monitoring: Periodic bathymetric and beach profile data collection surveys should be initiated to monitor the condition of the Park's shorelines and navigable areas and thus ensure that adequate depths and water access are maintained in support of all of the Park's water uses.



LEGEND

- Dredge Area (for Marshland, to Mean High Water)
- Dredge Area (for Watercraft Use)
- Potential Dredge Area (for Marshland, to Mean High Water)
- Potential Dredge Area (for Eelgrass)
- Planned Dredge Area
- Fill Area (For Marshland, to Mean Low Water)

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Dredge & Fill Areas

figure 21

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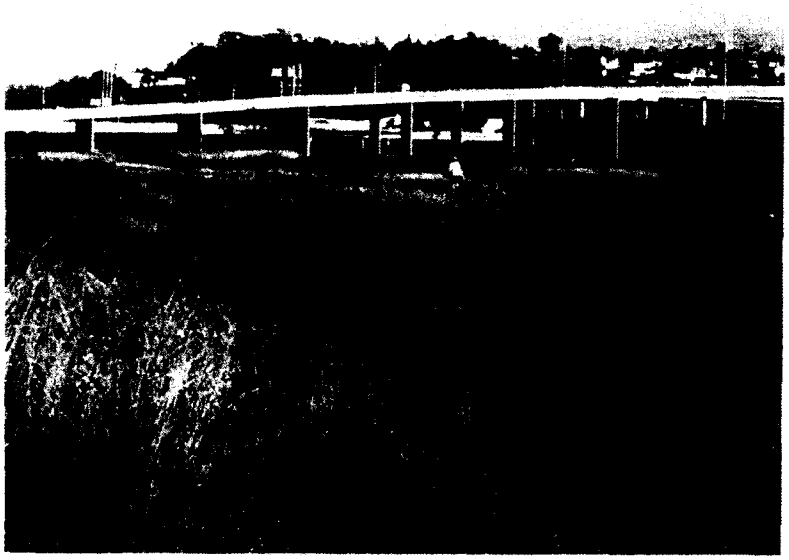
VI. ENVIRONMENT



Mission Bay Park is virtually a human-crafted aquatic structure satisfying a wide range of recreation demands. In shaping the Park to satisfy these demands, mostly through dredging, much of its biological and ecological health has been lost. The Northern Wildlife Preserve, a 31-acre wetland, constitutes the only natural remnant of what once was a 4,000-acre habitat serving the Pacific Flyway. Along with other areas of the Park devoted to wildlife, this marsh remains an important biological resource deserving protection and enhancement.

Natural habitats serve more than the interests of wildlife, however. As a water-oriented Park, hundreds of thousands of people go to the Bay to swim, sail, row, water-ski, or just enjoy the aquatic setting. As San Diego's urban area has expanded, the Bay waters have become increasingly polluted, at times causing the closure of some of its waters. Not surprisingly, county residents rate water quality as a key issue facing the future of Mission Bay Park. Clearly, an aggressive plan is necessary to redress the course of contamination. More broadly...

...Mission Bay Park should be planned, designed, and managed for long-term environmental health. The highest water quality; sustained bio-diversity; ongoing education and research; and the reduction of traffic noise, and air pollution should all be priorities. The Park's natural resources should be conserved and enhanced not only to reflect environmental values, but also for aesthetic and recreational benefits.

The environmental attitudes that existed when the Park was first developed are no longer valid. Today's values demand a higher awareness of the potential impacts of development upon natural resources – and adequate action to protect and enhance them. The environmental element of the Master Plan Update is, in effect, a reflection of these new values.

THE NATURAL RESOURCE MANAGEMENT PLAN

In anticipation of the need for a Bay-wide natural resource protection plan and the identification of mitigation opportunities and constraints to secure permit approvals for Park improvements requiring environmental mitigation, the City undertook, in 1988, a comprehensive review of the Park's biological resources. This led to the preparation of the Mission Bay Natural Resources Management Plan (NRMP), which was adopted and its EIR certified by City Council as meeting CEQA requirements in May of 1990.

Among key features of the NRMP was the dedication of the sludge beds in Fiesta Island as a 110-acre habitat area comprised of salt marsh, salt pan, and upland vegetation. An eelgrass embayment to function as a mitigation bank against future improvements was also included within the 110-acre site. These proposals were viewed as a "proactive" means to improve the Park's ecology and secure mitigation for the Park's planned and future improvements.

The NRMP is included under Appendix E. The proposals contained in this Master Plan Update differ from the NRMP in two significant ways:

- No mitigation/habitat areas are proposed in the southern peninsula of Fiesta Island, with the exception of eelgrass beds associated with new embayments for swimming. Rather, this Plan proposes a substantial expansion of wetland areas immediately adjacent to the Northern Wildlife Preserve along with a smaller wetland at the outfall of Tecolote Creek.

- Expansion of upland preserves are proposed along the levee of the San Diego River Channel and, potentially, in De Anza Point and other upland areas associated with the wetland expansion adjacent to the Northern Wildlife Preserve.

These changes respond to the overall objective of maximizing the benefit of all habitat areas by placing such areas in as large and contiguous sites as possible. These and other Plan recommendations will supersede the NRMP once the EIR associated with this Master Plan Update is certified.

PUBLIC INTEREST AND CONCERN

The adopted Natural Resource Management Plan constitutes the first comprehensive document to address the Park's ecology. As such, it can be considered a statement of public support for the environmentally sound management of the Park's land and water resources.

This support is reinforced by the results of a professionally-conducted telephone survey, commissioned at the outset of the Master Plan Update to gauge public opinion on key issues and desires (Appendix D).

The following questions concerning the Park's environment were asked.

Q: "How do you rate the importance of preserving and enhancing natural resources in Mission Bay Park?"

Over 70 percent of the respondents answered, "Very Important"; another 25 percent answered, "Somewhat Important." The remaining responses were tabulated as "Not at All Important". In other words, over 95 percent of the population has an interest in the vitality of the Park's natural resources. How significant is this interest when pitted against other resources?

Q: "Would you favor taking areas of the Park out of active public use and dedicating these areas for natural preservation or enhancement?"

A majority of the respondents (52.2 percent) answered "Yes"; 47.8 percent answered "No."

Of critical concern to the future development and management of the Park is the quality of the Bay waters and biological habitat in general. Water quality was rated by 86.5 percent of the survey respondents as "Very Important"; 65.7 percent rate Biological habitat as "Very Important." These two issues top the list of concerns, which included traffic, overcrowding, crime, and odor from the sludge beds.

The growing and substantial public perception that the Park's environment needs attention served throughout the planning process as a catalyst towards the pursuit of environmentally sound – and environmentally based – land and water use concepts.

IMPROVING THE PARK'S WATER QUALITY

Mission Bay Park's success or failure hinges on clean water. If the public is prevented from enjoying water sports and the water setting because of water pollution, the Park's reason for being is fundamentally compromised. Improving the Bay's water quality requires a sustained multi-faceted approach at both the Park and watershed scale.

Recommendations

A body of water can be degraded by permitting contaminants to flow into it and by having inadequate means to treat contaminants once they have entered the system. Accordingly, the Plan recommends that the problem be tackled at the source, in the conduits from the source, and at the Bay itself through public education, Park management, and mechanical, hydrological and biological improvements. Because of the complexity of the problem, any and all measures that can improve the vitality and health of the Bay waters should be explored and implemented as a priority.

WATER QUALITY

a. Watershed Planning

The City will support and participate in watershed based planning efforts with the Regional Water Quality Control Board. Watershed planning efforts shall be facilitated by helping to:

- Pursue funding to support the development of watershed plans;
- Identify priority watersheds where there are known water quality problems or where development pressures are greatest;
- Assess land uses in the priority areas that degrade coastal water quality;
- Ensure full public participation in the plan's development.

b. Development

New development or redevelopment shall be sited and designed to protect water quality and minimize impacts to coastal waters by incorporating measures designed to ensure the following:

- Protect areas that provide important water quality benefits, areas necessary to maintain riparian and aquatic biota and/or that are susceptible to erosion and sediment loss.
- Limit increases of impervious surfaces.
- Limit land disturbance activities such as clearing and grading, and cut-and-fill to reduce erosion and sediment loss.
- Limit disturbance of natural drainage features and vegetation.

New development or redevelopment shall not result in the degradation of the water quality of groundwater basins or coastal surface waters including the ocean, coastal streams, or wetlands. Urban runoff pollutants shall not be discharged or deposited such that they adversely impact groundwater, the ocean, coastal streams, or wetlands, to the maximum extent feasible.

Development or redevelopment must be designed to minimize, to the extent practicable, the introduction of pollutants that may result in significant impacts from site runoff from impervious areas. To meet the requirement to minimize pollutants, new development or redevelopment shall incorporate a Best Management Practice (BMP) or a combination of BMPs best suited to reduce pollutant loading to the Maximum Extent Practicable.

Post-development peak stormwater runoff discharge rates shall not exceed the estimated pre-development rate for developments.

New development or redevelopment shall be sited and designed to minimize impacts to water quality from increased runoff volumes and nonpoint source pollution. All new development and redevelopment shall meet the requirements of the RWQCB, San Diego Region, in its Order No. 2001-01, dated February 21, 2001, or subsequent versions of this plan.

The BMPs utilized shall be designed to treat, infiltrate, or filter stormwater to meet the standards of the 85th percentile, 24-hour runoff event for volume-based BMPs and/or the flow of runoff produced from a rain event equal to at least two times the 85th percentile, 1-hour event for flow-based BMPs .

New roads, bridges, culverts, and outfalls shall not cause or contribute to shoreline erosion or creek or wetland siltation and shall include BMPs to minimize impacts to water quality including construction phase erosion control and polluted runoff control plans, and soil stabilization practices. Where space is available, dispersal of sheet flow from roads into vegetated areas or other on-site infiltration practices shall be incorporated into road and bridge design.

Commercial development or redevelopment shall use BMPs to control the runoff of pollutants from structures, parking and loading areas.

Restaurants shall incorporate BMPs designed to minimize runoff of oil and grease, solvents, phosphates, and suspended solids to the storm drain system.

Fueling stations shall incorporate BMPs designed to minimize runoff of oil and grease, solvents, battery acid, coolant and gasoline to stormwater system.

New development or redevelopment shall include construction phase erosion control and polluted runoff control plans. The following BMPs should be included as part of the construction phase erosion control plan:

- Ensure vehicles on site are parked on areas free from mud; monitor site entrance for mud tracked off-site;
- Prevent blowing dust from exposed soils;
- Control the storage, application and disposal of pesticides, petroleum and other construction and chemical materials;
- Provide sanitary facilities for construction workers;
- Site washout areas more than fifty feet from a storm drain, open ditch or surface water and ensure that runoff flows from such activities do not enter receiving water bodies;

- Provide adequate disposal facilities for solid waste produced during construction and recycle where possible;
- Include monitoring requirements.

New development or redevelopment shall include post-development phase drainage and polluted runoff control plans. The following BMPs should be included as part of the post-development drainage and polluted runoff plan:

- Abate any erosion resulting from pre-existing grading or inadequate drainage.
- Control potential project runoff and sediment using appropriate control and conveyance devices; runoff shall be conveyed and discharged from the site in a non-erosive manner, using natural drainage and vegetation to the maximum extent practicable.
- Include elements designed to reduce peak runoff such as:
    - Minimize impermeable surfaces.
    - Incorporate on-site retention and infiltration measures.
    - Direct rooftop runoff to permeable areas rather than driveways or impervious surfaces to reduce the amount of storm water leaving the site.

Storm drain stenciling and signage shall be provided for new storm drain construction in order to discourage dumping into drains. Signs shall be provided at shoreline public access points and crossings to similarly discourage dumping.

Outdoor material storage areas shall be designed using BMPs to prevent stormwater contamination from stored materials.

Trash storage areas shall be designed using BMPs to prevent stormwater contamination by loose trash and debris.

Permits for new development or redevelopment shall be conditioned to require ongoing maintenance where maintenance is necessary for effective operation of required BMPS. Verification of maintenance shall include the permittee's signed statement accepting responsibility for all structural and treatment control BMP maintenance until such time as the property is transferred and another party takes responsibility.

The City or lessees, as applicable, shall be required to maintain any drainage device to insure it functions as designed and intended.

All structural BMPs shall be inspected, cleaned, and repaired when necessary prior to September 30th of each year. Owners and/or lessees of these devices will be responsible for insuring that they continue to function properly and additional inspections should occur after storms as needed throughout the rainy season.

Repairs, modifications, or installation of additional BMPs, as needed, should be carried out prior to the next rainy season.

Public streets and parking lots shall be swept frequently to remove debris and contaminant residue. For streets and parking lots within leaseholds, the lessee shall be responsible for frequent sweeping to remove debris and contaminant residue.

New development or redevelopment that requires a grading/erosion control plan shall include landscaping and re-vegetation of graded or disturbed areas. An integrated vegetation management plan shall be required and implemented. Use of native or drought-tolerant non-invasive plants shall be required to minimize the need for fertilizer, pesticides, herbicides, and excessive irrigation. Where irrigation is necessary, efficient irrigation practices shall be required.

New development or redevelopment shall protect the absorption, purifying, and retentive functions of natural systems that exist on the site. Where feasible, drainage plans shall be designed to complement and utilize existing drainage patterns and systems, conveying drainage from the developed area of the site in a non-erosive manner. Disturbed or degraded natural drainage systems shall be restored, where feasible, except where there are geologic or public safety concerns.

c. Hydromodification

Any channelization proposals shall be evaluated as part of a watershed planning process, evaluating potential benefits and/or negative impacts. Potential negative impacts of such projects would include effects on wildlife migration, downstream erosion, dam maintenance (to remove silt and trash) and interruption of sand supplies to beaches.

59. Public Awareness Campaign: Mission Bay is fed by creeks which collectively drain a watershed of over 57 square miles. Every undisposed pollutant within this area potentially endangers the Bay's water quality. These include lawn and plant fertilizers, insecticides, herbicides, automotive lubricants, paints, household chemicals, and pet wastes. Reducing the pollutant loading – at the source – would have an immediate impact on the Bay's water quality. As part of the National Pollution Discharge Elimination System (NPDES), the City has already initiated a public awareness campaign to curb the contamination of public waters. Such efforts should continue and be specifically targeted to the residents and businesses within Mission Bay's watershed.

60. Park Use: Visitors should be informed and educated about "friendly" environmental practices while using the Park. The aim is to minimize boat-related pollution; curb the use of chemicals (lighter-fluids in picnic areas, for example); and control the generation of waste and pollution from parking areas. Every water access site in the Park should include information encouraging the safe use and control of fuel, oil, cleaning products, paints and solvent, bilge water, boat exhaust, etc. RV clean-up and pumping stations and waste collection areas should be increased around the Park.

61. Park Development Maintenance and Operations: Within the Park, a program to reduce and control the use of contaminants should be continued and improved. The use of landscape chemicals, fertilizers, herbicides and insecticides should be minimized. The use of water-soluble, bio-degradable chemicals should be used in building maintenance. These measures should apply to public and private facilities alike.

62. Interceptor System: In response to the mandates of the NPDES, which is administered by the Environmental Protection Agency (EPA), the City is currently implementing a "dry weather" interceptor system to prevent sewage spills from entering the Bay through the storm sewers. This program should measurably reduce the Bay's contamination.

63. Upstream Controls: Although as yet unquantified, a substantial amount of pollutants may be entering the Park through Rose Creek and Tecolote Creek. An investigation to determine the type and amount of pollutants should be initiated. In addition, measures that could curb the flow of pollutants into the Bay should be pursued, where proven feasible:

- Sediment traps or basins adjacent to the creek outfalls, or at suitable upstream locations, that can be adequately maintained.

- Removal of concrete lining on Rose and Tecolote Creeks to slow down flood flows and allow contaminants to be absorbed by fresh water marsh and riparian vegetation. This would require approval from the Army Corps of Engineers.

- Flow equalization reservoirs (above or below grade) to reduce the incoming volume of flood waters.

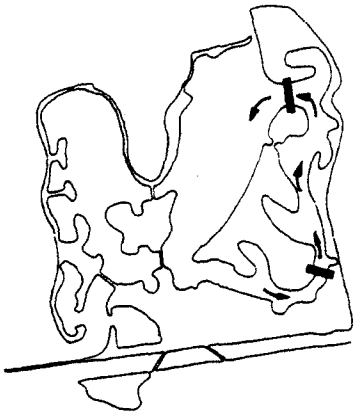
- Control of storm sewer discharges, as addressed by the NPDES.

64. Tidal Gates: Poor flushing of the Bay waters exacerbates the problem of deteriorating water quality by holding contaminants in concentrated areas. In an effort to mechanically assist tidal flushing in Pacific Passage, Clive Dorman, Ph.D., of San Diego State University, has proposed a system of tide-activated gates. Containing a series of "flapper valves," the gates would force the tides in a counter-clockwise motion around Fiesta Island, diluting pollutants in the process. The gates would be placed at the south and north ends of Pacific Passage (under a bridge to Fiesta Island on the south, and between Fiesta Island and De Anza Cove on the north).

Model of Tidal Gates
(Source: Clive E. Dorman, SDSU)

However, the tidal gate under the Fiesta Island Bridge is incompatible with the potential establishment of a marsh at the outfall of nearby Tecolote Creek, and would restrict passage by rowers from one body of water to the other. The gates are also an expensive, unproven technology. For these reasons, tidal gates are viewed as a potential, long-term measure should more feasible measures fail to produce results.

65. New Tidal Channels: As part of Dr. Dorman's study, opening channels through Fiesta Island and De Anza Cove was also evaluated. Tidal simulations conducted on a scaled model of the Park revealed that the Fiesta Island channel only marginally improved water circulation; the De Anza channel was more effective. The De Anza channel should therefore be pursued as part of the De Anza SSA redevelopment. The Fiesta Island channel should be pursued only if the need to create eelgrass beds outweigh its capital cost and if proven technically feasible. Geotechnical studies should be conducted for all proposed channels to assess their feasibility.



Tidal Gates & Flow

66. Wetland Filtration: In this country and abroad there is wide use of fresh-water marshes as natural sewage filters. Marshes absorb contaminants in two ways: by trapping heavy metals in its sediments, and by absorbing coliform and other organic material in its leaf matter.

While relatively few salt-water or tidal marshes have been targeted and monitored as natural filtration systems, there is evidence that they perform as effectively as fresh-water marshes in the treatment of bacteria, nitrogen, phosphorus, and other sewage-related pollutants. Accordingly, the creation of wet-lands in the Park should be pursued as part of a comprehensive program to improve the quality of the Bay waters.

WETLAND HABITAT

Kendall Frost Wildlife Preserve

Of all of the proposed environmental recommendations for the Park, the establishment of new wetland areas has received the most scrutiny and attention. The issues centered on what value wetland areas have as a biological, water treatment and recreational resource, and on where and how much wetland should exist in the Park. Numerous articles and publications were reviewed and several special consultants retained in an effort to shed as much light as possible on these issues. Informal discussions were also held with a number of prominent experts in the field.

Recommendations

Tidal marshes should be considered an integral part of the Bay's landscape. As discussed below, marshes provide multiple benefits to the Park, both from an ecological and recreational standpoint.

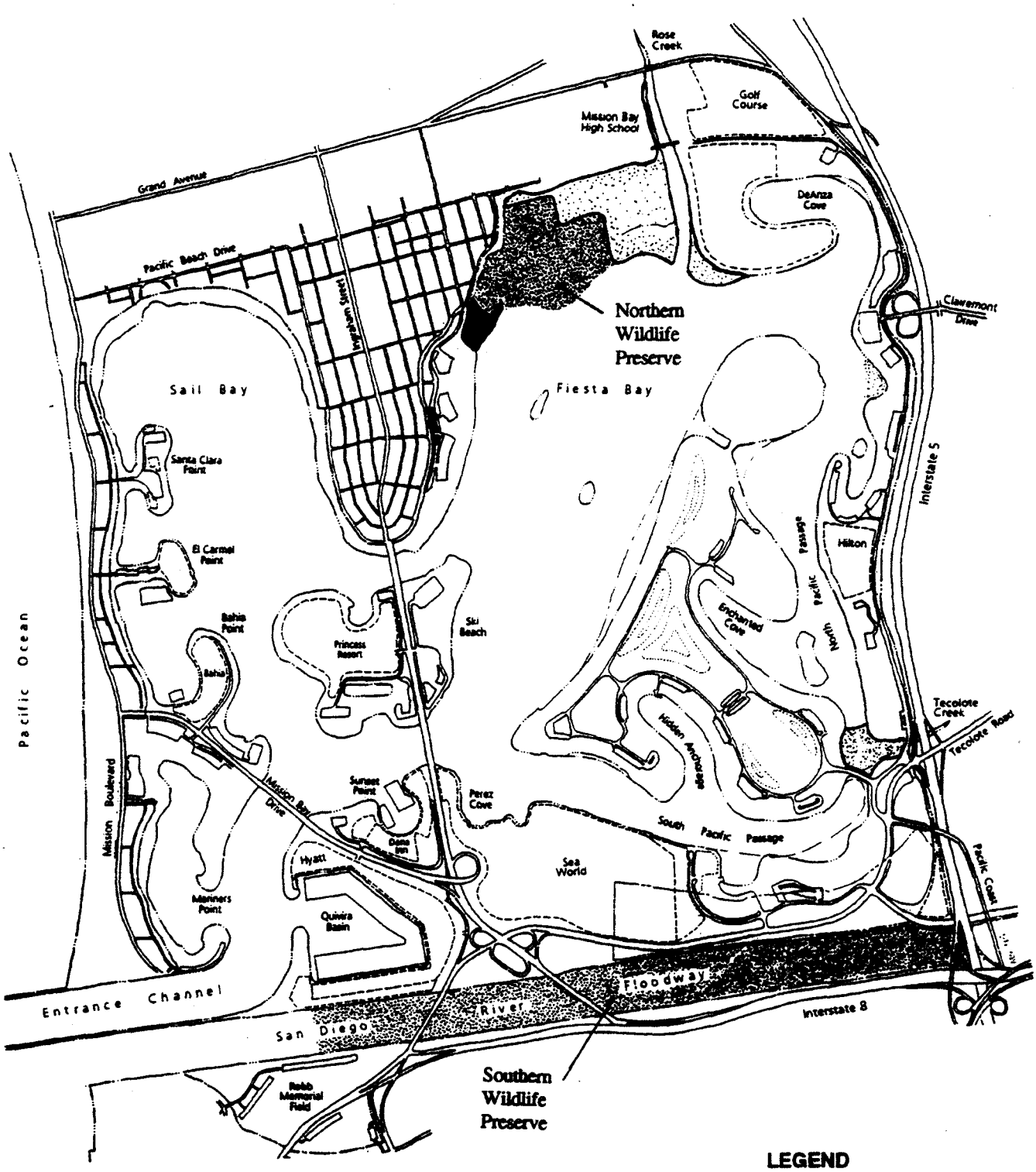
67. Water-Treatment Value: Richard M. Gersberg, Ph.D., of San Diego State University was retained to provide an evaluation of the potential use of wetlands for stormwater treatment in Mission Bay. Appendix B-2 contains his report and appropriate references.

Given a 20-hour hydrologic retention time, Dr. Gersberg estimates that coliform removal efficiency in a tidal marsh would approach 90 percent. Several variables would affect this performance, such as the size and configuration of the marsh, tidal levels, magnitude of flood events, "first-flush" pollutant loading, and the efficiency of the retention system. Nevertheless, the ability of a tidal marsh to capture and filter pollutants can be substantial.

68. Wetland Location: Given their potential treatment value, new wetland areas should be placed where they can optimally perform a pollution filtration function: the outfalls of Rose and Tecolote Creeks, and other significant storm sewer outfalls, which is where the "first-flush" of pollutants would most likely enter the Bay.

Because Rose Creek drains the largest portion of the Park's watershed, most of the new wetland should be placed in the vicinity of its outfall. This location offers several additional major benefits:

- Places new wetlands in contiguity with the Northern Wildlife Preserve, which magnifies the combined waterfowl habitat value.
- Integrates proposed and existing upland and wetland habitats, enhancing their respective ecologies.
- Establishes integrated and distinctive "natural" recreation areas in the Park serving hikers, walkers, bird watchers, rowers and canoeists.



Wetland Habitat

figure 22

- By removing the NRMP-planned wetland areas from Fiesta Island, about 70 acres of prime parkland become available for recreation once the sludge beds are abandoned. Such acreage is unavailable elsewhere in the Park.

  Accordingly, the following wetland areas are proposed:

- Rose Creek outfall: 80+/- acres. This site requires the removal of Campland. Additionally, some wetlands creation may be required as part of the De Anza Special Study Area.

- Tecolote Creek outfall: 12+/- acres.

- Pacific Passage, south of the Visitor Center/(Cudahy Creek): 5+/- acres.

The configuration and ultimate area of these wetland areas should be derived from balancing mitigation, water quality, floor control, aquatic recreation, and safety values and needs. The wetland mitigation value should not be compromised by their design as water quality improvement facilities, but be balanced to optimize both objectives.

68a. Mitigation Banking for Publicly Used Wetland: A mitigation bank will be established in Mission Bay for habitat in excess of immediate project needs. To aid in maximizing habitat mitigation banking credit for the proposed wetland development projects, the design will limit areas designated for public use (i.e., wildlife observation decks, boardwalks, and/or canoeing) to a small percentage of the total area. Buffer zones around specific public uses will be designated and a sliding scale for mitigation credit implemented for these zones. Prior to the allocation of any mitigation credits, criteria and an estimated time frame for successful wetland habitat restoration/creation will be established. The final mitigation banking program shall be incorporated into the certified Master Plan as an amendment to the City of San Diego Local Coastal Program.

For wildlife observation decks and boardwalk use, no credit would be given for habitat within 25 feet of such use; half credit would be given for habitat within 25 to 50 feet of such use; full credit would be given for habitat 50 to 100 feet of such use, providing that bird nesting takes place within that zone; and full credit with no stipulations would be given for habitat 100 feet or farther away from such use.

Canoeing/kayaking areas will be included in the design, but will be implemented provisionally. Restrictions on this type of use and monitoring of possible impacts to wildlife and habitat will be instituted. Should adverse impacts occur, this type of use will either be further restricted or eliminated from the area. For the nature center and for the canoeing/kayaking use areas, no credit would be given for habitat within 50 feet of such use; half credit would be given for habitat within 50 to 100 feet of such use; and full credit would be given for habitat 100 feet or more from such use.

68b. Wetland Management Plan for Proposed Wetland Areas: Upon acceptance of a final wetland design by resource agencies, a wetland management plan will be developed for inclusion into this Master Plan. The final Wetlands Management Plan shall be incorporated into the certified Master Plan as an amendment to the City of San Diego Local Coastal Program. This management plan will include: provisions for appropriate agency consultation; criteria for maintenance activities, if needed; description of maintenance activities which may be required, including possible locations, equipment, personnel, methods, and means to minimize impacts to surrounding areas; and a monitoring and reporting program, including but not limited to, water quality testing (petroleum products and other toxins) at point of water entrance to wetland, within treatment marsh, and in Mission Bay; wildlife usage; presence of invertebrates; composition of vegetation; health of vegetation, particularly Spartina; general weather conditions; and statistics of usage in public use areas. A regular monitoring and reporting schedule will also be included in the Plan for the estimated establishment period and subsequent annual "bank accounting" statements to agencies (California Coastal Commission, California Department of Fish and Game, Regional Water Quality Control Board, U.S. Fish and Wildlife Service and U.S. Army Corps of Engineers).

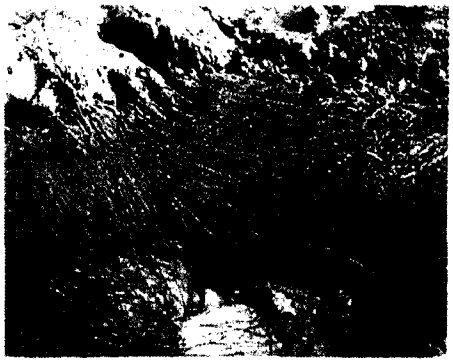
69. Hydrologic Improvements: Marshes naturally occur at the mouth of creeks, streams, and rivers where they periodically absorb flood events. Marshes are by nature capable of withstanding and recovering from such events. However, the creation of a marsh having storm sewer treatment functions will require safeguards from flood events.

Philip Williams & Associates, Ltd., hydrologic specialists, have provided a preliminary evaluation of the feasibility of creating a marsh at the Rose Creek outfall. Their report is included in Appendix B-1. Key recommendations include:

- Maintaining and extending the flood control channel through the marsh.
- Diverting a portion or all of the "first-flush" into the marsh by secondary channels or pipes, from a point upstream from the creek's outfall.
- Building levees around the marsh, with operable gates, to achieve the required retention treatment time (20 hours, ideally). The gates could be inflatable "bladder dams" that are activated only during flood events; the remainder of the time the dams could be deflated, permitting rowers and canoeists into the marsh channels. The levees could be designed as upland habitat areas, adding value to the ecology of the marsh.

Similar considerations apply to the proposed Tecolote Creek marsh.

70. Testing: In consideration of the scope of the proposed marsh areas, and in the interest of monitoring their effectiveness as pollution filtration devices, test plots should be considered as a pre-implementation measure. Suitable test plots are the 2-acre Frost property, which the City is expected to acquire for wetland expansion, and portions or all of the targeted Tecolote Creek wetland area.



Eelgrass
(Source: The Audubon Society Natural Guides, Pacific Coast)

SUBMERGED (BENTHIC) HABITAT

In the context of Mission Bay, submerged, or (benthic) habitat refers to plant, invertebrate and fish life associated with eelgrass beds. As living plants, eelgrass functions as habitat for bacteria and other microorganisms, which feed a host of invertebrates. The latter, in turn, support the Bay's fish communities such as the halibut. Fishing in the Park, therefore, is greatly dependent on the quantity and quality of eelgrass beds. As eelgrass dies and washes onto the beaches, it becomes a food source for other invertebrates, which in turn feed a population of shore birds.

Recommendations

Large areas of Mission Bay Park already exhibit healthy areas of eelgrass, while others, such as the planned South Shores embayment, are targeted for potential eelgrass mitigation.

71. Eelgrass Enhancement: Additional eelgrass beds should be created wherever possible in Mission Bay. As eelgrass is very sensitive to water quality, new eelgrass beds should be located in well flushed areas of the Park. Potential sites are:

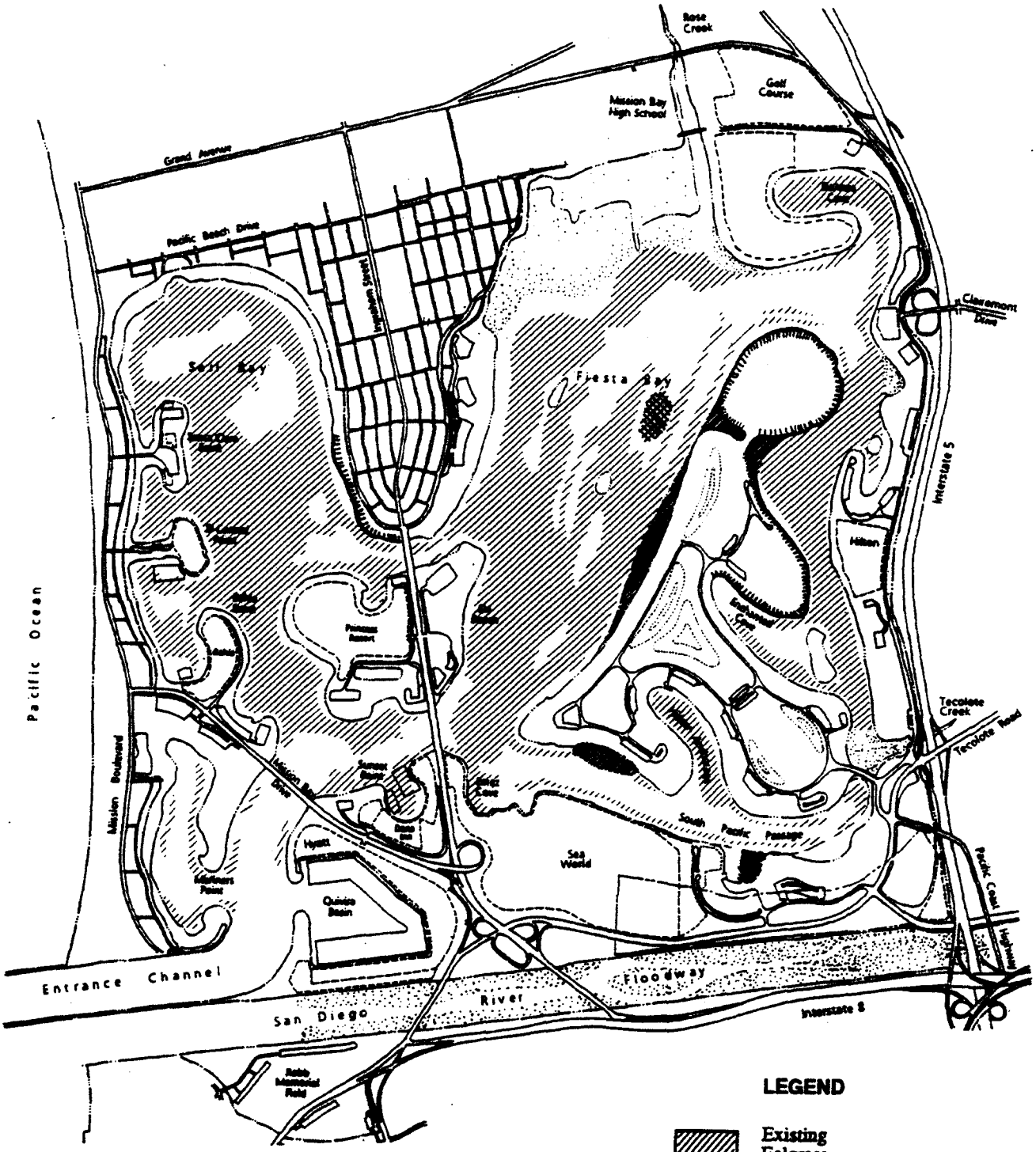
- West shore of Fiesta Island: 18+/-acres. The western shore of the Island is proposed to be "shaved back" to form a long crescent. The bathymetry of the resulting dredged area can be contoured to expand existing eelgrass beds.

- South Fiesta Island Embayment: 4+/-acres. This embayment, requiring a wake attenuation device, is envisioned as a prime wading area connected to the Island's main recreation area.

- Should it prove necessary from a mitigation stand-point, this embayment could be enlarged to about 9 acres.

- Fiesta Island Channel: 12+/-acres. The channel is proposed as a possible eelgrass mitigation area – if proven essential and cost-effective.

In addition, some beach areas of the Park should remain unswept, allowing dead eelgrass to be recycled by wildlife. Less frequented beaches should be targeted for "on-shore" eelgrass. Potential sites should include the northern part of Fiesta Island, south tip of Crown Point Shores, and the isthmuses to El Carmel and Santa Clara Points.



LEGEND

- Existing Eelgrass
- Proposed On Shore Eelgrass
- Proposed New Eelgrass Beds
- Planned Eelgrass Beds

NORTH 0 800 1600 1/2 MILE 5 10 ACRES

Benthic Habitat

figure 23

UPLAND HABITATS

Upland habitats include both preserve areas for the California Least Tern and native vegetation areas available for public use. Several sites are identified in the NRMP as Least Tern preserves. These sites, with the exceptions noted below, are to remain. Non-preserve upland areas are viewed as recreational landscapes benefitting those who desire open space for strolling, hiking, bicycling, jogging or simply to enjoy wide views of the Bay.

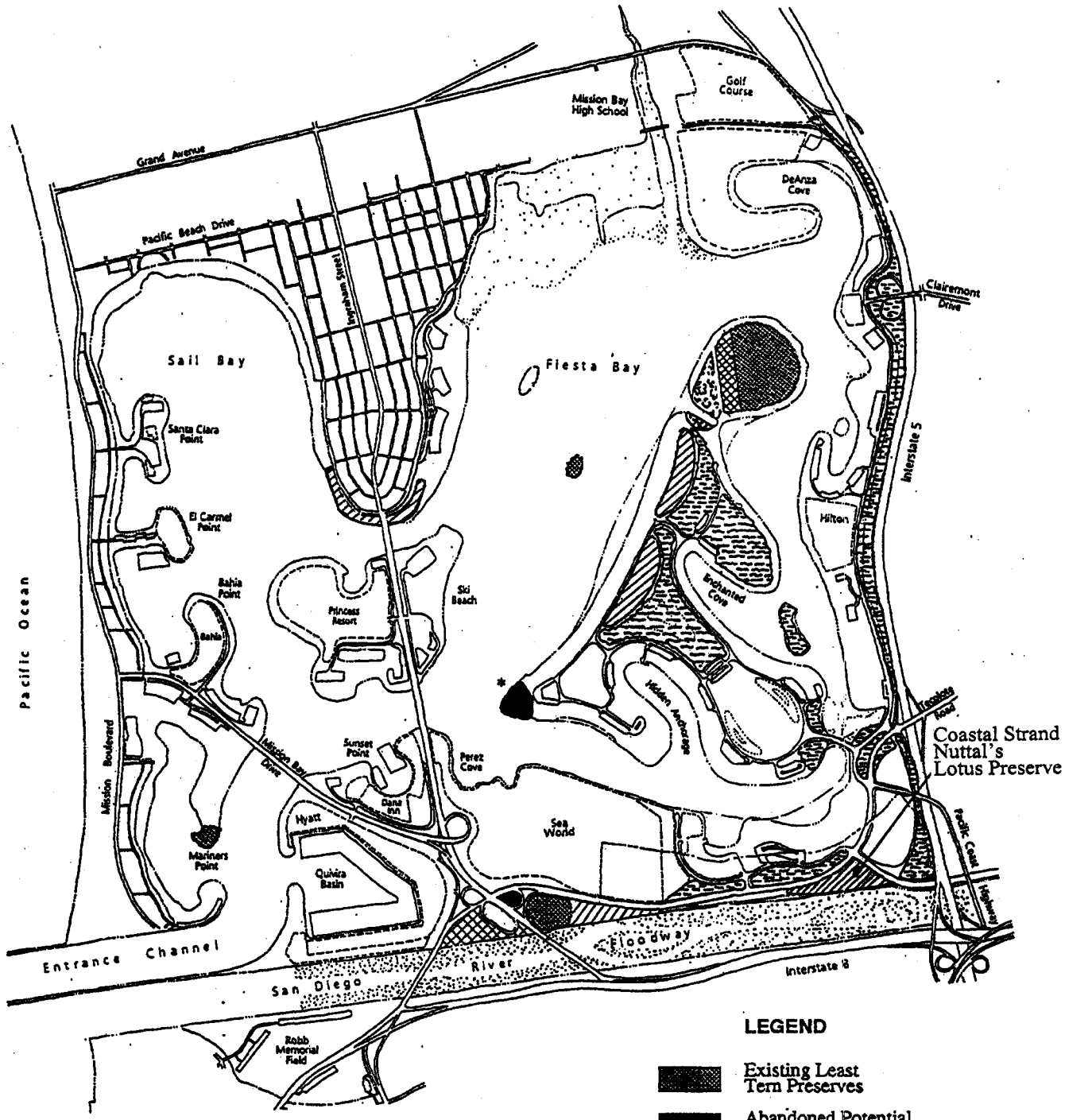
Recommendations

In pursuit of the "Parks Within a Park" concept, most of the upland habitat areas are proposed in the northeast quadrant of the Park, particularly within Fiesta Island.

72. Preserves: The NRMP identifies four of the Least Tern preserves to remain: on the north shore of the San Diego River Channel near Sea World Drive, by the Ingraham Street "cloverleaf"; the tip of Mariner's Point; FAA Island in Fiesta Bay; and the northern peninsula (north end) of Fiesta Island.

This Plan proposes that Stony Point in Fiesta Island and the Cloverleaf site at the intersection of Sea World Drive and Ingraham Street be abandoned and replaced at other locations. Stony Point, which was a historic breeding area, is proposed to be abandoned to permit the full utilization of the Island's southern peninsula for regional recreation purposes. NRMP recommended that the Cloverleaf site be released from a nesting site and be returned for park use, because it is surrounded by high traffic roads, is less than an acre in size, and is difficult to maintain and monitor. Proposed replacement sites include North Fiesta Island and area along the levee of the San Diego River floodway, west of Ingraham Street. The abandonment of Stony Point should be effected when Least Terns are confirmed to be breeding in a suitable replacement site.

73. Coastal Landscape Enhancement: As described in more detail in the Land Use Section of this Plan, substantial new upland areas are proposed for recreation purposes. These areas would be vegetated primarily by beach strand and coastal sage scrub communities. In addition to their recreational value, these plant communities provide cover and forage for several wildlife species, adding to the overall biological vitality of the Park.



* The Stony Point site was a proposed reinstatement of a historical Least Tern breeding area.

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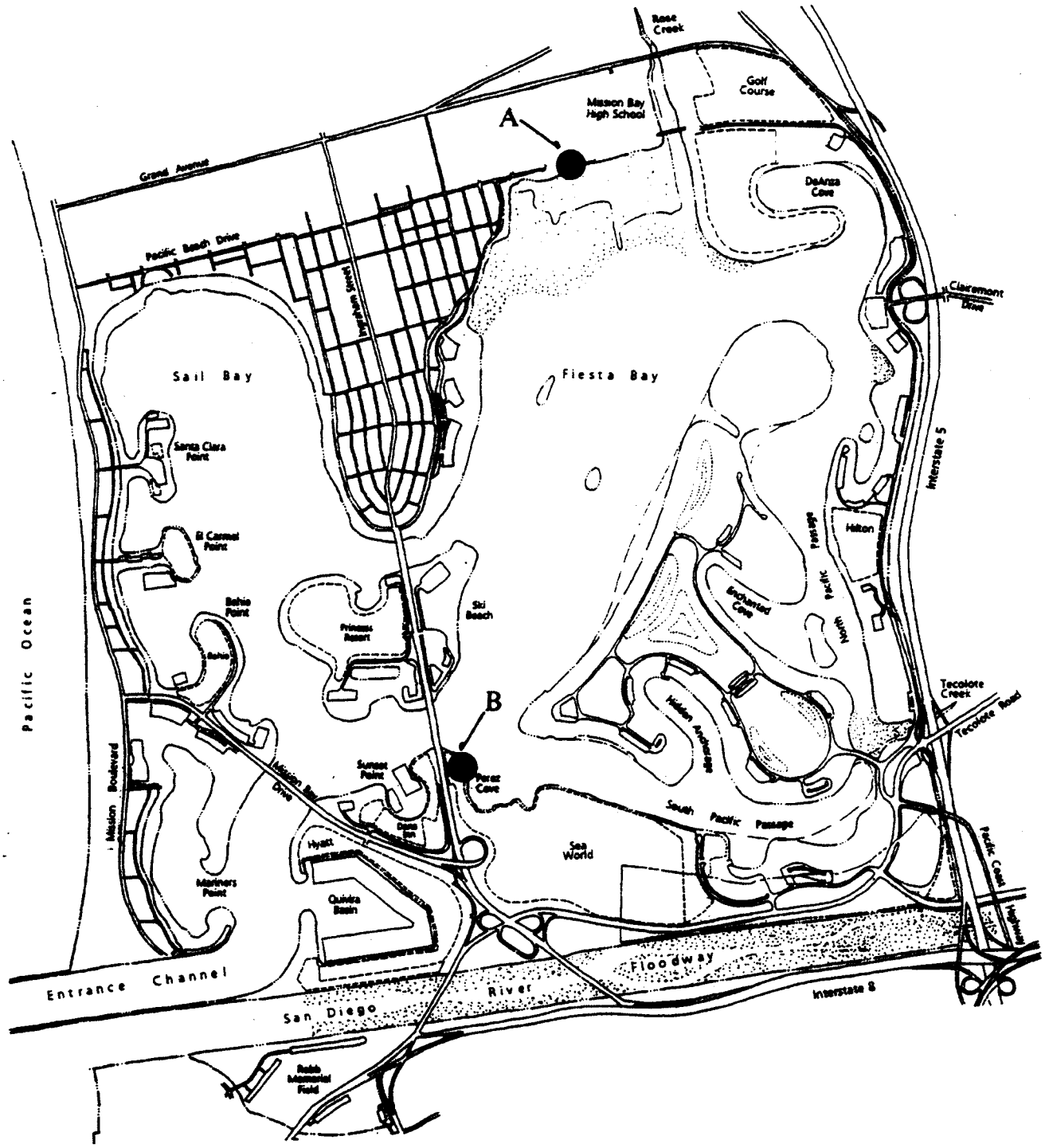
LEGEND

- Existing Least Tern Preserves
- Abandoned Potential Preserves
- Proposed Least Tern Preserves
- Beach Strand
- Coastal Sage Scrub
- Salt Pan

Upland Habitats

figure 24



LEGEND

A Mission Bay Park Nature Center

B Hubbs-Sea World Research Institute

NORTH 0 800 1600 1/2 MILE 5 10 ACRES

Environmental Education

figure 25

ENVIRONMENTAL EDUCATION AND RESEARCH

There are few natural coastal areas within easy access of San Diego which can provide a setting for education and research. While all areas of the Park should offer discrete information about the Bay's environment, including advice and regulations aimed at curbing air and water pollution, a central, school-oriented facility would enhance the Park's function as a teaching laboratory.

Recommendations

74. Nature Center: A nature center should be developed in the vicinity of the Northern Wildlife Preserve (NWP). The NWP, with the addition of marsh at the outfall of Rose Creek, should eventually enjoy a significant diversity of natural habitats, plus the only extant marsh in Mission Bay.

The nature center should provide interpretive and educational information and facilities for use by educational organizations and the general public, and serve as a research base from which to study and monitor and Bay's environmental health.

The program of continuing studies should be initiated to record the vitality of habitat areas, pollution, sedimentation and other aspects of the Bay's ecology.

75. Hubbs-Sea World Research Institute: Established in 1963, the Hubbs-Sea World Research Institute is a non-profit research foundation, supported by Sea World, and various research grants. The Institute has expressed interest in expanding their facilities into the existing "A Place to Meet" building. Environmental education programs and displays would be part of this new facility. While not duplicating the educational/interpretive functions of the Park's nature center, the expanded education and research facility would enhance public awareness about the Bay and the region's coastal environment.

Should the Mission Bay Park Nature Center be preempted by the need to expand the wetland areas west of Rose Creek, the Hubbs-Sea World Research Institute should be targeted as a more significant venue for interpretive displays and educational programs.

76. Interpretive Program: Environmental education should not be restricted to the habitat areas of the Park. A program of Park-wide interpretive signs should be conceived and implemented, to inform the public of Mission Bay's unique environment.

VII. ACCESS AND CIRCULATION

As one of San Diego's preferred recreation destinations, Mission Bay Park is subject to considerable motorist, bicycle and pedestrian traffic. At peak times, the current infrastructure of roadways, paths, and parking areas is over-taxed, resulting in congestion and reduced access to the Park. Contributing to the traffic problems is a significant volume of commuter traffic on Ingraham Street and Sea World Drive, which are major roadways serving the Park. The latter also becomes highly congested during peak weekends and holidays as thousands of visitors flock to Sea World.

Circulation problems are not exclusive to motorized vehicles. Bicycle travel, jogging and walking are highly valued as recreational activities in Mission Bay Park. Bicycle and pedestrian paths are interrupted in several areas around the Park and are too narrow to safely and conveniently accommodate these users.

Because of these conflicts, circulation in the Park currently contributes to a diminished recreation experience. Through land use planning, parking and access controls, the provision of convenient public transit, and enhanced bikeways and paths, this Plan aims to ameliorate the traffic problems facing the Park and further enhance its mission as a regional recreation attraction. As a goal...

...Mission Bay Park should provide safe, efficient and enjoyable access to all of its recreation areas, minimizing circulation and parking impacts on adjacent residential areas. Traffic and parking should support, but not overwhelm, the Park's recreation areas, the regional parkland areas in particular. Bicycle and pedestrian paths should reach all areas of the Park and extend to adjacent open space corridors in as safe and enjoyable a manner as possible.

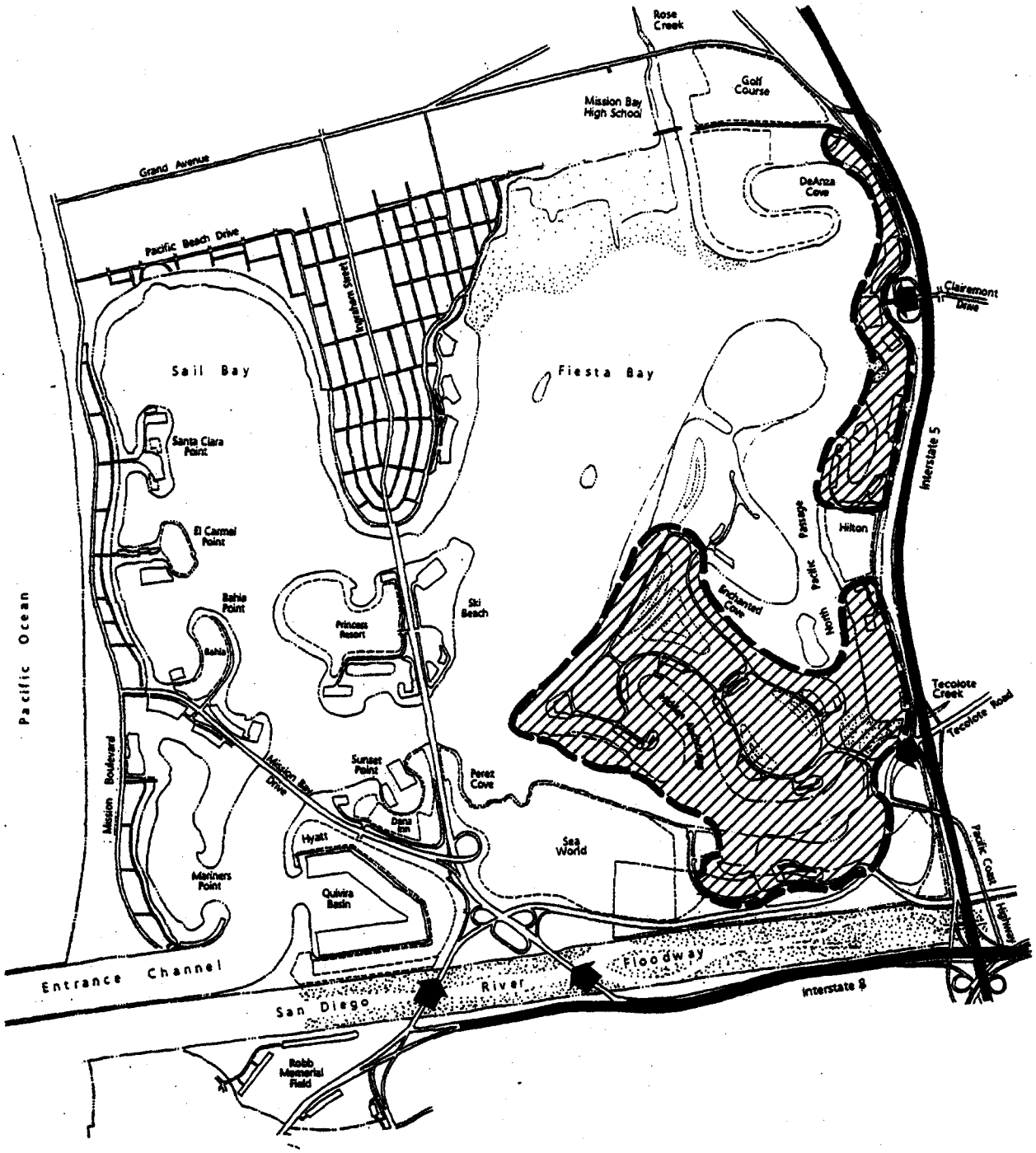
LAND USE GUIDANCE

Traffic and circulation efficiency is dependent on land use considerations as much as actual physical roadway improvements. Some areas of the Park, such as Crown Point Shores, generate substantial traffic movement through the adjacent neighborhoods. The resulting creates congestion a natural conflict between Park visitors and residents while causing a Park-access hardship. The opposite occurs in East Shores: there is convenient freeway access and no conflict with the neighbors.

Recommendations

77. Regional Destinations: Regional access to Mission Bay Park is provided by I-5 and I-8, the intersection of which defines the southeast corner of the Park. To make optimum use of this infrastructure while minimizing vehicular circulation through the Park and adjacent neighborhoods, intensive regional recreation and special event venues should be focused on the southern quadrant of the Park.

78. Large Group Picnics: Because they generate substantial vehicular traffic, large group picnics and events requiring permits and/or reservations should be targeted on South Shores and the southern area of Fiesta Island. Conversely, such activities should be scaled back and de-emphasized in Park areas adjacent to residential districts, such as Crown Point Shores.



Note: Refer to "Optional South Fiesta Island Development Plan" on page 126.

NORTH 0 800 1600 1/2 MILE ACRES

LEGEND

Primary Regional Recreation

Access from Freeway

Land Use Guidance

figure 26

PARKING DEMAND

The Park's primary regional parkland, such as East Shores and Crown Point Shores, currently hold from 40 to 60 individuals per acre during peak times. About 25 parking spaces per acre currently support these primary parkland areas (including curbside parking on East Mission Bay Drive). Demand for parking is directly linked to the supply of parkland and to the level of use the parkland receives. The question is: what intensity of use should be assumed for new parkland areas?

Recommendations

79. Use-Intensity and Vehicle-Occupancy Assumptions: Given that over 80 percent of Park users regard picnic and grassy areas to be at least somewhat crowded on peak days (see Appendix D, Table 27) the current 50-person per acre average use intensity should be used as a practical maximum.

At present, parking supply yields an average vehicle occupancy of about 2. This is a low ratio for a major regional park. Most urban parks across the country use ratios of 2.5 or more. However, as use of the auto remains the preferred mode of transport in the region, a 2.25 vehicle-occupant ratio is recommended for peak-day planning purposes.

80. General Parking Demand: About 340 acres of parkland are proposed under the Plan, representing a 50 percent increase over the current parkland area. Using the preceding assumptions for use intensity and vehicle occupancy loading, the parkland areas will generate a parking demand of about 7,555 parking spaces.

To this demand should be added about 1,066 spaces to serve the open beach areas of Fiesta Island. This figure is derived from National Recreation and Park Association standards, which call for a minimum of 50 square feet of beach per person, 4 acres of supporting area per acre of beach, and a 4-person average vehicle occupancy [1].

1. Given its lesser attraction compared to Mission Beach, for example, a 3-person per vehicle occupancy has been assumed instead of 4. Other assumptions are: the northern half of the western beach will remain less intensively used, with vehicular access permitted only during special events; and the depth of beach areas will be 150 feet maximum from the mean high water line.

81. Special Events Parking Demand: During the Over-the-Line tournament, close to 2,000 vehicles have been recorded on Fiesta Island. The 864 spaces currently provided for this event are in unmarked, unpaved lots; the remaining vehicles park along the Park road and on the beach areas. For purposes of the Master Plan Update, 2,000 spaces have been assumed as the minimum necessary to satisfy the Over-the-Line event. An equal, although not overlapping, demand is assumed for the Thunderboat races.

82. Overall Parking Demand: The addition of the general and special event parking demands yields combined demand for about 10,621 spaces.

(7,555 + 1,066 + 2,000 = 10,621 spaces)

At the height of the day during peak days, the Park experiences an average parking occupancy rate of 85 percent, although several lots reach over 95 percent occupancy. Given the high efficiency anticipated for the new parking areas, a 90 percent occupancy rate should be assumed for planning purposes. Accordingly, 10,621 net occupied spaces require the provision of about 11,801 actual spaces.

(10,621 / 0.9 = 11,801 spaces)

The 11,801 spaces represent the total anticipated demand serving land-based regional recreation. Boat trailer and other watercraft-related parking provisions are contained in the Water Use section of this Plan.

83. Required Additional Parking: At present, the Park contains 6,595 assigned parking spaces, plus about 700 curbside spaces along East Mission Bay Drive, for a total of 7,295 spaces. Some existing parking spaces are proposed to be deleted in Bahia Point, to exercise a shift and a potential expansion of the Bahia Hotel lease.

PARKING PROVISIONS

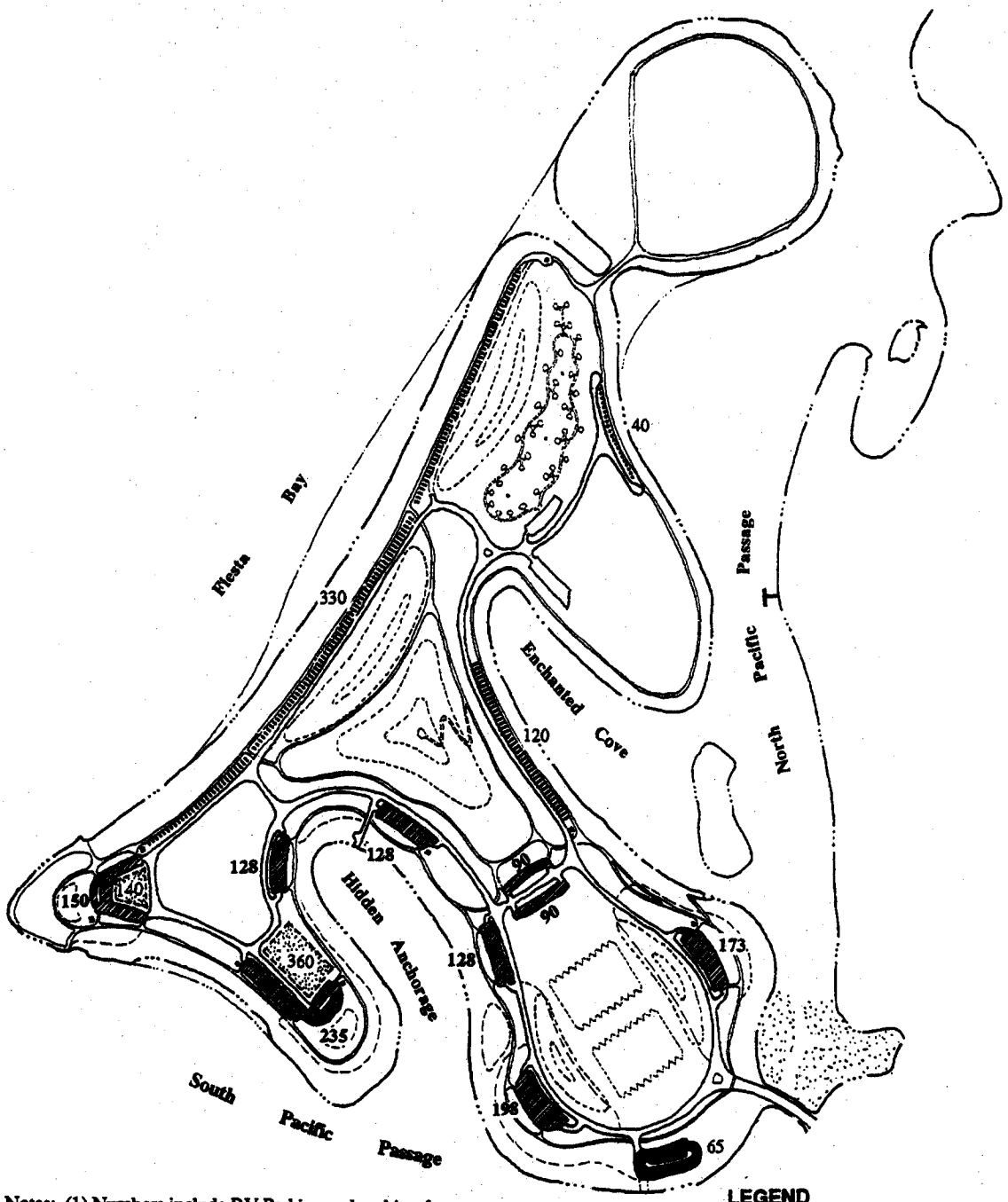
Since all of the new regional parkland is targeted for the southeast area of the Park, all of the additional parking needs should be met in South Shores and Fiesta Island. It is the intent of this Plan to maximize the utility of the land for recreation purposes. Therefore, the provision of new parking has been approached under the following criteria:

- New parking facilities should not occupy parkland within the primary waterfront zone (300 feet from the shore), as a means to meet peak demands.
- In the interest of safety and efficiency, parking provisions should promote reductions in vehicular circulation around the Park.
- Parking provisions should serve multiple needs, including those of persons with disabilities and recreational vehicles.

Recommendations

84. Fiesta Island/South Shores Parking: Following the standards set in the Design Guidelines, 2,570 parking spaces can be accommodated on Fiesta Island and South Shores for land-based recreational purposes. These spaces are distributed as follows:

• Paved Parking Lots	1,620	spaces
• Overflow parking in turfed areas	500	spaces
• Roadside gravel parking	450	spaces
Total	**2,570**	spaces



Notes: (1) Numbers include RV Parking and parking for persons with disabilities. Parking for new campground lease area and Youth Camp is not included.

(2) Refer to "Optional South Fiesta Island Development Plan" on page 130

NORTH 0 500 1000 2000 FT

LEGEND

- Paved Parking: 1320
- Roadside Gravel Parking: 450
- Turf Parking : 500 (Special Event Overflow)
- PWC Parking and Launching: 65
- Board Sailing and Launching: 40

Total: 2375

Parking and Circulation of Fiesta Island

figure 27

This figure does not include 105 spaces provided for water-based recreation purposes, namely for personal water-craft and sailboard users.

85. Overflow Parking: Given that 2,570 parking spaces can be accommodated within the recreation areas of Fiesta Island and South Shores, a deficit of about ~~2,445~~ 2,537 [1] parking spaces remains.

(5,107 - 2,570 = 2,537 spaces)

This deficit should be accommodated in an overflow parking facility at the eastern end of South Shores. Preliminary site studies indicate that about 2,900 vehicles can be accommodated in the overflow parking area, yielding a potential "surplus" of about 360 [2] spaces.

With the proposed traffic improvement measures, providing an overflow parking facility accomplishes the following objectives during peak use times:

- Minimizes the amount of area dedicated to parking within the primary recreation areas in South Shores and Fiesta Island. This corresponds to a savings of about 18 acres, which supports over 1,000 park users.
- Reduces vehicular circulation around Fiesta Island, making the island more open, and less congested.
- Reduces vehicular miles traveled within the Park, which reduces exhaust emissions.
- Permits the efficient collection and treatment of a large amount of contaminated runoff from parking lots, which helps improve the Park's water quality.
- Enhances the viability of a tram to distribute people around the Park by concentrating tram users in one location.

To make effective use of the overflow parking facility during peak days, access to Fiesta Island must be monitored and controlled. A simple solution would be to electronically register the number of vehicles entering the Island.

1. This appears to have been a mathematical error in the original document. The number should reflect the result of subtracting 2,570 from 5,107, as shown in the equation below which equals 2,537 parking spaces.

2. The 360 approximation was derived from subtracting the remaining 2,537 spaces from the 2,900 spaces resulting in 363 which is "about 360 spaces."

Table 4

ACCESSIBLE PARKING REQUIREMENTS

Total Parking in Lot	Required Minimum Number of Accessible Spaces
1 to 25	1
26 to 50	2
51 to 75	3
76 to 100	4
101 to 150	5
151 to 200	6
201 to 300	7
301 to 400	8
401 to 500	9
501 to 1000	2 percent of total
1001 and over	20 plus 1 for each 100 over 1000

Source: ADA

Once the count reaches 90 percent of the assigned parking lot spaces, a Park ranger would place or activate gates restricting access to the Island and activate signage indicating the availability of the overflow parking as an alternate parking area.

86. Parking for Persons with Disabilities: Circulation and access facilities in Mission Bay Park must comply with the Federal Americans with Disabilities Act (ADA) of 1990. Among its provisions, the ADA requires a certain proportion of parking areas devoted to persons with disabilities. Each parking lot in the Park, including the overflow parking, must meet the ADA requirements. A future tram, or any other public transit vehicle must be equipped to carry individuals with disabilities.

In addition, the Park should provide paths and areas where persons with disabilities can access the shore. These facilities should include ramps, guardrails, and aprons for persons with disabilities to reach the water's edge.

87. Recreational Vehicles: Many RVs use boat trailer spaces to access the park. It is estimated that up to 50 percent of all trailer spaces may be taken by RVs during peak summer weekends. The Water Use section of this Plan accounts for this estimate by assigning an adequate number of trailer spaces to serve both boaters and RV users. This RV parking demand is over and above the total parking demand calculations as described above.

However, dedicated RV parking should be provided to minimize conflict with boaters and to provide more amendable areas for RV use. The following is recommended:

- Where appropriate, new parking lots should be designed with a water-facing parallel parking lane such that day-use RVs can park alongside and immediately adjacent to the parkland. This measure could afford RV users the opportunity to park in a variety of sites within close proximity of the water and picnic areas, if found to satisfy safety, traffic, and visual quality concerns after analysis.

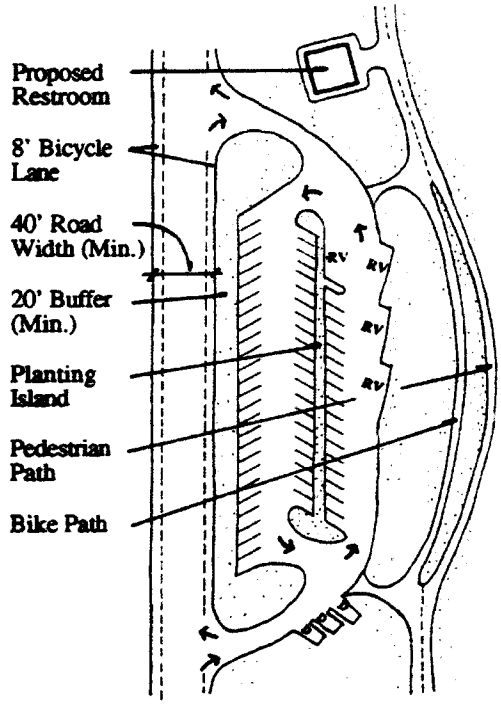
- About two-thirds, or 120 spaces, of the existing De Anza boat ramp trailer spaces should be maintained for day-use RVs (the ramp is being abandoned as part of the Water Use recommendations). The remaining spaces should be re-striped to serve full-size automobiles. The trailer spaces should be grouped in the south end of the parking lot to minimize the obstruction of water views from I-5.

88. Curbside Parking: In the interest of emergency access, pedestrian safety, Park surveillance, visual access to the water, convenience and safety of touring cyclists, and the operational efficiency of a potential future tram service, curbside parking on the Park roadways should be prohibited.

EXCEPTION: On East Mission Bay Drive, the removal of curbside parking should be subject to the following conditions:

- Priority given to the removal of vehicles from the eastern curb of the road
- Operation of a tram service along East Mission Bay Drive
- Replacement of the lost parking on the overflow lot, which can accommodate up to about 2,900 spaces, 360 more than is minimally required
- Consideration of the expansion of the Pacific Passage parking lot off East Mission Bay Drive and south of the Hilton Hotel to make up part of the loss in parking convenience

89. Drop-off and Loading: Curbside pull-outs should be provided at regular intervals on the water-side of the Park road to facilitate the loading and unloading of passengers and picnic ware. Permanent parking should be prohibited in these spaces.



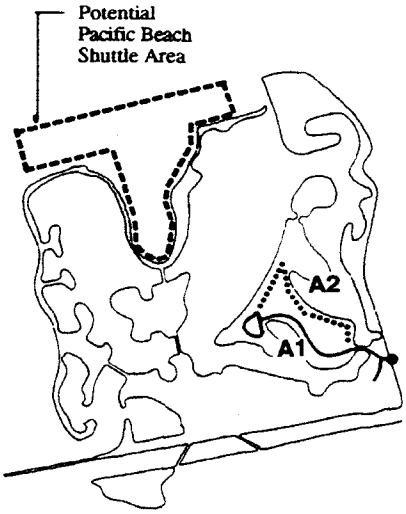
RV: Recreational Vehicle Parking (5% of Parking Spaces)

D: Parking for Persons with Disabilities

Typical Parking Lot

PUBLIC TRAM

The proposed 2,900 space overflow parking lot is intended to satisfy the parking demand during peak summer weekends and holidays. During such times, a tram service should operate from this lot to the various regional parkland areas, and possibly beyond to Mission Beach. The telephone user survey revealed wide-spread support for a tram along with a willingness to pay a nominal fee for its use.



Tram Routes A1 & A2

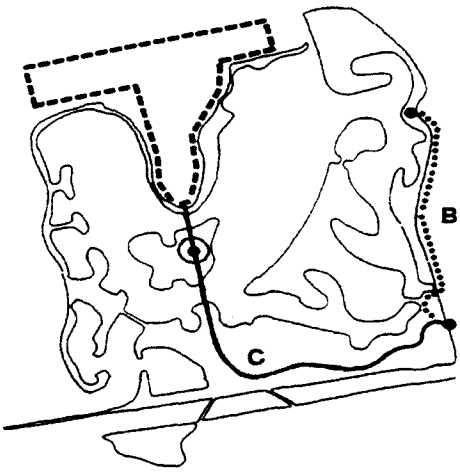
- Tram Station

Recommendations

Several route options are available for the operation of a tram system. A more detailed evaluation of the potential routes is included in Appendix C, which contains a traffic study for the Park prepared by Wilbur Smith Associates.

90. Fiesta Island Routes A1 and A2: The first option recommends that the tram operate exclusively during peak days between the overflow parking lot and Fiesta Island. Given that it would operate only 50 to 60 days a year, the tram could be made available as a concession to private operators to minimize public costs. Or, at a minimum, the City could require the Thunderboat promoters or other special event organizers to operate a tram service during their particular events.

Route A2, reaching the north-central portion of the Island, would require more tram vehicles if the same head time is to be maintained as in Route A1, which is limited to the southern portion of the Island.



Tram Routes B & C

⊙ Potential Common Stop for P.B. Shuttle and M.B.P. Tram

91. Routes B and C: These two routes are intended to expand the tram service northward and westward from the overflow parking area. It is not anticipated that the demand for these routes will provide feasible for a private tram concession. In all likelihood, these routes will require a public service, to be subsidized by general fund or revenue increments generated from within the Park.

The Vacation Isle stop of Route C could be used as a common stop with the potential Pacific Beach shuttle service, allowing Pacific Beach residents to access South Shores and Fiesta Island other than with their autos.

92. Transit Interface: As a third option, the tram service could be planned as a comprehensive system, looping around the Park through Pacific Beach with a stop at the Morena Boulevard Station of the planned light-rail trolley. This type of service could be expanded in frequency and routes during peak days to bring people to Fiesta Island, Sea World, other Park destinations, and Mission Beach. While this option is valid from a transit perspective, its feasibility cannot be determined as part of this Mater Plan Update; additional studies, therefore, are required.

Under all of the above options, the tram should run on the Park roads. Where the tram must run on Sea World Drive or other city streets, the provision of special, dedicated tram lanes should be considered.

93. Commuter Use of the Overflow Parking: Considering the proximity to a regional light-rail transit station, the overflow parking could be dedicated for commuters during working days. This would enhance the function and efficiency of the facility and potentially maximize the use of the tram system. However, to make this lot available for non-park use, the land would have to be removed from the "dedicated" Park boundary, requiring a two-thirds citizen approval vote.

SPECIAL SIGNAGE AND INFORMATION

The effective use of the Park's parking areas and the alternate use of the tram service during peak days will require special signage and information. Motorists should learn of parking area availability, tram schedules and stops as soon as they enter the Park, minimizing the potential for confusion and unnecessary driving.

Recommendations

94. Electronic Information Displays and Radio Transmission: At the main Park entrance roads namely, Clairemont Drive, the juncture of Sea World Drive and I-5, Friars Road, and Ingraham Street - electronic information displays and pullover lane should be considered to inform motorists of special event venues, location of available parking and access to the Park's tram. Such displays would be of most value southbound on Sea World Drive prior to the Pacific Highway intersection. At this location, motorists would be informed about the closure of Fiesta Island during peak days, holidays, and special events and be directed to the overflow lot and tram station.

Alternatively, public service radio frequencies could be used to inform motorists of park activities and direct them to appropriate parking areas.

ROADWAY IMPROVEMENTS

As the portions of Fiesta Island and South Shores are more intensively developed, new roadway infrastructure will be necessary. In addition, roadway improvements will be necessary to mitigate the traffic flows on Sea World Drive, and to effectively and safely direct motorists to the overflow parking lot.

Recommendations

In an effort to comprehensively address the required traffic improvements, discussions were held jointly with Caltrans and the City's Engineering and Development Department. The recommendations described below meet, preliminarily, with their respective approvals. All traffic and roadway improvements as described in this regard should ultimately be designed to meet the requirements of the City Engineer and Fire Department.

95. Overflow Parking Access: With the addition of a 2,900-space overflow parking lot, the capacity of Sea World Drive will be further taxed, very likely causing longer back-ups into I-5. To mitigate this potential congestion, it is essential that access to the overflow parking be as quick and efficient as possible. To this end, the following improvements are recommended:

- Building underpasses at Tecolote Road and Pacific Highway, as close to the Park boundary as possible. The underpasses should maintain minimum clearances as determined by the City.

- Widening Sea World Drive and the curving portion of East Mission Bay Drive by the Fiesta Island causeway to permit continuous, right-hand turns to East Mission Bay Drive and under Tecolote Road into the overflow parking lot.

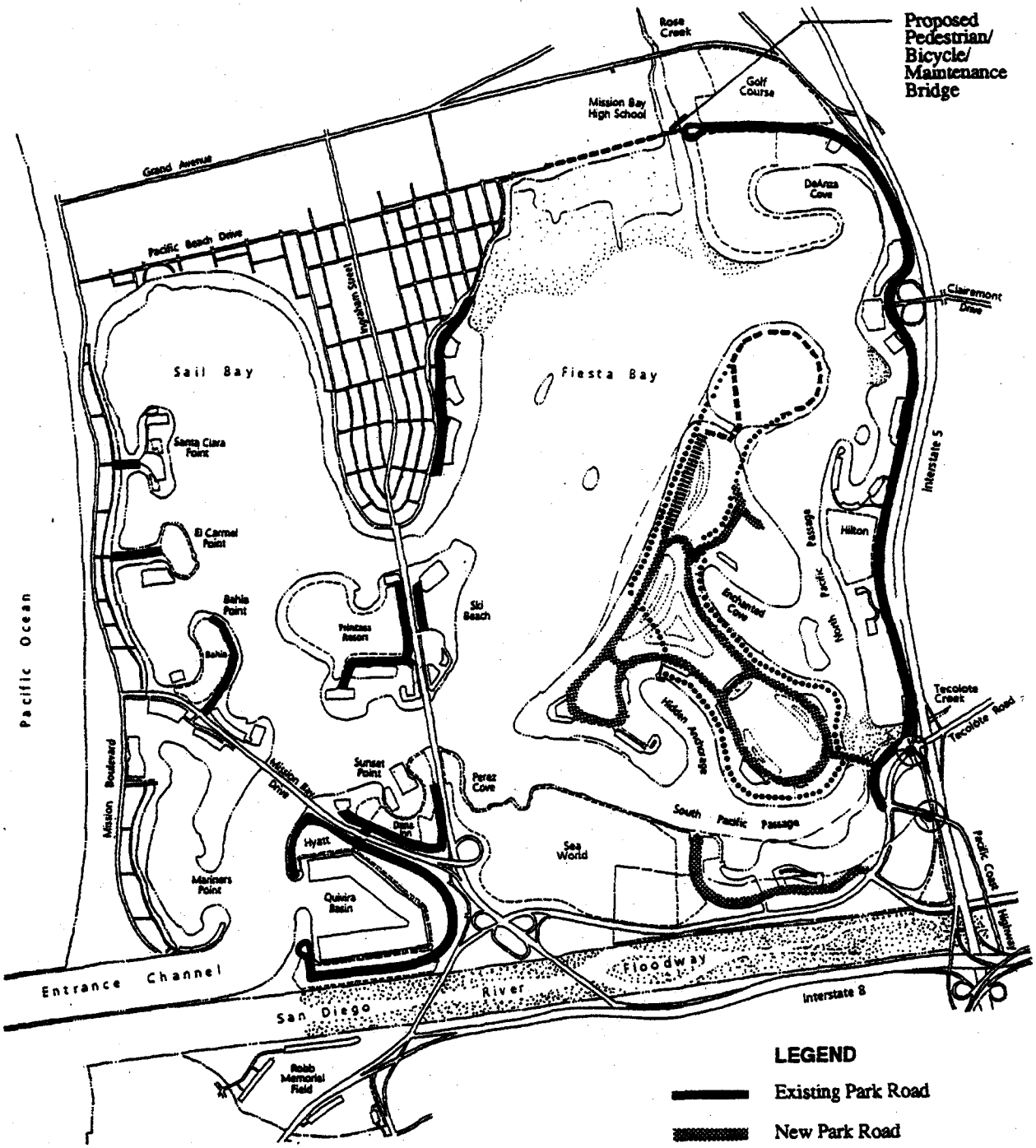
- Providing signalized pedestrian crossings at the intersections of Sea World Drive with Friars Road and Pacific Highway.

Caltrans is already planning the widening of the Pacific Highway bridge over I-5, a project that can incorporate the recommended underpass serving the overflow lot.

96. New Park Roads: A new loop road should be constructed on the southern half of Fiesta Island to serve the new parkland areas. In accordance with the Design Guidelines, the Park road should maintain a 300-foot clearance from the water's edge, except on selected areas as defined in the more detailed plan for Fiesta Island. To facilitate access to the various parking areas, as well as ensure a rapid response by fire and safety vehicles, the Park road should be two-lane, two-way all the way around the Island.

In South Shores, a park road separate from Sea World Drive should be implemented to the extent possible.

97. Fiesta Island Causeway: Because of the anticipated intensified use of the Island, the Island's causeway should be rebuilt as a three-lane roadway, reserving the middle lane for emergency vehicles and, potentially, for alternate flows into and out of the Island during peak days, holidays, and special events. The causeway should be gradually arched and a suitably-sized culvert placed under it to permit passage by rowers. The slope of the causeway and sidewalks should not have gradients steeper than those accessible by persons with physical disabilities.



Proposed Roadway System

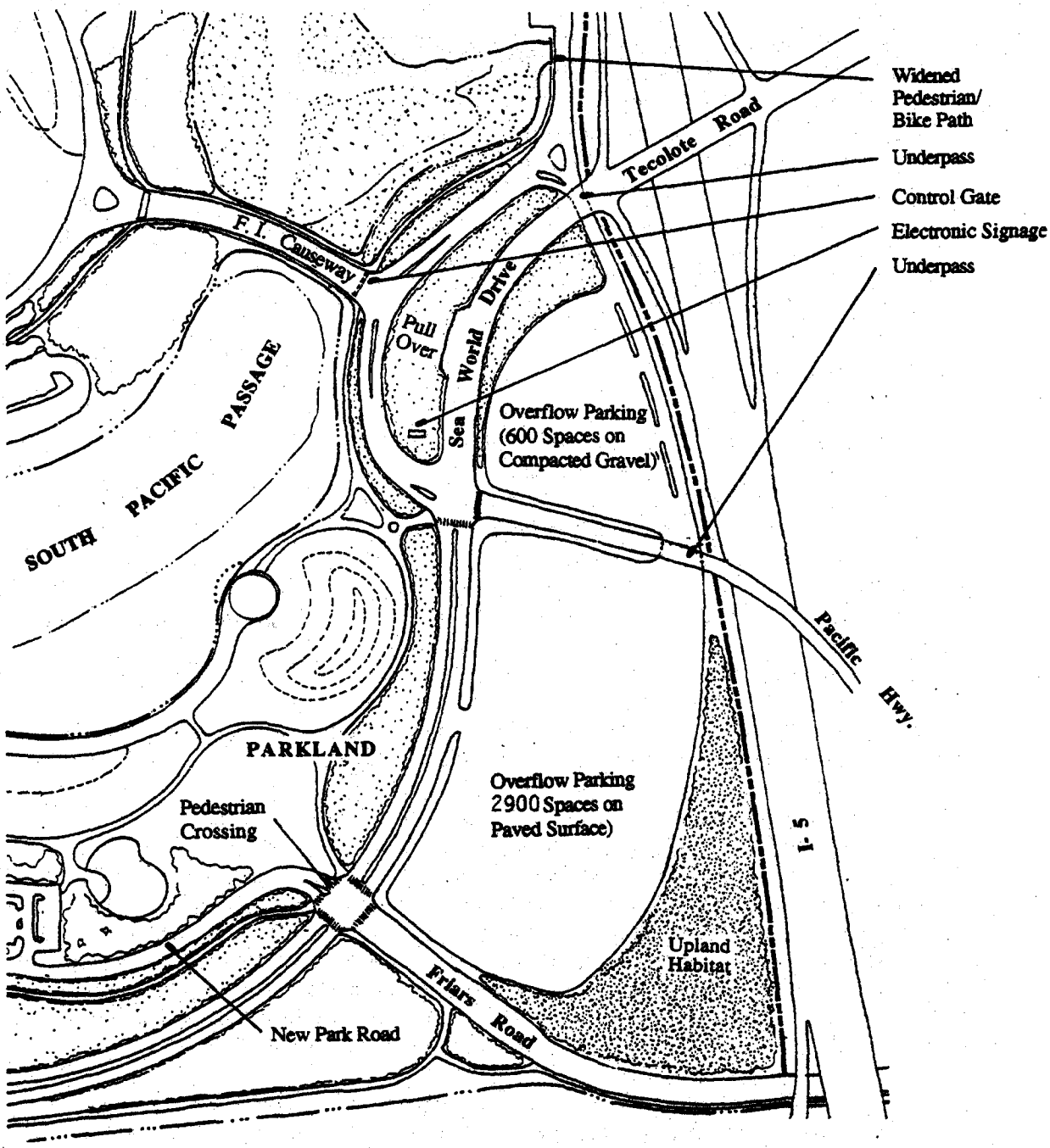
figure 28

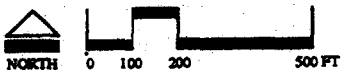
98. Emergency Vehicle Access: To meet public safety concerns, the ultimate design of the Park roads must recognize emergency vehicle access needs. To this end, tram and emergency vehicle roadways may be combined.

99. I-5, I-8 Interchange Ramps: Several previous studies and reports, including the Midway Community Plan, have identified the need to complete the two remaining interchange ramps between Interstates 5 and 8. The two identified are the southbound ramp from I-5 west to I-8, and the eastbound ramp from I-8 north to I-5. These ramps would remove congestion from other freeway interchanges and local streets, and reduce the level of commuter traffic from Park roads.

Due to their expense, Caltrans is not anticipating implementing the ramps in the immediate future. They are, however, an included project in the currently ongoing Interstate 5 Corridor Study, and would also require completion of a Project Study Report. However, as they would be of benefit to Park users and commuters alike, it is recommended that efforts to complete these studies and secure funding for the "missing" ramps be pursued. The Caltrans Project Study Reports for these and other traffic improvements at the I-5/SeaWorld Drive Interchange are necessary to determine the phasing and funding of improvements necessary to relieve congestion during peak summer recreational use and address the cumulative effects of increased commercial development, population and public recreational demand. These reports will be funded out of the first mitigation dollars received and utilized as a factor in determining appropriate mitigation measures for future commercial projects within Mission Bay Park.

SeaWorld shall pay the City a total amount of $10,656,900 (subject to City/SeaWorld confirmation) (the "Traffic Mitigation Funds"), payable in five (5) annual installments, commencing on the date of effective certification of this land use plan amendment. Subsequent payments shall be increased to reflect a 3% increment or by the CPI, whichever is the greater amount. The 3% or CPI shall be applied to the amount of funding remaining to be paid. SeaWorld's payment of the Traffic Mitigation Funds to the City shall be full satisfaction and implementation of the traffic mitigation measures identified in Section 4.4.5, Transportation and Circulation, Mitigation, Monitoring and Reporting Program of the Final Environmental Impact Report for the SeaWorld Master Plan Update ("EIR"). The City shall use the Traffic Mitigation Funds for the development and construction of traffic congestion reduction measures in Mission Bay Park. The payment schedule and other details of this Traffic Mitigation Fund shall be set forth in the lease between the City and SeaWorld.





Overflow Parking Access and Circulation

figure 29

BICYCLE AND PEDESTRIAN PATHS

The Park's bicycle and pedestrian paths are among the Park's preferred and most used recreation facilities serving cyclists, in-line and roller skaters, skateboarders, strollers, wheel-chairs, joggers, and casual walkers. At present these paths are combined into a single 10-foot path, which during peak days proves to be inadequate to handle the traffic. The path is also interrupted in key parts around the Park, limiting the ability of Park users to safely and conveniently ride or walk around it. Accordingly, the Park's paths need to be widened, and extended throughout its waterfront.

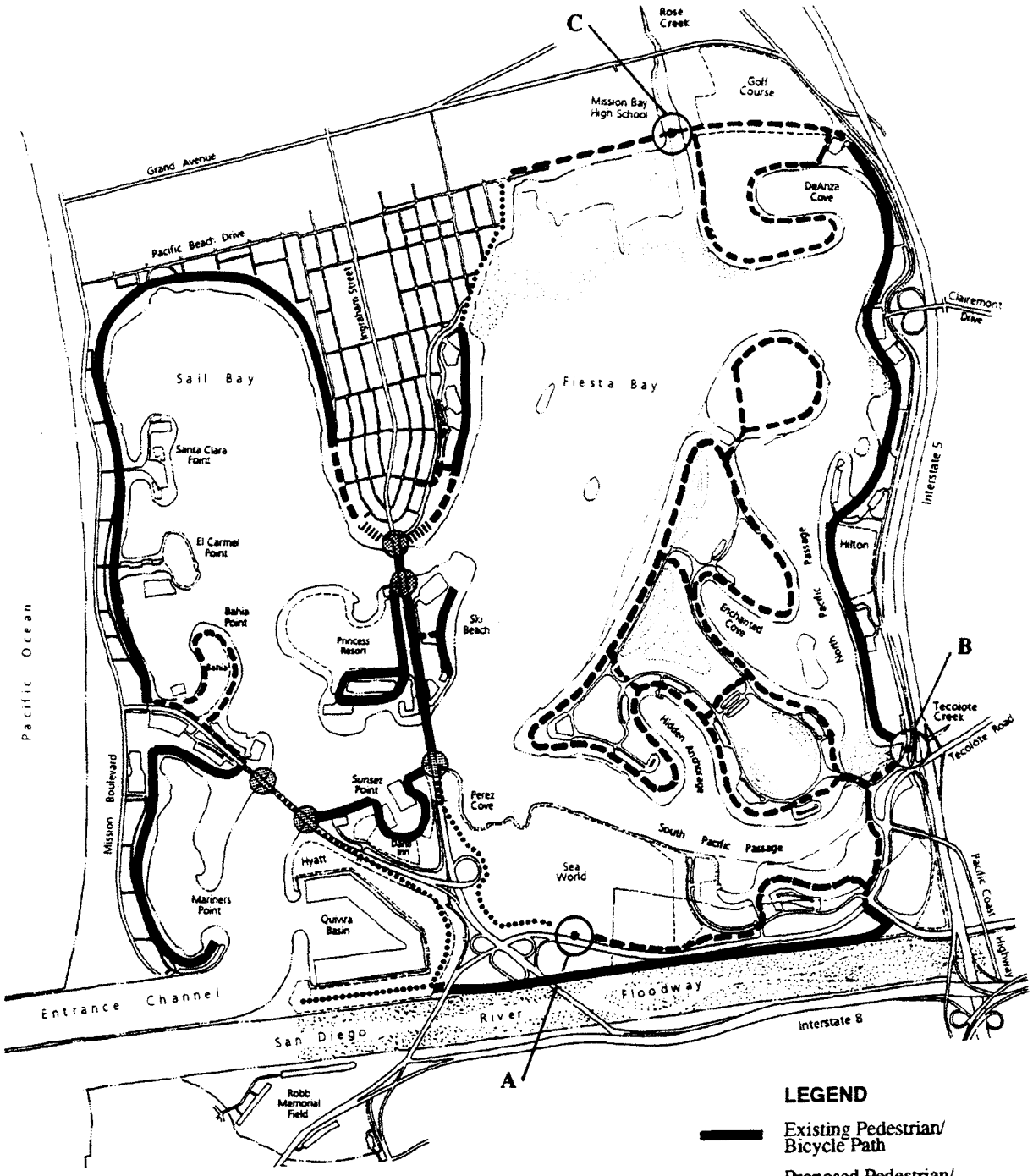
Recommendations

100. Combined Paths: As detailed in the Design Guidelines, a combined path around the Park should be implemented, consisting of a clearly marked 8-foot walkway and an 8-foot bicycle and skating way. These standards apply where both courses adjoin each other. Where desirable to separate the courses, the bike/skating course should be 9 feet in width to allow circulation by Park maintenance and emergency vehicles. These courses are not intended to accommodate "first-in" emergency responders.

The combined path is intended to serve the casual recreation user. Accordingly, a 5 mile-per-hour speed limit should be maintained on the bike/skating portion of the path.

101. Key Linkage Improvements: In general, continuous public access, either improved or unimproved, shall be provided around the entire waterfront of Mission Bay. Current exceptions are located in the following areas; the leases of Sea World, Pacific Rim, Mission Bay Yacht Club, San Diego/Mission Bay Boat ad Ski Club, and Fiesta Island Sludge Treatment Facility; the Mission Bay Park Headquarters Facility on Hospitality Point, and the Least Tern nesting areas at Stony Point and Mariner's Point. Where such access does not now exist, as leases or uses come up for renegotiation or change, the issue of public shoreline access will be re-examined consistent with security, safety and specific public aquatic/recreational needs and requirements. Moreover, to maintain safe and convenient continuity of the paths around the Park, these four key improvements should be implemented:

- A grade-separated pathway spanning Sea World's exit roadway. This overpass would allow pedestrians and bicyclists to safely cross from the entrance roadway and continue along its south side to Ingraham Street.



Note: Refer to "Optional South Fiesta Island Development Plan" on page 130

NORTH 0 800 1600 1/2 MILE ACRES 5 10

Pedestrian / Bicycle Path Improvement

figure 30

LEGEND

- Existing Pedestrian/ Bicycle Path
- Proposed Pedestrian/ Bicycle Path
- Roadside Bicycle Lane
- Boardwalk (Under Bridge)
- Existing Under-Bridge Connection
- Special Improvement

A Overpass on Sea World Exit Road

B Widened Pedestrian/ Bike Path @ Existing Bridge

C New Bridge

- A pedestrian and bicycle bridge over Rose Creek, designed also to accommodate maintenance and emergency equipment. This bridge would allow Park users to conveniently circle the northern edge of the Park.

- A raised path, or boardwalk, under the Ingraham Street Bridge at Crown Point Shores. The path would permit uninterrupted movement from Fiesta Bay to Sail Bay.

- Widening of the East Mission Bay Drive Bridge. The combined path is currently inadequate at this location. A widened bridge or separate path along its west side is recommended.

In addition to the above key linkage improvements, a continuous pedestrian and bicycle path should be pursued around Bahia Point. To this end, a shift in the Bahia Hotel lease area should be considered in accordance with Recommendation 17.

102. High-Speed Bicycle Path: To accommodate the higher speeds of touring cyclists and skaters, dedicated bicycle lanes should be provided on the Park roads to the extent possible.

If curbside parking is removed from East Mission Bay Drive, the parking lanes should be converted to bicycle lanes (this also facilitates emergency vehicle access). Alternatively, a dedicated bicycle path could be provided between the Park road and the boundary with I-5.

Extending a dedicated bike lane along the eastern edge of the Park next to the overflow parking lot, and bridging the path over Friars road, linking it to the San Diego River pathway should be considered. This improvement would create a nearly uninterrupted high-speed bikeway between De Anza Cove and Hospitality Point.

103. Regional Linkages: The Park should be viewed as a key destination of the regional system of recreational paths. To this end, studies should be conducted to determine the feasibility of connecting the Park's bikeways and pedestrian paths to the regional network, particularly along Rose Creek Canyon to San Clemente Canyon and across I-5 to Clairemont Boulevard. Coordination with Metropolitan Transit Development Board (MTDB) should be exercised to ensure the optimum pedestrian and bicycle access to the Park (possibly over I-5 from future planned light rail station).

VIII. SOUTH SHORES AND FIESTA ISLAND

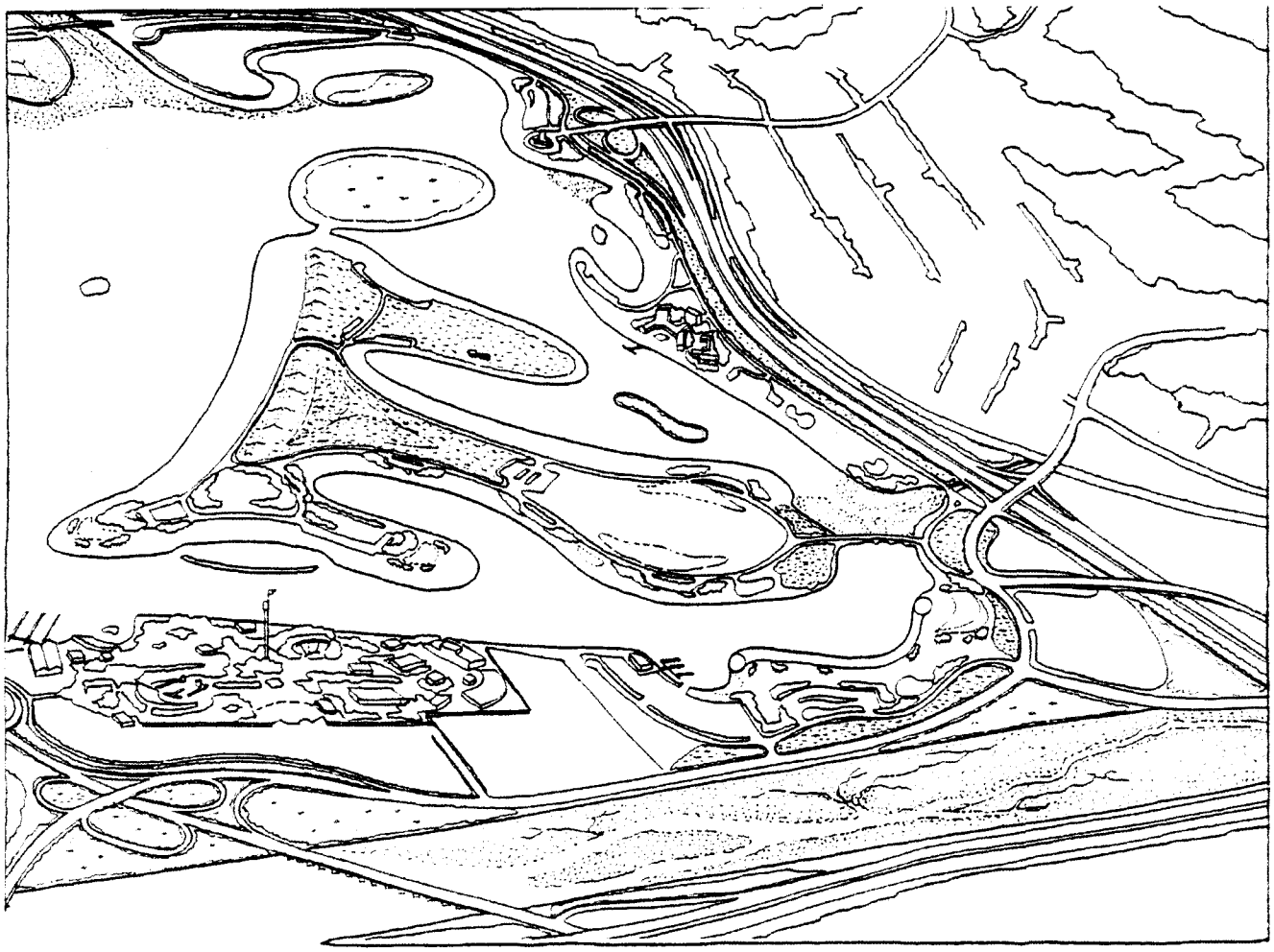
Encompassing over 600 acres of land area, South Shores and Fiesta Island represent a significant part of the future of Mission Bay Park. One third of regional-oriented recreation, the largest naturally landscaped upland areas, major sport and cultural event venues, and the Park's parking and transportation hub will be located in these areas of the Park. Other, more contained facilities, will also be included, such as a boat ramp, potential commercial leases, new swimming areas and primitive camping. As a goal...

> ***...South Shores should be intensively used park area that attracts visitors to a variety of public and commercial recreation venues yielding, in aggregate, a summary view of the Park's grand aquatic identity. For its part, Fiesta Island should remain essentially open yet supportive of a diversity of regional-serving public land and low-key, for-profit recreation and natural enhancement functions.***

The key to meeting these goals is the dedication of the Island's southern peninsula, the current site of sewage treatment sludge beds, as a regional parkland area. This site enjoys unequaled access to clean Bay waters, outstanding Bay views, and is conveniently served by Park and regional roadways.

This area of the Island also faces South Shores, which achieves the concentration of regional parkland uses to the benefit of transit, public facilities, and commercial services.

Still, much of the success of South Shores and Fiesta Island will depend on more fine-grain design detail that captures the essence of the place and maximizes its recreation, commercial, and environmental potential. This Section describes in more detail the principal design criteria and recommendations that should guide the development of these areas of the Park towards this objective.

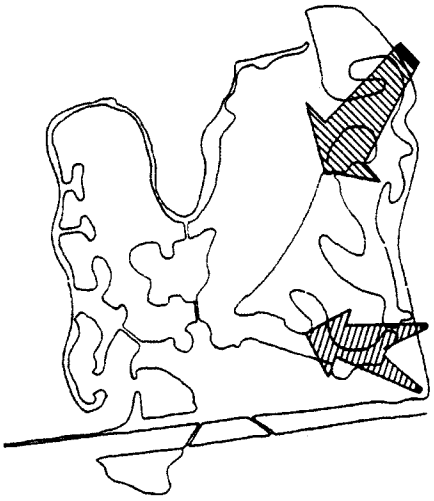


Aerial View of
South Shores and Fiesta Island

SOUTH SHORES

More Park visitors are likely to be exposed to South Shores, if only from Sea World Drive, than any other area of the Park. For this reason, South Shores is envisioned as a landscape "overture" or summary view of the Park's grand aquatic identity. To meet this vision, the site must contain a variety of features, from natural landscapes to parkland, and from more active play areas to passive waterfront settings.

Recommendations

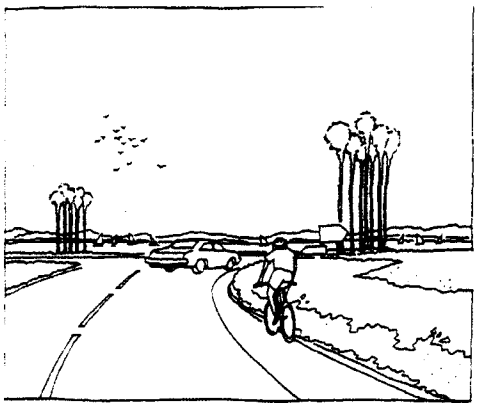


Major Views into Park

104. Gateways/Views: As a "landscape overture," South Shores should afford wide and open views of the Park from the entrance roadways - namely Tecolote Road, Pacific Highway, Friars Road, and Sea World Drive. To meet this objective, two design concepts area essential:

- The "gateways" into the Park should be defined by the Bay views themselves, rather than by "designed" entrance features. Signage and vegetation that detract from the Bay views should be discouraged.

- Commercial development and parking (excluding the overflow parking) should be located toward the western end of South Shores. This location is the farthest from the entrance roadways and, therefore, can afford to be more intensively developed without affecting the views into the Park.



Gateways

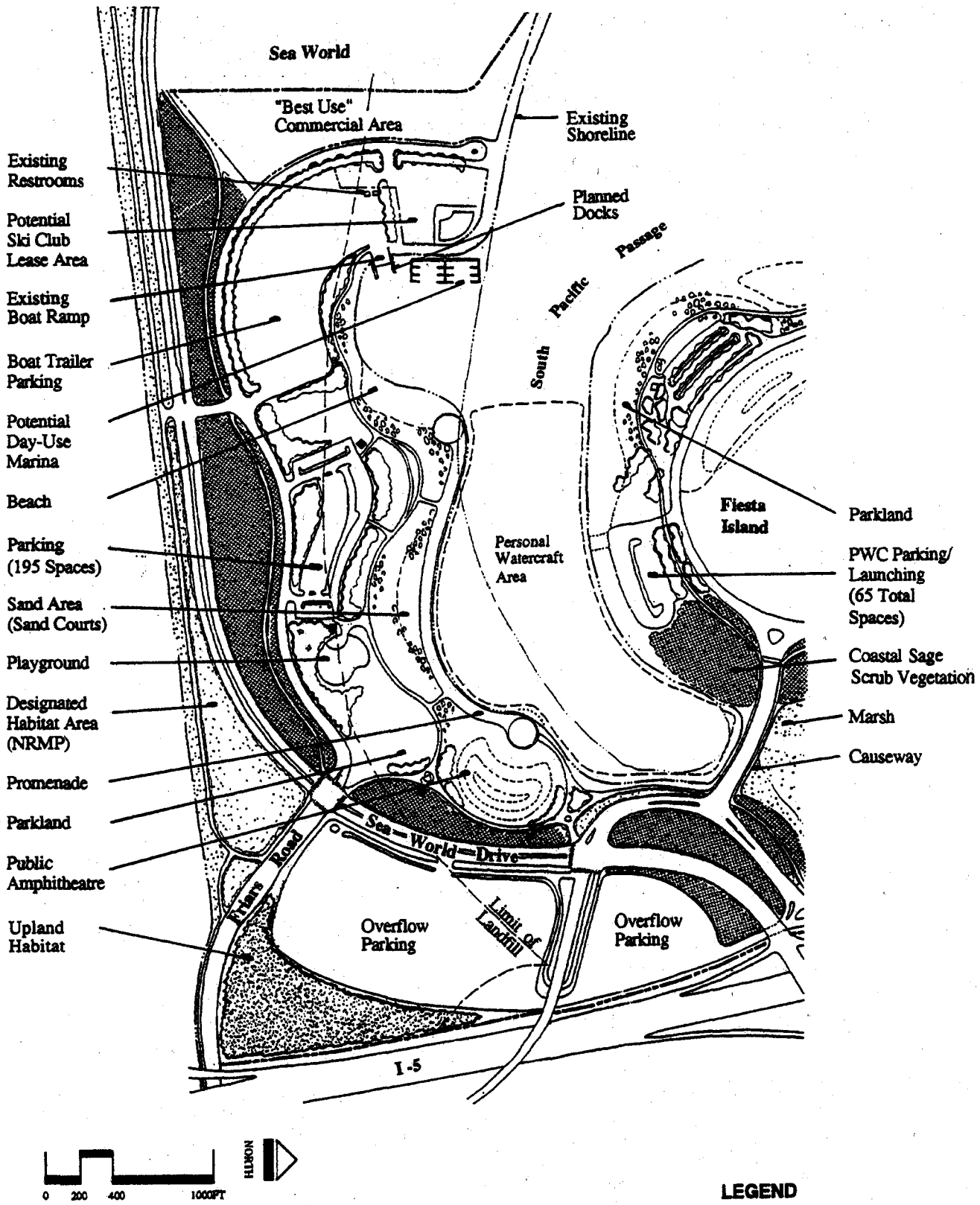
105. Coastal Landscape Boundary: The Design Guidelines call for the Park to be bounded by a more natural, coastal-oriented landscape. The intent is to clearly "mark" the passage from the urban to the Bay environment. As in East Shores, the boundary zone corresponds to the area between the Park road and other roadways such as I-5 and Sea World Drive. These boundary areas should be predominantly landscaped with natural coastal sage scrub species. The landscape treatment within and around the overflow parking, therefore, should be of this type. While the width of these boundary areas may vary, they should be sufficiently wide to be credible landscapes, not merely buffer strips.

106. Shoreline Modifications: Being nearly one quarter of a mile in depth, South Shores can afford partial dredging of its shore to enhance views of the water from the entrance roadways, add interest to the shoreline for recreation purposes, and, more importantly, to expand the personal watercraft use area in South Pacific Passage. A total of 8 acres are proposed to be dredged, which will be up to 250 feet in depth from the current shoreline. All of the dredge areas are proposed outside the limits of the existing landfill.

107. Parkland: 300 feet from shore has been established as the primary waterfront influence zone. Accordingly, roadways, parking areas, restroom buildings, and other non-recreational facilities should be placed outside this zone to the extent possible, leaving the area open for parkland. To further magnify the presence of the water within the parkland area, the grade should be gently sloped towards it, to the closest grade possible from the high-water line. Run-off containment measures should be included to prevent the loading of the Bay waters with fertilizer and other chemicals.

108. Active Play Areas: Within the parkland area of South Shores, two sites are proposed as flat, open areas suitable for informal active sports such as soccer or softball; one being south and east of the planned embayment, and the other directly across from the Frairs Road/Sea World Drive intersection. Both of these sites face embayments, which, coupled with their openness, allow for wider and closer proximate view of the water from major Park access roads.

109. Beach Areas: Due to the dedication of the east end of South Pacific Passage for Personal Watercraft (PWC) use, which imposes a safety hazard with bathers, the shore facing the PWC zone should be stabilized with rip-rap rather than sloped and covered with sand to form a beach. However, the recently completed beach in the South Shores embayment will provide water access for bathers and sand for shore recreation.



LEGEND

■ Proposed Restrooms

South Shores Concept Plan

figure 31

110. Sand Courts: In addition to the beach in the embayment, patches of "upland beaches" or sand courts should be provided for volleyball play and other sand games, including playgrounds. Such areas will also help reduce the amount of turf maintenance chemicals that would otherwise need to be contained.

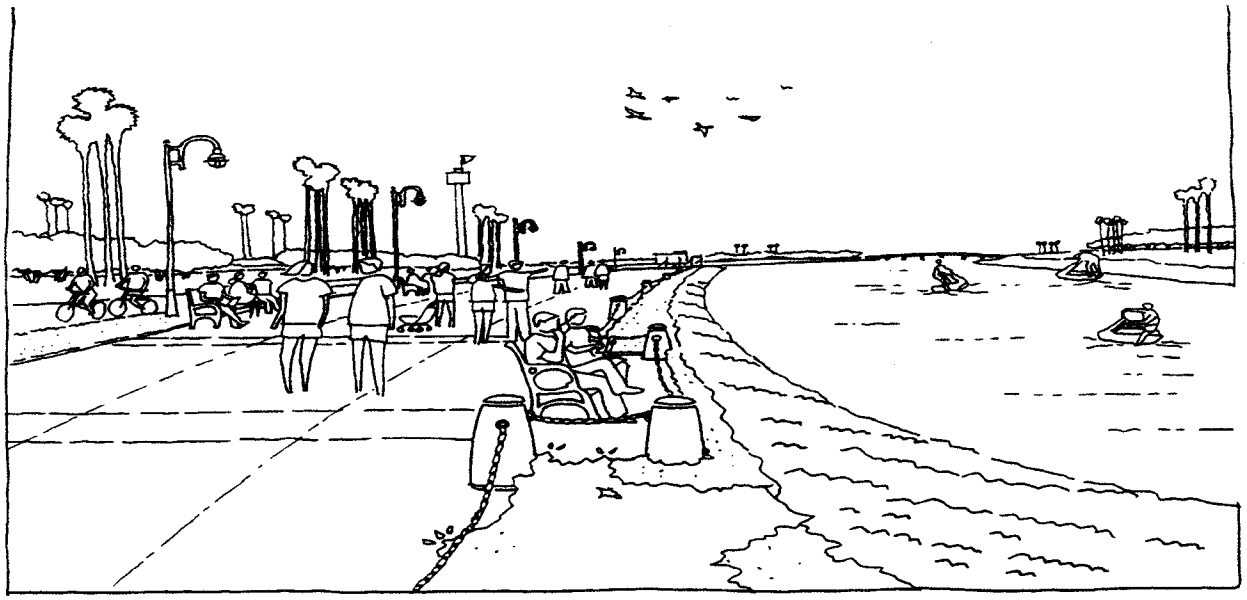
111. Public Amphitheater: This facility is envisioned as a turfed, gently sloping mound capable of informally seating several thousand people. Its location should be directly at the east end of South Pacific Passage. From this location a full view of the Passage is obtained, which would act as a backdrop to any performance, including potential water-sport events in the PWC designated area.

A flat, paved apron should serve as a stage area for the temporary installation of platforms, sound, and other equipment. Temporary gates and fences could be erected during performances for security and access purposes. Otherwise, the amphitheater area should remain open and available for general public recreation.

112. Waterfront Promenade: There are no places in the Park where large crowds can gather alongside the water to parade, stroll, watch water sports, or participate in staged cultural events like arts and crafts fairs. Accordingly, a one-quarter-mile promenade is proposed along the shore; spanning from the proposed amphitheater to the planned embayment opposite Hidden Anchorage. The promenade should be about 40 or 50 feet in width to allow flexible use of its surface. This width should not include the Park's bikeway. As with the amphitheater, special cultural events could be scheduled during evening hours and in the fall and spring months to expand the use of the Park during non-peak periods. A narrower extension of the promenade should continue along the planned embayment and beyond for the remainder of the public shoreline.

113. Commercial Parcel: The proposed 16.5+/-acre "best-use" commercial parcel is configured to take maximum advantage of the waterfront while still allowing the relocation of the Ski Club to the planned embayment. Its configuration also permits the retention of the existing restrooms. The actual boundary of the lease parcel should depend on the Ski Club area and shore public access requirements, but should not be less than 300 feet; this depth is the minimum necessary for a guest-housing, motel-type development as an optional commercial use. Any development of this parcel shall provide a minimum 50 ft. setback from the edge of rip rap to accommodate a public pedestrian promenade as an extension of the waterfront promenade planned for South Shores Park. All access improvements shall be oriented and designed to encourage public use of the waterfront. Buildings shall be setback an average of 25 feet from the 50 foot access setback line as defined in Appendix G, Design Guidelines, of the Mission Bay Park Master Plan Update.

114. Boat Ramp and Trailer Parking: To implement the relocation of the Ski Club and commercial parcel as described above, the currently planned trailer parking should be shifted eastward along the embayment and southward toward Sea World Drive. Sufficient distance from Sea World Drive should be maintained to permit the replacement of the Park road, bikeway, and a coastal landscape buffer area between the trailer parking and Sea World Drive.



Promenade in South Shores

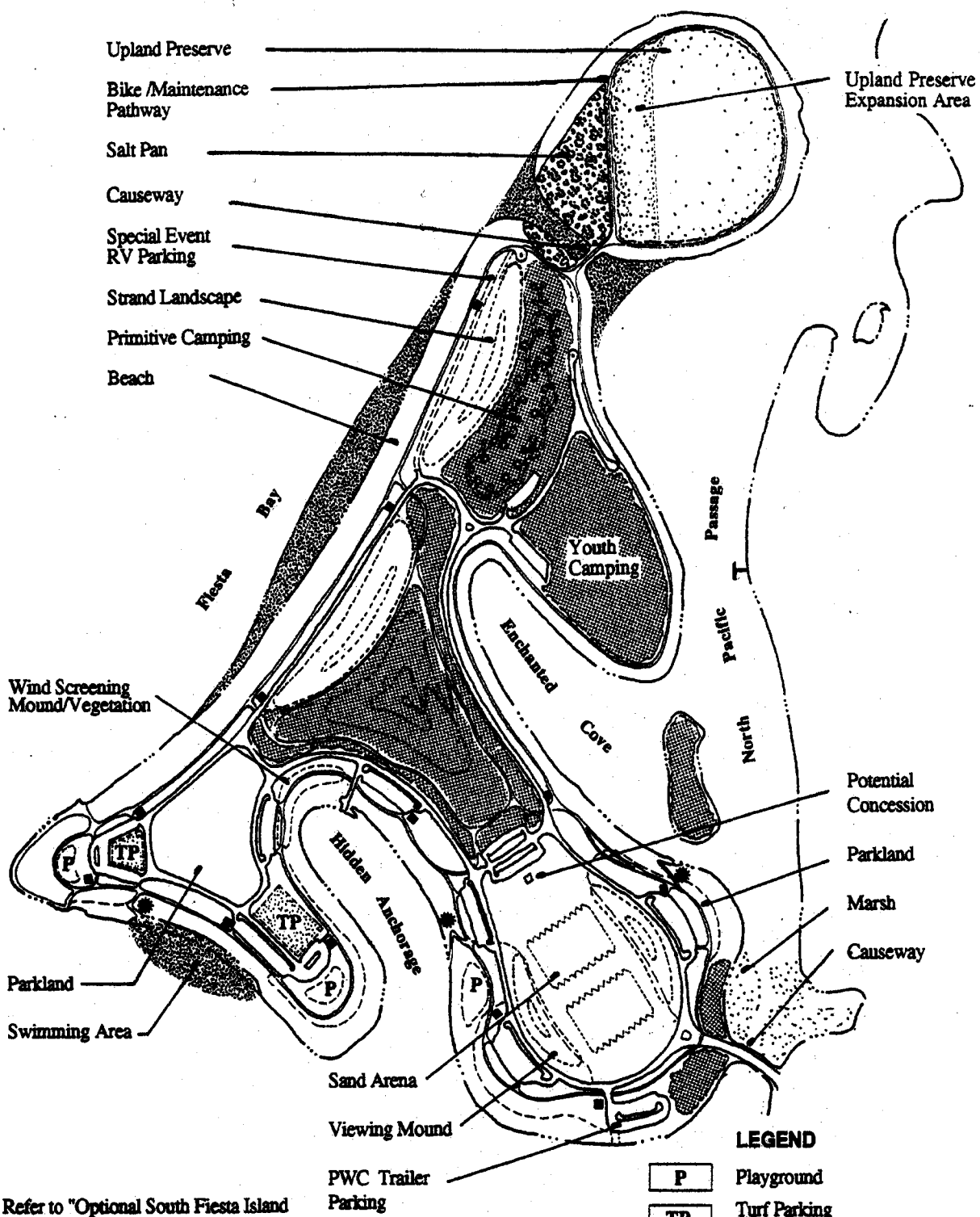
FIESTA ISLAND

As an open landscape, Fiesta Island should be the place where City residents and visitors alike find the ultimate refuge from urban congestion, noise and visual clutter. Fitting its namesake, the Island should also be a place for celebrations: of holidays, of sports, of sunshine, of nature, and most importantly, of the special meaning of the Bay - its aquatic empathy. To meet the specific objectives imposed on it, the Island's land use has been graded in intensity from highly developed parkland to the south to more natural and open areas to the north. This will allow visitors to sense coherence and order in the landscape while preserving its environmental integrity.

Recommendations

115. Island Causeway: In accordance with the circulation objectives, Recommendation 97, the Island's causeway should be expanded to three lanes from its current two. Upon crossing the causeway, the open sand arena will come into view, framing more distant views of the Island and Bay beyond. Coastal sage scrub and sand dune vegetation should be planted at both ends of the causeway to reinforce the coastal qualities of the Island, much like the "rustic" boundary reinforces the coastal qualities of the entire Park.

116. Park Road: As in South Shores, and in keeping with the Design Guidelines, the Park road should maintain a 300-foot clearance from the shore (Mean High Water), with the exception as noted in Recommendation 124 below. The 300-foot clearance is intended to preserve the primary waterfront influence zone for parkland purposes to the greatest extent possible.



Note: Refer to "Optional South Fiesta Island Development Plan" on page 130

NORTH 0 500 1000 2000 FT

LEGEND

- P — Playground
- TP — Turf Parking (Special Event Overflow)
- Coastal Landscape
- Proposed Eelgrass Expansion
- ✱ Shore Access for Persons with Disabilities
- ■ Proposed Restrooms

Fiesta Island Concept Plan

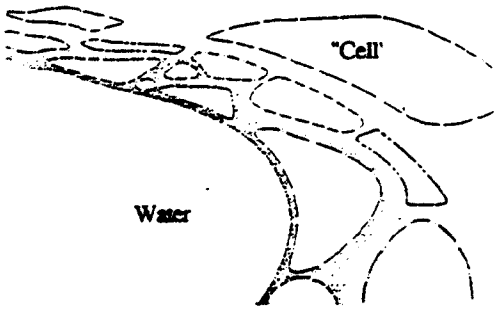
figure 32

117. Shore Integrity: From a design standpoint, the Island should maintain the integrity of its shores; that is, if a person were to stand on any given stretch of shore, there should be visual and landscape continuity from end to end. The intent is to preserve the integrity of different types of recreational experiences as a person travels about the Island. Accordingly, four distinctive shore areas are envisioned:

- The southern shores - beach backed by ornamental turf and trees;
- The central shores - beach backed by coastal vegetation;
- The northern shores - beach backed by and upland preserve

Linking these shore areas will be the Island pathways. As they are part of the landscape, the paths should also be "tuned" to the distinctive quality of the landscape, performing, in the words of poet and artist David Antin, "terrain drama." The "Art of the Park" Section of this Plan discusses this concept in more detail.

118. Parkland, or "Islands within an Island": Consisting predominantly of sandy shores backed by ornamental turf and trees, southern Fiesta Island will ultimately contain about 100 acres of new parkland within the primary waterfront influence zone, mostly in the current sludge beds site. Because of the lower grade elevation that will result from the abandonment of the sludge beds, this part of the Island should be a repository for fill material resulting from shoreline dredging operations. The dredging of the 4-acre embayment along South Pacific Passage, and the "shaving" of the Island's western shore are two likely nearby sources of fill material.

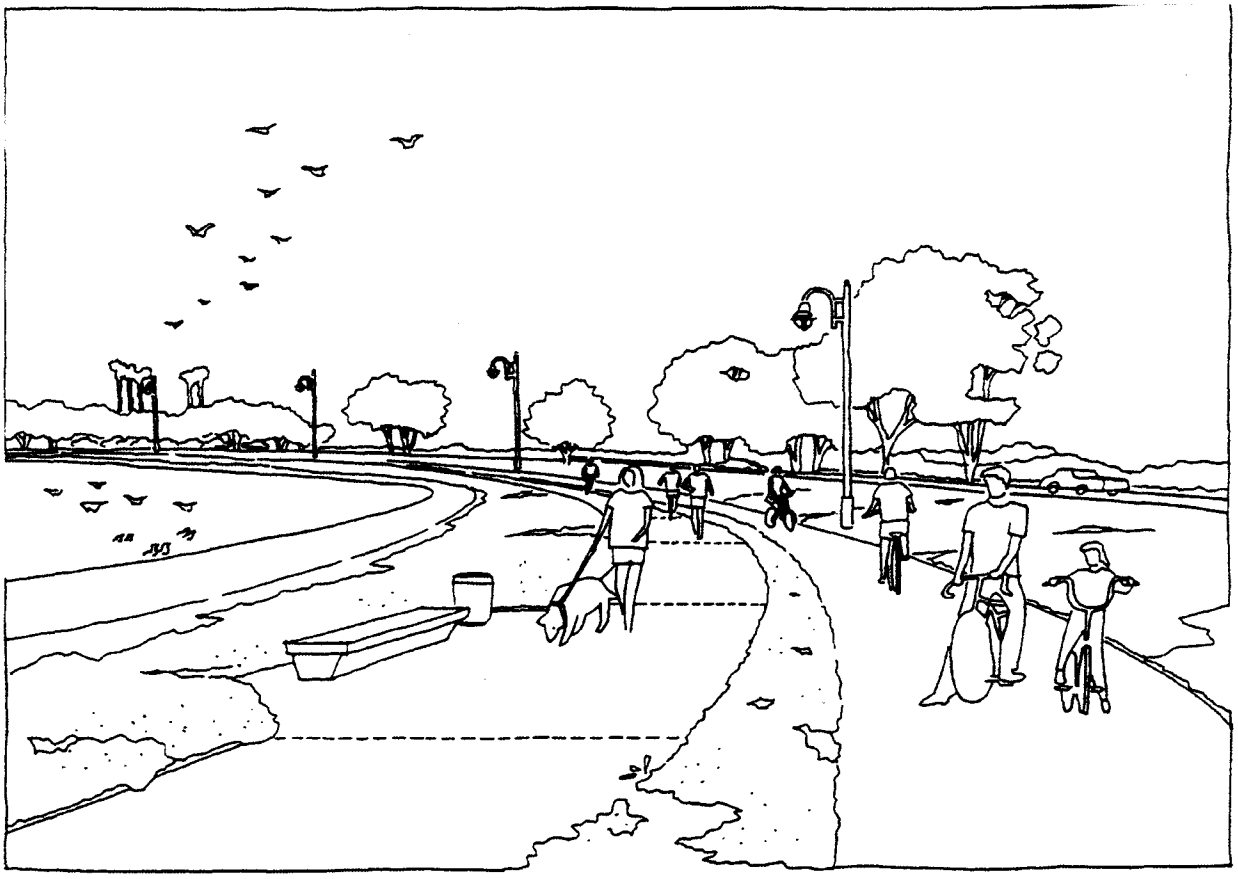


Parkland

In accordance with the Design Guidelines, new parkland areas should be designed as "cells," or distinctively defined areas emphasizing different functions, such as intimate picnicking or active sand play. In Fiesta Island, this concept should be stretched further, defining the turf areas as "Islands within the Island."

The intent is to maximize the variety of recreational landscapes within a single, continuous environment while reducing the amount of turf needing water and maintenance. This approach also reinforces the intrinsic "Island" qualities of the place.

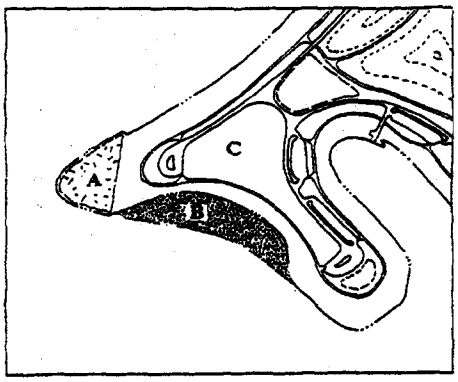
119. Pathways: Of all of the Island's recreation facilities, the pedestrian and bicycle/skating paths stand to be the most used and enjoyed. Over 5.5 miles of minimally interrupted paths facing the waterfront are proposed, encircling the entire Island. In addition, more rustic foot-paths are proposed within the upland habitat areas for hiking and jogging. As described further in the "Art in the Park" Section, these paths constitute a major opportunity for art to be integrated into the Park's overall recreation experience.



Fiesta Island Development

120. Swimming Embayment: A 4-acre embayment for swimming and wading is proposed in the Island's southern peninsula. The embayment is also intended to serve as an eelgrass mitigation area. Should it prove mandatory to increase the mitigation area, the embayment could be enlarged to about 9 acres, as shown on the diagram to the right. This option also allows the retention of Stony Point as a Least Tern preserve, should any or all of the replacement sites prove unsatisfactory. This option, however, reduces the area of the peninsula available for active recreation by about 14 acres, contrary to the development objectives of the Plan.

121. Large Group Picnic/Overflow Parking: A central area of turf and two smaller ones toward the western and eastern points of the southern peninsula are proposed for large group picnic functions. Lying mostly outside the primary waterfront influence zone, these areas are large enough to hold related soccer, softball, multiple volleyball or touch football games. During special events, however, all or part of these areas, particularly the two smaller sites, could be used for temporary overflow parking and staging.



Optional South Fiesta Island Development

A: Stony Point Least Tern Preserve

B: 9-Acre Swimming Embayment/Eelgrass

C: Play Area

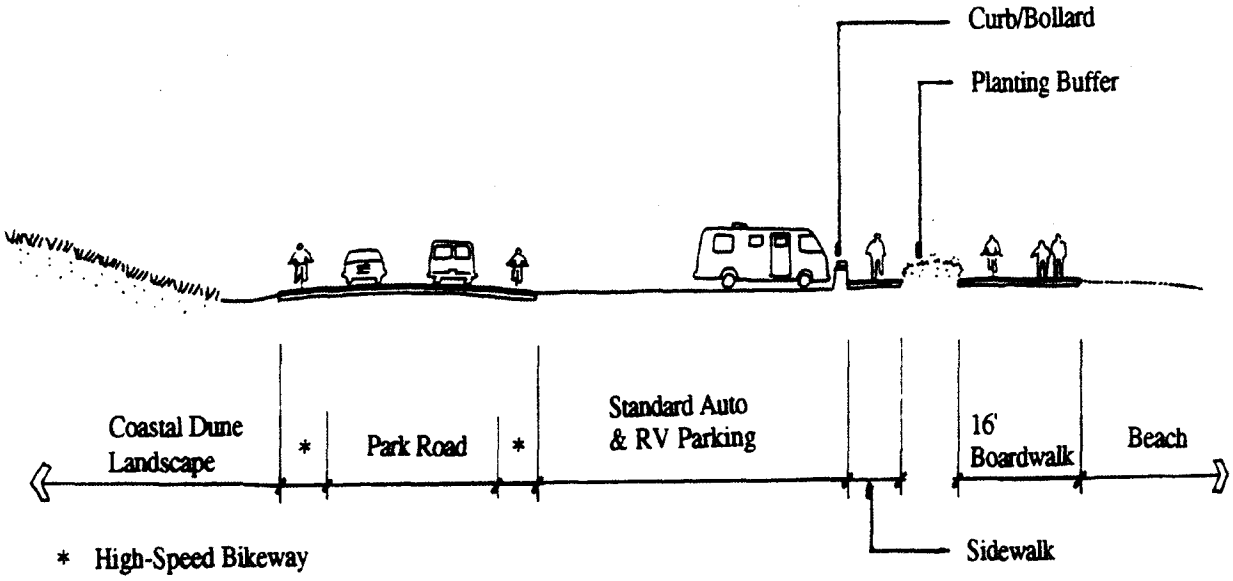
122. Potential Concession: A potential concession for food and refreshments (150+/- square feet) should be considered at the western end of the Island's sand arena. Because of its accessible and central location, a concession could serve the entire Island, as well as special sporting events held at the arena. This concession would also add security to the more natural recreation areas in the Island's main peninsula.

123. Beachfront Parking: Most of the new parking proposed on the Island is in contained lots spaced along the Park road. This arrangement satisfies the need to access the parkland areas safely and conveniently. However, some visitors also desire parking in closer proximity to the shore to recreate as near to their vehicle as possible. Two sites are proposed for this purpose:

- Enchanted Cove, south shore - The Park road should be within 200 feet of the shore at this location, allowing for head-in parking in marked, curbed, gravel-surfaced stalls.

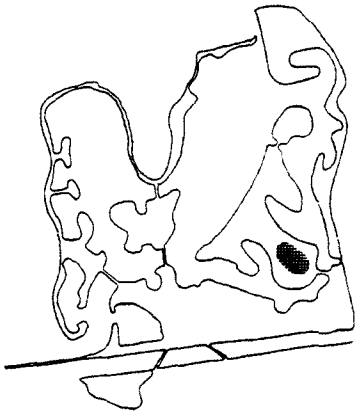
- Northern Cove, south shore - A small parking area, with head-in stalls facing the water should be placed here. The lot could be placed within 100 feet of the shore, which would also facilitate the launching of sailboards.

Additional beachfront parking would be available in the Island's west shore. These head-in spaces, marked and curbed, should be 50 feet deep to accommodate recreational vehicles. At this location, however, the Park road should remain outside of the 300-foot mean high water line.

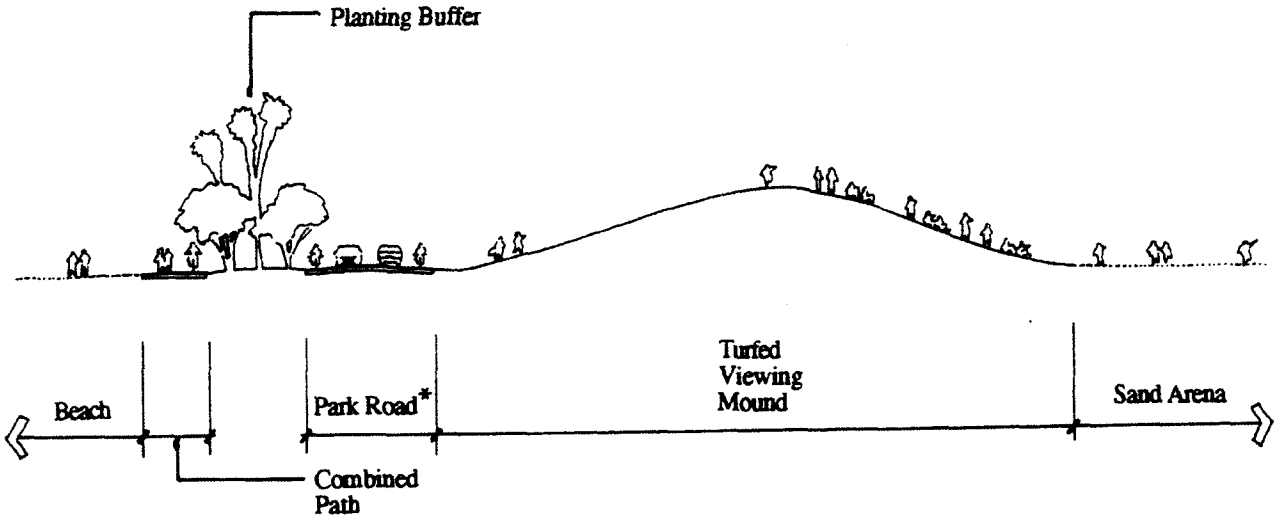


Fiesta Island West Shore Development

124. Sand Arena, Volleyball, and Over-the-Line: The sand arena is proposed to be relocated to the eastern end of the Island's main peninsula to afford more convenient access, expanded play area, and better spectator facilities. (See Recommendation 29). Turfed mounds framing the north and south sides of the arena should be provided: the inward face of the mounds would serve event spectators, while the out-ward face, facing the water from a higher vantage point, would be suitable for picnicking and other passive recreation activities. These improvements would make the arena a potential venue for nationally-televised events, bringing further attention to San Diego as a national recreation destination.



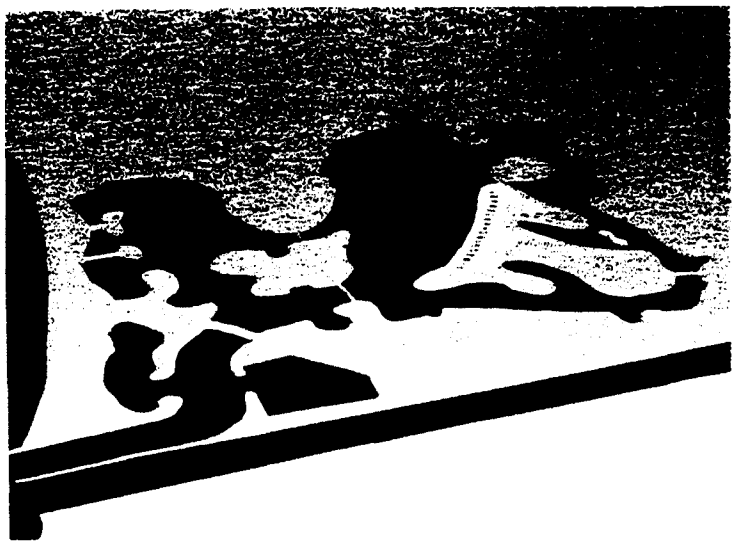
Sand Arena



* Including High-Speed Bikeway

Sand Arena/Parkland Cross Section

IX. ART IN THE PARK



WHY ART?

The role of art in life is an elusive issue that remains captive to subjective perceptions and beliefs. Nevertheless, it is difficult not to accept the idea that art can, at a minimum, enrich our experience of the world, add meaning to our understanding of it, and possible lead us to see "reality" in ways we had not conceived or imagined. It can also be fun. One thing is certain, however, since the first paintings in cave dwellings, art has always been part of the public environment. Accordingly...

> ***...As a preeminent public place, Mission Bay Park should be the recipient of a comprehensive art program which can reveal the special qualities, physical, historical, environmental, and cultural, of the Bay and its environs.***

One of the more traditional forms for art in public places has been the placement of sculptures in a prominent public place, such as a civic plaza. More recently, however, the definition of art in public places has been expanded to include "site-specific" works of art, or art works that are conceived with a specific site and user in mind. Artist Robert Irwin's "Fences at the University of California, San Diego, is a prominent local example of site-specific art.

To explore the full range of possibilities for art in Mission Bay Park, artist and poet David Antin was retained as an integral member of the consultant team. His contribution addresses the development of a comprehensive program for "Art in the Park," the identification of a Park-wide feature to be targeted for art, and the conceptualization of art for a specific feature in Fiesta Island.

ART PROGRAM

The following is an approach to the development of a comprehensive art program for Mission Bay Park, as envisioned by David Antin.

> *"Taking into account the diversity of environments of Mission Bay Park and the diversity of its uses and users, the art program for the Park should encompass a diversity of art work. The Park offers an opportunity for two fundamentally different and complementary approaches: permanent installations and temporary presentation. Permanent installations would be most reasonably some kind of sculpture, while the temporary presentations might include transient, sculptural installations, but, even more commonly, various forms of art performances, events or spectacles."*

Permanent Installations:

> *"The term sculpture has come to embrace a wide variety of standing, floating, flying, or acoustically resounding or luminous things that can range in scale from the architectural scale of small bridges to the micro scale of jewelry. If the permanent installations are to help make sense of the Park's variety, it will be appropriate to consider the full range of sculptural scales and styles.*
>
> *A flamboyant scale and an appropriately playful style might be employed for a bridge or causeway leading from east shores to Fiesta Island.*

More modestly sized art works might include a flying piece marking an area set aside for kite flying, artist-designed buoys marking variations in preferred water usage, concrete poems resembling signage and consisting of simple sequences of words, or emblems incised in paving to encourage foot traffic. Artists might design light works that could be both aesthetically interesting and functional for nighttime visitors. Sonic pieces could similarly be employed.

Temporary Presentations:

"The temporary works, in some ways, are even more appropriate for an aquatic park, since the beach is, by its very definition as the eroded meeting place of land, air, and water, in a state of constant change. The openness to air and light and water make it a poetically rich environment for presentation and spectacles of all sorts. Moreover, the very variable pattern of seasonal and daily uses suggest many opportunities for art presentations during less intense use periods. This would bring a certain liveliness to the Park during periods when it is nearly deserted. Reasonable agreement could provide space for a wide variety of lively presentations."

"TERRAIN DRAMA"

The preceding discussion of permanent installations and temporary presentations are general ways in which art can be introduced in the Park. But, as with the landscape itself, a unifying, more specific feature is necessary in the Park to establish a strong sense of identity and continuity around the Bay. Being the only improvement common to all of the Park's landscapes, as well as one of the most used, this unifying feature should be the Park's pathways. To David Antin the pathways afford the opportunity for "terrain drama." He further suggests:

"Since the nature of Mission Bay Park is a great diversity of land uses and terrains unified by the water itself, it seems a good idea to make this experience of diversity and unity available by providing a pathway that circles the entire Bay. To ensure the comfort and safety of the prospective users, the pathway should be divided into two separate courses, one for pedestrians, the other for cyclists, to allow each group to enjoy the theater of shifting terrains that the Bay provides at their own pace and pleasure.

Since the walking and strolling visitors will be making a slower and more reflective use of the pathway, it seems attractive to enhance their aesthetics pleasure by making use of variations in the paving material, color and texture that would correspond to transitions of terrain, helping articulate the progress from marshland habitat to beachfront to commercial or light industrial regions of the Park (e.g., the Quivira Basin boat-yards). So the paving materials could shift from a corduroy road effect of sequences of cut rail-road ties or rough timber, evoking waterfront or rural industry, to Mexican tile evoking a garden walk, or patterned brick or crushed granite gravel suggesting in its sound and feel the decorous French park walks or Japanese gardens.

Even more playfully, it is possible to employ in small sections of the paving, transparent tile sandwiches enclosing liquid crystals that change color under pressure and would shift their color range from red-dish through blues and greens as people walked over them. Bollards bounding the paths could also be made of suitably variable materials. Rock boulders along the gravel sections, wooden posts along the timber sections, colored iron posts along the brick sections, molded concrete along the ceramic tile section: some of these course boundaries or dividers might be de-signed to act as light or sound sculptures and periodically emit sequences of soft or mysterious sounds or murmuring voices or rhythmic pulses of light. The sound and light levels of such works would naturally fall within limits that would enhance the pleasures of the pathways - and the Bay.

"WORD WALK"

FOEHN

Fiesta Island will contain nearly six miles of waterfront pathways. In accordance with the above, the opportunity of art in these paths should not be wasted. As an example, David Antin suggests that the Island's crescent path facing Fiesta Bay be designed as a "boardwalk," connecting the Island's "suburban" or turf-oriented parkland in the southern end, to the more natural areas and preserves at the northern end. Carefully selected words could be imprinted in the pavement of the boardwalk, calling attention to the Bay's special aquatic character. Hence the name: "Word Walk":

SIMOON

The promenade should be composed of a somewhat rougher, textured, and slightly darker concrete that emphasizes the materiality of the constituents in slabs 16 feet long and about 8 feet wide. For a path that is about 1 mile long, that would require about 330 slabs, each slab being conceived as a page.

SIROCCO

My proposal would run two sequences of words - no more than a word to a page with occasional skipped pages - one sequence along the eastern edge, running from south to north, and one along the western edge, running north to south. The words along the eastern edge, composed of characters approximately 3 inches in size, would be positioned for easy reading by pedestrians walking from south to north, while the words along the western edge wold be positioned for north to south reading. The words would be cast into concrete and in form would resemble the kind of inscriptions sometimes encountered in sidewalks marking the construction company and date of a building.

SANTA ANA

MARLINE

The words would be somewhat more enigmatic and would be drawn from vocabularies of the flora and fauna of Mission Bay, from vocabularies of sailing and oceanography, of weather and of terrain, words describing the movements of birds and fish and people and qualities of air and water and light. As sequences the words would imply movements from serenity to excitement and back, from winter to summer and from morning to night. Because the letters would be no more than 3 inches in size, the words will not have a coercive effect on pedestrians, one word every 16 feet and not every 16 feet, because I propose to make the progressions more erratic, with occasional blank pages, using maximally 165 words in each direction (one word every two slabs on concrete).

SHEEPS SHANKS

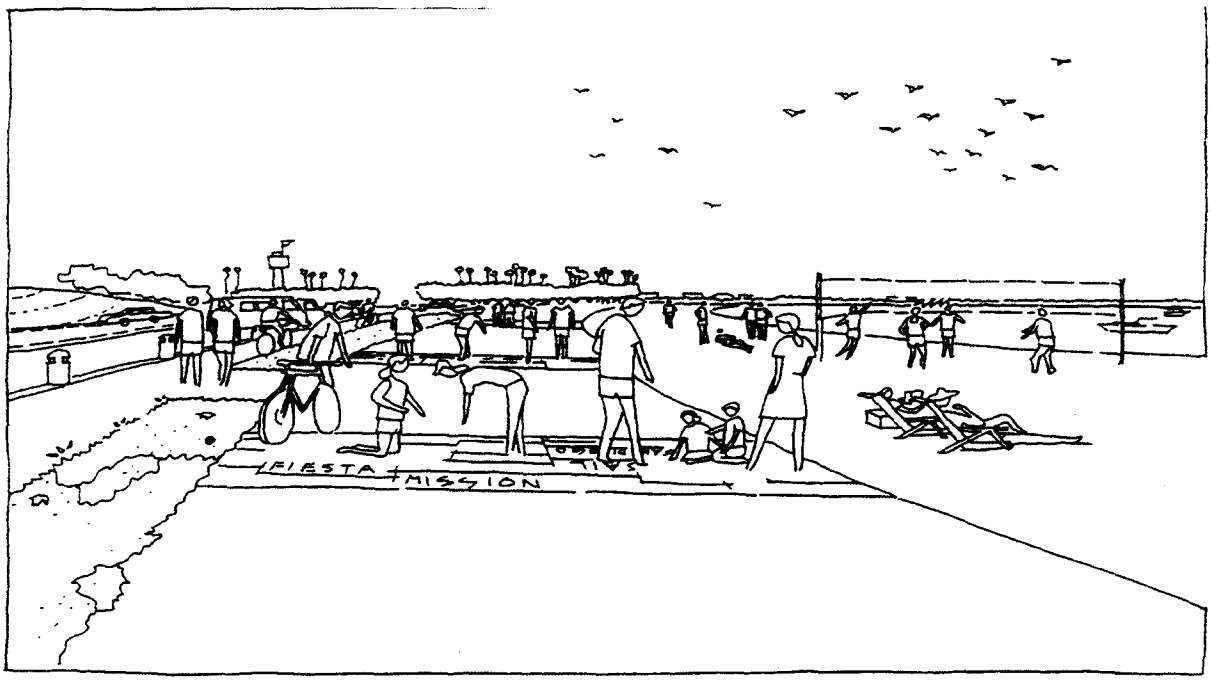
BOWLINE

This should allow common single words like "wing" or "bank" to invite speculation and occasionally more obscure words like "yaw," "marline," or "hyaline" to stand out for meditative attention and to form parts of sequences. Only a walker-reader wants to bring words that are perhaps 16 to 32 feet apart into close conceptual connection. (The precise words and word sequences will take considerable time and experiment to work out). But the basic strategy will be to use words that are pregnant with meaning somewhat enigmatic in their reference but interest to think about, which taken together form sequences that playfully engage the mind."

HITCH

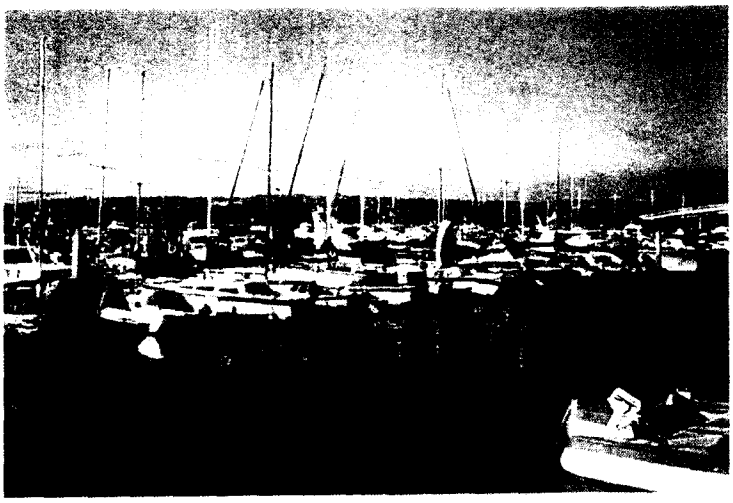
GLIDE

The preceding description is an example of the kind of project that could be done to bring art to the Park. In this case, the words imprinted on the pavement add very little cost to what otherwise is a necessary, functional feature of the Park. Art, therefore, need not be expensive if planned concurrently with the development of specific recreation improvements.



Word Walk on Fiesta Island

X. ECONOMICS



Mission Bay Park is at present the result of a very successful public/private partnership which has invested well over $100 million in actual physical improvements. In 1992 dollars this figure would be substantially higher. To ensure the continued success and vitality of the Park, this partnership must remain solid and active. As a Goal...

> ***...Mission Bay Park should continue to encourage successful recreation-oriented commercial ventures, within appropriate designated areas, in the interest of generating revenues for the City to cover public operations and maintenance costs, and to help finance improvements within the Park. Of equal importance, the Park should maintain an appropriate and economically sound level of public investment as a means to attract visitors and tourists in support of the private sector investments.***

By provisions of the City Charter, not more than 25 percent of the Park's land and 6.5 percent of its water can be used for lease purposes, commercial and non-profit.

In pursuit of a balanced approach to the future development of the Park, this Plan increases the overall lease area by a possible maximum of nine acres, raising the percentage from 21.4 to 22 percent. This Section evaluates the economic impact of the proposed commercial leases, as well as suggests means to fund and finance the cost of the proposed public improvements as defined in the previous sections.

Note: All figures, unless indicated otherwise, represent a 1992 dollar value.

ESTIMATE OF PUBLIC IMPROVEMENT COSTS

The following table describes the estimated costs for the Park's proposed public improvements. The figures represent 1992 construction and administration cots as derived from industry standards. The overall capital cost may vary, depending on the ultimate disposition of the De Anza Special Study Area.

Table 5

ESTIMATE OF PUBLIC IMPROVEMENT COSTS

ITEM	COST (millions)	REMARKS
NORTH END		
1. Rose Creek Bridge	2.0	500 Linear Feet (L.F.).
2. Wetland Expansion	12.5	100-acre (Ac.) overall area; includes $1.5 million allowance for hydrologic improvements.
3. De Anza Cove Channel	1.5	Includes 300 Feet (Ft.) pedestrian bridge.
4. Nature Center	1.5	2,000 Maximum Square Feet (S.F.) + interpretive displays.
5. Pacific Beach Athletic Fields expansion	0.5	Potential addition of soccer & softball fields, game courts & parking.
FIESTA ISLAND & BAY		
6. West Shore Dredging	2.0	18 Ac. Crescent dredge area; suitable for eel grass bed.
7. E.F.B. Island Dredging	1.0	10 Ac. dredge area.
8. Upland Habitat Preserve	0.75	Expands Least Tern preserve per NRMP recommendations.
9. Fiesta Island Channel	1.5	Optional.
10. Regional Parkland	15.0	100 Ac. development area; includes parking.
11. Playground Areas	1.5	Three play areas.
12. Coastal Landscape	3.0	40 Ac. area.
13. Sand Area Relocation	3.0	55 Ac. area and viewing mounds.
14. Entrance Causeway	2.0	Three-lane, raised causeway.

Table 5, Continued

ITEM	COST (millions)	REMARKS
15. PWC Launch & Service	0.75	Includes 45 trailer parking spaces + 20 std. spaces & clean-up station.
16. South Beach Jetty [1]	1.0	1,000 L.F. rip-rap or possibly floating wave attenuation device.
EAST & TECOLOTE SHORES		
17. Westland Expansion South of Visitor Center	0.5	5 Ac. area.
18. Wetland Expansion at Tecolote Creek	1.0	10 Ac. area.
19. Path Widening @ Creek	0.25	Boardwalk next to existing bridge.
20. Shore Dredging	1.0	9 Ac. dredge area.
SOUTH SHORES		
21. Regional Parkland	7.5	34 Ac. area; includes parking.
22. Waterfront Promenade	1.5	1,800 L.F., 50-60 Ft. wide.
23. Playground Area	0.5	One play area.
24. Coastal Landscape	3.2	15 Ac. area.
25. Public Amphitheater	1.0	Mounded turf & lighting; 3,000 - 5,000 person capacity.
26. Ski-Club Relocation	1.0	Site improvements.
27. Overflow Parking	6.0	3,000 spaces + landscaping and lighting.
28. Bike Overpass @ Sea World Entrance Road	1.2	

1. References to the protective jetty were deleted per California Coastal Commission's suggested modifications, accepted by the City Council on 5/13/97, Resolution R-288657, but was not actually removed from this section of the plan.

Table 5, Continued

ITEM	COST (millions)	REMARKS
PARK-WIDE IMPROVEMENTS		
29. General Landscape Rehabilitation	23.5	(See Following Table 6).
30. New Restrooms	7.0	20 restrooms.
31. Traffic & Transportation Improvements	15.5	(millions) Tram 0.75 Tram Stations 1.5 F.I. Park road 2.5 S.S. Park road 1.0 Lane Widenings 0.75 S.W.D. Underpass 6.0 P. Hwy. Underpass 2.5 Traffic Controls 0.5
32. General Signage & Information Displays	0.75	Includes interactive video displays at main access points.
33. Bike & Pedestrian Pathways	12.0	Includes South Shores and Fiesta Island Paths, lighting, and Crown Point Shores boardwalk.
34. Parking Lot Lighting	1.5	New lights in portions of existing parking lots.
35. Art Program	2.5	(20-year period allowance).
SUBTOTAL	**136.9**	
Design & Administration (25 percent)	34.22	
TOTAL	**171.12**	

Table 6

COST ESTIMATE FOR GENERAL REHABILITATION

ITEM	COST (millions)	REMARKS
Landscape Retrofit	3.5	45 acres, turf to coastal plants.
Ingraham Street Landscaping	0.75	Coastal landscape along the roadway.
Ski Beach Pier	0.75	
Sail Bay Landscaping	1.5	Coastal Strand planting behind path.
I-5 Buffer Landscape	1.0	Coastal landscape between Park Road and I-5.
Restroom Repairs	1.5	
New Furnishings	0.5	
Parking Improvements	1.5	Retrofitting of selected parking to accommodate RV's.
Existing Path Widening & Lighting	2.5	
Contingency	10.0	
TOTAL	**23.5**	

REVENUE AND COST PROJECTIONS

In order to assess the City's ability to fund the $171 million of proposed public improvements, a four-step analytical process was followed.

Step 1: Forecast Baseline Lease Revenue

Assumptions: Based on existing lease terms and 1991 actual lease payments to the City, lease revenue for each year from 1992 to 2012 (the planning period) was projected. Given the current recession, the overbuilt hotel market, and the Park lessees' cautious view of near and mid-term market trends, a relatively stagnant growth rate for revenue was assumed until 1996, after which revenues were projected to grow with inflation during the balance of the planning period. Leases that expire during the planning period were assumed to be renewed under current terms (mostly minimums versus specified percentages of sales). Two land leases, the City Water Utilities Department and the De Anza Harbor Trailer Resort, were assumed to expire without renewing their current land use. This baseline analysis also assumes a status quo without the impact of major expansions or redevelopment of existing leases.

Forecast: An estimated $215 million in baseline land lease revenues would be collected during the twenty year planning period. This analysis is presented in Table 7.

Step 2: Forecast Incremental Lease Revenue

Assumptions: Next, incremental lease revenue from redeveloping, expanding existing leaseholds, or relocating exist-in leaseholds, and new lease revenue from new commercial development as proposed in this Plan were projected. In the case of redevelopments and expansions of existing leaseholds, total lease revenue from the redeveloped projects was estimated and projected lease payments from the existing status quo use were subtracted to estimate the net lease revenue gained or lost. Given expected difficult near-term market conditions, most of the redevelopment of existing leaseholds is projected to occur during the first half of the planning period while new development requiring new leaseholds is projected to occur during the second half of the planning period.

The expansions of existing leaseholds only include the amount of hotel rooms existing lessees have already proposed, namely the redevelopment of the Dana Inn, the Bahia Hotel, and a new hotel proposed at Marina Village. The new leaseholds include the "best-use" commercial parcel on South Shores, and 350 additional "site-unspecified" hotel rooms. These "site-unspecified" rooms are uncommitted to a specific site since they may be achieved by intensifying existing leaseholds beyond current plans or by redeveloping the De Anza Special Study Area. The amount of hotel rooms presented by the end of the planning period should be sufficient to accommodate demand generated by an average annual growth rate of 2 percent in occupied room-nights, and an average occupancy rate of 70 percent.

While the more focused future planning of the De Anza SSA may lead to a higher number of hotel rooms beyond that assumed in this analysis, the market may not support all of the hotel rooms allowed. Some of these hotel rooms might not be built until after the planning period, depending on market conditions. Prudently, the lease revenue projections for new leaseholds do not assume that all of the hotel rooms potentially allowed by the Master Plan would be built during the planning period.

Forecast: Overall, an estimated $28 million in incremental lease revenue from expansions and new leases is projected during the planning period. This amount may be less than expected if many of the new leases and some of the expansions of existing leaseholds, occur towards the end of the planning period. This analysis is summarized in Table 8.

Step 3: Forecast Net Lease Revenue

Assumptions: The projected baseline lease revenue and the net incremental lease revenue were added to estimate total lease revenue resulting from the implementation of the Master Plan Update. Direct Mission Bay Park operating expenses associated with the City's Property Department, Park and Recreation Coastal Division, and the Park and Recreation Central Division were also projected for the planning period.

The operating cost projections were based on estimated 1991 operating costs, (based on the City of San Diego's 1988 estimate of Mission Bay operations and maintenance costs, plus an overhead cost factor), increased by 10 percent to provide a higher level of service than currently provided, an annual adjustment for inflation, and an assumed 1.5 percent annual increase above inflation to account for additional maintenance resulting from the increase in improved parkland recommended to accommodate greater usage attributed to regional population and tourism growth overtime. The projected operating costs were subtracted from projected total revenue to estimate net lease revenue for each year during the planning period.

Fire, police, and general services costs were not included in the operating cost projections. It was assumed that existing possessory interest tax, sales tax, and transient occupancy tax (TOT) revenue collected from Mission Bay Park that go into the City's general would fund and support these operating expenses.

Forecast: Overall, an estimated $178 million in operations and maintenance costs are projected for the twenty year planning period. Subtracting these operating costs from projected land lease revenue results in an estimated $66 million surplus during the planning period. This analysis is presented in Table 9.

Step 4: Compare Net Lease Revenues With Forecasted Capital Costs

The following revenue sources are potentially available for funding the new capital improvements proposed in this Master Plan Update:

- The projected net land lease revenue after operations and maintenance costs;
- The estimated incremental land lease revenue from expansions and new leaseholds;
- Mission Bay Park's dedicated share of Transient Occupancy Taxes;

- City Water Utilities Department's Sludge Mitigation Funds; and

- Tax increment from Transient Occupancy Taxes (TOT), sales taxes, and possessory interest taxes generated by expansions and new development in Mission Bay Park.

Various combinations of these sources were added to estimate total capital financing funds available each year during the planning period. The estimated public improvement costs (Table 5) were distributed over the planning period and adjusted for inflation. These capital costs were subtracted from total net revenue funds to estimate the cash flow for each year during the planning period. Different scenarios were assumed regarding the availability of the above funds. This analysis is presented in Tables 10A, 10B and 10C.

FORECAST RESULTS

Baseline land lease revenues are projected to increase from approximately $12.02 million in 1993 to $21.60 million in year 2012 (in inflated dollars). The baseline projection is premised on existing occupancy levels. Almost all of the increase in revenues is attributed to inflation. The 1992 present value of this income stream is $215 million.

Incremental land lease revenue is projected to increase from $10,000 in 1994 to approximately $6.06 million in 2012 (in inflated dollars). Most of the incremental increase comes from expansion or redevelopment of existing leaseholds. The 1992 present value of this income stream is $28 million.

Scenario A: Full Enterprise Fund

Scenario A assumes that 100 percent of the land lease revenue from existing and new leases, (including baseline and incremental lease revenue), after funding operations and maintenance costs, would be available to fund capital improvements in Mission Bay Park. This scenario is most closely associated with operating Mission Bay Park as an enterprise fund.

This scenario also assumes that, by 1999, Mission Bay would begin to receive an allocation of uncommitted Transient Occupancy Tax (TOT) revenue dedicated to Mission Bay and Balboa Parks.

Under this and the other scenarios, Mission Bay Park would receive $2 million from the Water Utilities Department Sludge Mitigation Funds per year through 1998.

Finally, the Park would receive estimated tax increment from TOT, sales tax, and the City of San Diego's share of possessory interest tax generated in Mission Bay Park by expansions and new leases during the planning period. This dedication of tax increment funds would have to be authorized by Council Policy or a change in City Code.

Under this scenario, total land use revenue from net lease revenue after operations and maintenance costs, dedicated TOT, Water Utilities Department Sludge Mitigation Funds and tax increment are projected to range from a low of $6.03 million (in inflated dollars) in 1995 to $15.87 million in 2012. Capital improvement costs are projected to total almost $265 million after inflation, and would range from $8.90 million in 1993 to $18.75 million in 2012. Each year, the funds earned during the year would not be able to cover all of the capital costs incurred during the same year if the costs are evenly distributed during the planing period. Annual deficits range from a low of $1.57 million in 1993 to a high of $6.51 million in 2007 (in inflated dollars).

Overall, it is estimated that approximately $52.14 million of the estimated $171.12 million in capital improvement costs (in 1992 dollar adjusted for inflation), or 30 percent, would have to be funded from other sources under this scenario.

Scenario B: Partial Enterprise Fund

Scenario B is similar to Scenario A except that only 100 percent of the incremental land lease revenue from expanded and new leases would be available to fund capital improvements in Mission Bay Park. Operations and maintenance costs would continue to be funded from existing baseline leasehold revenue; however, the surplus would revert back to the City's General Fund.

Again, it is assumed that Mission Bay Park would receive a portion of the uncommitted TOT revenue dedicated to Mission Bay and Balboa Parks by 1999. It is also assumed that the Park continues to receive $2 million per year of Water Utilities Department Sludge Mitigation Funds through 1998.

Again, Mission Bay Park would receive tax increment from TOT, sales tax, and the City of San Diego's share of possessory interest tax generated in Mission Bay by expansions and new leases in the Park during the planning period, if so authorized by City Council proposed under this scenario.

Under this scenario, total revenue from incremental lease revenue, dedicated TOT, Sludge Mitigation Funds, and tax increment are projected to range from $2.12 million (in inflated dollars) in 1993 to $16.67 million in 2012. As with Scenario A, the fund earned during any year would not be enough to cover all of the capital costs incurred during the same year if the costs are evenly distributed during the planning period. Estimated annual deficits range from a high of $8.06 million in 1997 to a low of $2.08 million in 2012 (in inflated dollars). The deficit fluctuates due to the phasing of expansions and new private development and the lost revenue incurred during the reconstruction phase.

Overall, it is estimated that approximately $84.84 million of the estimated $171.12 million in capital improvements costs (in 1992 dollars adjusted for inflation), or 49 percent, would have to be funded from other sources under this scenario.

Scenario C: No Enterprise Fund; No TOT Revenues

Scenario C presents the worst case scenario: no land lease revenue, dedicated TOT revenue, or tax increment revenue would be available for the Park. Any surplus revenue generated at the Park would go into the City's general fund. This also assumes that all of the TOT revenue dedicated to Mission Bay Park has already been committed to capital improvements already approved for Mission Bay Park and new projects in Balboa Park. The City would continue to fund operations and maintenance costs using general fund monies.

Under this scenario, revenue from Sludge Mitigation Funds would be the only funds committed to Park improvements. Funds earned during any year would not be enough to cover all of the capital costs incurred during the same year if the costs are evenly distributed during the planning period. Estimated annual deficits range from $6.90 million in 1993 to $18.75 million in 2012 (in inflated dollars) during the planning period.

Overall, it is estimated that approximately $154.45 million of the estimated $171.12 million in capital improvement costs (in 1992 dollars adjusted for inflation), or 90 percent, would have to be funded from other sources under this scenario.

FORECAST SUMMARY

Given the estimate $171.12 million in public improvements, the three funding scenarios presented above generated the following deficits (1992 dollars)

Scenario A	$52.14 million
Scenario B	$84.84 million
Scenario C	$154.45 million

Clearly, other funding sources will be needed to fund these estimated deficits and to implement the Mission Bay Park Master Plan Update.

CAPITAL FINANCING CONSIDERATIONS

The projected land lease revenue, TOT and Sludge Mitigation Funds dedicated to Mission Bay Park, and tax increment generated by expansions and new leases allowed under the Mission Bay Park Master Plan Update, appear sufficient to fund from a high of 70 percent to a low of 10 percent of proposed public capital improvement costs, depending on how much of each funding source is dedicated to the Park.

The actual amount that would have to be funded from other sources ($52 to $154 million) depends on the extent to which the City chooses to make the funds identified above available to new Mission Bay Park capital improvements.

The greatest potential source of fund is land lease revenue from Mission Bay Park leaseholds. Currently, lease revenue from the Park goes directly into the general fund, enabling the City to choose to fund capital improvements in the Park using these funds. This approach provides the City with the greatest flexibility regarding the use of its funds and allows it to use the revenue generated at Mission Bay Park for other public needs in the City instead. It does not guarantee that the City will spend an equivalent amount of its general funds on maintenance of and improvements to Mission Bay Park. If the City does not use the land lease revenue generated at Mission Bay Park directly, or its equivalent amount from the general fund, the City will have to find another source that generates new revenue for funding improvements to the Park. Almost all other sources would require a tax, assessment, or impact fee, and would likely require voter approval. The telephone survey indicated that residents are unlikely to vote for an additional tax to fund improvements to Mission Bay Park.

Capital improvements could be phased over the 20-year planning period to minimize the need for debt financing. The financing scenarios presented here are based on a pay-as-you-go approach. Since almost all of the capital improvements can be phased, there is less need to incur the additional debt service costs associated with debt financing. Debt financing would eventually cost the City more than twice the original capital improvement cost and if serviced by Mission Bay land lease revenues, could place a long-term burden on the net cash flow the Park leases generate.

However, given that interest rates are at their lowest level in decades, financing some capital costs using another source of funds could be preferable to deferring capital improvements and risking higher future costs due to unanticipated inflation. Debt financing would be required under three situations: 1) if the City wants to expedite the implementation process using revenue bonds or certificates of participation supported by Mission Bay lease revenues or other sources; 2) if the City uses general public debt financed by non-park sources, such as general obligation bonds, assessment bonds, or tax anticipation bonds to finance improvements; 3) or if the City chooses to finance the deficit by committing future lease revenue earned beyond the planning period. Given that a shortfall is projected, some sort of debt financing may be required.

FINANCING THE BALANCE WITH EXISTING SOURCES

It is estimated that $52.14 to $154.45 million, would need to be funded using other sources than the funds identified in the above three scenarios. This deficit amounts from $2.61 to $7.72 million per year during the twenty year planning period.

Recommendations

Six approaches are suggested to fund this deficit without increasing taxes:

1. User and permit fees for certain activities;
2. Grants;
3. Wetland Mitigation Funds;
4. Lease Revenue Bonds;
5. Certificates of Participation;
6. Extend implementation period; and
7. Developer Fees.

125. User and Permit Fees: The telephone survey indicated a general acceptance of user fees for Mission Bay Park if the funds generated would be used for the Park. User and permit fees do not only raise revenue, they can also help control overcrowding during peak periods. User or permit fees for most water use activities, for-profit special events, space-consuming amenities for group picnics, and parking in selected, congested locations would generate additional revenue. While the revenue might not be sufficient to finance capital costs, user fees could help fund operating and maintenance costs, enabling more land lease and other revenues to be used for capital improvements.

126. Grants: State and Federal grants may be obtained for improvements associated with shoreline restoration, coastal public access, and habitat restoration. Although grant funding is not readily available during this period of government fiscal constraints, funds should be available in the future, especially if statewide bond measures pass. The State of California Coastal Conservancy and the Environmental Protection Agency's Wetlands Protection Program and Near Coastal Waters Grant Program are possible sources in the future.

127. Wetland Mitigation Funds: As coastal California continues to face development pressure, monies become available for wetland mitigation. Southern California Edison's recent funding of wetland restoration in the San Dieguito River Valley and the Port of Long Beach's funding of a restoration project at Batiquitos Lagoon in Carlsbad are recent examples. Wetland mitigation funds could be a source of financing for a portion of wetland enhancement costs in Mission Bay. Mission Bay wetland restoration would be a strong candidate for grant funds.

128. Revenue Bonds: Revenue bonds supported by land leases at the Park could be issued toward the end of the planning period to fund the balance of capital costs that had not yet been implemented on a pay-as-you-go basis. This would essentially use a portion of land lease revenue generated after the planning period to fund improvements during the planning period.

129. Certificates of Participation: Certificates of Participation could be issued to raise funds up-front during the planning period. Since many of the lessees are proposing expansions and redevelopments on their site, and new development is proposed, property tax revenue from TOT, sales tax, and the City's share of possessory interest tax and personal property tax should increase substantially as these properties are redeveloped and reassessed. Approximately 21 percent of the increase in possessory interest taxes will go to the City's General Fund. All, or a portion, of this tax increment could be used to replenish general funds used to service Certificates of Participation debt service. Certificates of Participation supported indirectly by future TOT revenue could also be issued towards the later half of the planning period. Like revenue bond financing, this would use a portion of TOT revenue collected beyond the planning period to fund Master Plan improvements during the planning period. Since Certificates of Participation are often serviced by the general fund (which can be replenished by other funds). It is considered a more secure source of funds than projected lease revenue and, therefore, usually has lower financing costs than revenue bonds.

130. Extend Implementation Period: Finally, the balance of the Master Plan Update's improvements that had not yet been funded and implemented by the end of the planning period could be implemented after the planning period on a pay-as-you-go basis. This approach defers implementation of the Master Plan, but avoids incurring debt and financing costs.

130a. Developer Fees: The City recognizes that Mission Bay Park is, first and foremost, a public recreational facility. As commercial leaseholds come forward to redevelop, intensify and expand, areas and facilities affordable to the general public will be further impacted by increased traffic, noise, and runoff. Moreover, existing views may be impaired and the quiet enjoyment of parklands when adjacent to more active uses may be diminished. New public recreational improvements and necessary traffic improvements must be provided and are not adequately funded. Therefore, the use of developer fees as an option to provide funding necessary to mitigate the increasing public burdens brought about by commercial redevelopment, intensification and expansion shall be considered. Any such fees shall be used to construct planned public amenities throughout Mission Bay Park and identified traffic and circulation improvements within the park and on the surrounding road system.

The City agrees to prepare and complete, no later than 2 years from the effective certification of this LCP amendment, a capital improvement program for the development of significant public recreational facilities, including but not limited to, necessary infrastructure improvements at Fiesta Island and South Shores. This program will identify strategies for funding in addition to the mitigation funds ($3.8 million) currently available for the recreational improvements. The capital improvement program will include a phasing component in order to ensure that the recreational improvements will be developed commensurate with new commercial development approved in the Park. The City agrees to make recreational improvements on Fiesta Island and South Shores the highest priority.

FINANCING THE BALANCE WITH NEW SOURCES

The approaches described above, especially land lease revenue, TOT revenue, and future possessory interest and property tax revenue are existing revenue sources. Although there is a direct relationship between these funds and Mission Bay Park, their use for Mission Bay Park improvements would be at the expense of other public purposes for which these general fund revenues are used, as City budgeting is currently practiced.

Recommendations

131. New Funding Sources: If the City would like to raise new additional revenues to enable it to fund Mission Bay Park improvements, it should consider the following alternatives within the context to the City's other funding priorities:

- TOT increase (Mission Bay should receive a fair share of any TOT increase)
- General Obligation Bond (two-thirds public vote required)
- Park impact fees on new development
- Citywide or targeted benefit assessment district
- Proposition A transportation funds
- Sewer or storm drain fee revenue increase
- Utility users tax increase
- Parcel tax (two-thirds public vote required)
- Admission excise tax
- Citywide Community Facilities District (two-thirds public vote required)
- Increase in property transfer tax
- Open Space and Park Bond (simple majority voter approval required)

ENTERPRISE FUND

One way to secure land lease revenue to fund Park improvements is to designate Mission Bay Park as an enterprise fund. An enterprise fund has two purposes:

1. To secure dedicated revenue collected at the facility (in this case Mission Bay Park) to fund improvements to the facility; and

2. To build in incentives for more efficient management by accounting for operating revenues and costs and making the facility dependent on surplus net revenues for capital improvements and future programming, (similar to business incentives in the private sector).

Operating almost like a non-profit corporation within the City, revenue generated at the Park would only be used for maintenance, operations, and capital costs incurred to manage Mission Bay Park. Since there is a direct relationship between revenue earned at the Park and the ability of the enterprise organization to fund operations and capital improvements, a close accounting of revenues and expenses in the Park would have to be established, providing a useful management information tool. Given the relationship between revenue and operating costs, there would be incentive to enhance revenue and operate efficiently. Capital expenditures would also be evaluated in terms of the return the expenditures generate.

The argument against an enterprise fund is that it reduces the City's flexibility to use the revenues for other needed City services, including funding public park improvements and maintenance at parks that cannot generate revenue. Also, if surplus revenue is generated after all needed maintenance and capital costs are funded, it might be inefficient to use the money for Mission Bay Park instead of another public use. Finally, the incentive to generate revenue - a key advantage of an enterprise fund - could become a higher priority than general public benefit, especially regarding expenditures that do not enhance revenue generating capacity.

One consideration regarding whether or not to establish an enterprise fund, and the use of land lease revenues to support the fund, is the relative ability to raise new revenue to replace the revenue that is lost. For example, if an enterprise fund is established using land lease revenue that otherwise would have gone into the City's general fund, the City would have to increase general tax revenue to replace the funds lost. If the City chooses not to form an enterprise fund and dedicate land lease revenue to Mission Bay Park, the City would have to increase taxes or assessments through some other source (most likely a bond measure dedicated to Mission Bay Park improvements) to raise the money needed to implement the Master Plan. A bond measure for a specific purpose may be more likely to receive voter support than a general tax increase, although there are some general tax sources which the City could increase without requiring a ballot measure, such as TOT and others listed under Recommendation 131.

Recommendations

As discussed under the forecast scenarios, essentially two options are available for the creation of an Enterprise Fund.

132. Full Enterprise Fund: One option is to create an enterprise fund supported by lease revenues, permit fees, and other user fees at the Park. Selected City services associated with the Park could be combined as the Mission Bay Park Corporation (a City agency), funded by the enterprise fund. The amount of lease revenue that would go into the fund should have a limit. Funds earned in excess of an amount needed to fund operations, maintenance, and approved capital improvements, plus a contingency, should revert back to the general fund. It is projected, however, that the equivalent of 100% of the land lease revenue collected would be needed to fund Mission Bay Park capital improvements during the planing period. If an enterprise fund is established, the land lease revenue distribution (between the City general fund and the enterprise fund) should be re-evaluated periodically.

133. Partial Enterprise Fund: Another option is to create an enterprise fund primarily for operations in order to build-in efficiency incentives. Under this scenario, a portion of land lease revenue equivalent to a budgeted amount for maintenance and operations, plus a small amount for minor capital improvements, and all user and permit fees would be dedicated to the fund. Any surplus revenue generated through efficient operations would be retained by the enterprise fund for additional minor capital improvements and new programming. Major capital improvements would still be funded by another source or sources.

The City should consider establishing an enterprise fund for Mission Bay Park, particularly after the recession when the City's general fund is more stable. Regardless of whether or not an enterprise fund is pursued, the location of new leaseholds should carefully be considered regarding State Tidelands since any surplus revenue collected within the tidelands must be returned to the State, while surplus revenue collected outside the tidelands are retained by the City or enterprise fund. If the City were to buy out the State, this concern would be invalidated, of course. This course of action has not been assumed in the cost projections.

OTHER FUNDING REQUIREMENTS

Two other funding requirements require attention. One requirement is marketing, which could be supported by a business improvement district. The other funding requirement is shuttle service within the Park.

Business Improvement District

The City should consider working with lessees to form a Business Improvement District, funded by a business license surcharge, with the funds used by Mission Bay Park businesses to market Mission Bay amenities and facilities (especially elsewhere in Southern California) and hold special events, particularly during the off-season. This joint marketing would enhance revenue for all businesses by drawing additional patronage during the off-season, which, in turn, would enhance revenue for the City.

Tram Service

The tram service would be needed only during peak days, holidays, and special events. During the day, visitation to the Park also has peaking characteristics. Therefore, the number of tram vehicles needed during the day is not constant, but varies with demand. A tram service that responds well to these fluctuations, without costing the City, would be a private jitney system. Private vans could operate within Mission Bay Park, after paying a license fee, and could provide the service needed in response to demand characteristics. The vans would respond to demand rather than provide a continuing service even when very little demand exists during the off-season and weekdays. This approach creates a business opportunity, a source of part-time summer work, and a flexible public service, at less cost to the City.

SUMMARY FUNDING RECOMMENDATIONS

The $171.12 million capital improvement plan recommended by the Mission Bay Park Master Plan Update can be implemented and funded using a combination of the following nine sources of funds:

1A. Incremental land lease revenue from leasehold expansions and new commercial development in Mission Bay Park; or

1B. All land lease revenue generated by Mission Bay Park leases after operating costs;

2. A fair share of TOT already dedicated to Mission Bay and Balboa Parks;

3. City Water Utilities Sludge Mitigation Funds;

4. Tax increment from TOT, sales tax, and the City's share of possessory interest taxes generated at Mission Bay Park from expansions and new leases;

5. State and Federal Grants

6. Wetland Mitigation Funds;

7. Certificates of Participation serviced by the General Fund, by replenished by an increase in Citywide TOT;

8. Open Space Financing District Bond;

9. General Obligation Bonds.

Maintenance costs should continue to be funded by general funds (replenished by land lease revenue), or land lease revenue directly if an enterprise fund is established, and user and permit fees.

Joint marketing should be funded by a business improvement district with the cooperation of the Mission Bay lessees.

Tram service should be provided privately under license with the City.

Table 7: BASELINE LEASE REVENUE PROJECTIONS

LAND USE	TERM.	FY 1991 REVENUE	PROJECTED FISCAL YEAR REVENUE 1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Revenue Inflation Factor		1.00	0.95	1.00	1.00	1.02	1.06	1.10	1.15	1.19	1.24	1.29	1.34	1.40	1.45	1.51	1.57	1.63	1.70	1.77	1.84	1.91	1.99
BASELINE REVENUE (1): *(in thousand dollars)*																							
M. B. Campland (2)	11-07-17	$772	$733	$772	$772	$787	$818	$851	$885	$921	$957	$996	$1,036	$1,077	$1,120	$1,165	$1,211	$1,260	$1,310	$1,363	$1,417	$1,474	$1,533
M. B. Aquatic Ctr.	09-23-00	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Bahia Belle	05-31-96	100	95	100	100	102	106	110	115	119	124	129	134	139	145	151	157	163	170	176	183	191	198
Dana Inn	05-31-18	337	320	337	337	344	357	372	386	402	418	435	452	470	489	509	529	550	572	595	619	644	669
Boy Scouts	11-29-12	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Catamaran Pier	N/A	21	20	21	21	22	23	24	25	26	27	28	29	30	31	32	34	35	36	38	39	41	43
Sportsman's Seafood	04-30-12	21	20	21	21	21	22	23	24	25	26	27	28	29	30	31	33	34	35	37	38	40	41
City/Water Utilities	N/A	500	500	500	500	500	500	500	500	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Mission Bay Golf Ctr.	07-05-01	101	96	101	101	103	107	111	115	120	125	130	135	140	146	152	158	164	171	178	185	192	200
De Anza Trailer Resort	11-23-03	876	833	876	876	894	930	967	1,006	1,046	1,086	1,131	1,176	1,224	--	--	--	--	--	--	--	--	--
Bahia Hotel	3-16-16	445	423	445	445	454	473	491	511	532	553	575	598	622	647	673	699	727	757	787	818	851	885
Everingham Bros. Bait Co.	04-30-97	19	18	19	19	20	20	21	22	23	24	25	26	27	28	29	30	31	33	34	35	37	38
Mission Bay Sports Ctr.	05-31-95	68	64	68	68	69	72	75	78	81	84	88	91	95	99	102	107	111	115	120	125	130	135
San Diego Hilton Resort	10-31-95	1,300	1,235	1,300	1,300	1,326	1,379	1,434	1,491	1,551	1,613	1,678	1,745	1,814	1,887	1,962	2,041	2,123	2,208	2,296	2,388	2,483	2,583
Hyatt Islandia (3)	11-30-38	1,164	1,125	1,267	1,267	1,293	1,344	1,396	1,454	1,512	1,573	1,636	1,701	1,769	1,840	1,913	1,990	2,069	2,152	2,238	2,328	2,421	2,518
Mission Bay Marina (4)	03-04-29	316	436	348	348	355	369	384	399	415	431	449	467	485	505	525	546	568	590	614	639	664	691
Marina Village (5)	04-30-27	513	488	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513
Mission Bay Yacht Club	07-31-11	81	77	81	81	82	86	89	93	96	100	104	108	113	117	122	127	132	137	143	148	154	160
Ocean Boards Inter. (6)	09-30-94	26	25	26	26	27	28	29	30	31	33	34	35	37	38	40	41	43	45	46	48	50	52
Mailo's Hot Dogs	06-30-94	8	8	8	8	8	8	9	9	10	10	10	11	11	12	12	13	13	14	14	15	15	16
S.D./M.B. Boat & Ski Club	04-30-88	29	28	29	29	30	31	32	33	35	36	38	39	41	42	44	46	47	49	51	53	56	58
S.D. Princess Resort	12-31-16	1,239	1,177	1,239	1,239	1,263	1,314	1,366	1,421	1,478	1,537	1,599	1,662	1,729	1,798	1,870	1,945	2,023	2,104	2,188	2,275	2,366	2,461
S.D. Rowing Club (7)	07-31-13	9	9	9	9	9	10	10	10	11	11	12	12	13	13	14	14	15	15	16	17	17	18
S.D. Visitor Info. Ctr.	10-31-93	23	22	23	23	23	24	25	26	27	28	29	30	32	33	34	36	37	38	40	42	43	45
Sea World of San Diego	12-30-33	3,943	3,746	3,943	3,943	4,022	4,183	4,350	4,524	4,705	4,893	5,089	5,293	5,504	5,725	5,954	6,192	6,439	6,697	6,965	7,243	7,533	7,834
Sea World of San Diego (8)	01-01-94	91	87	91	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Seaforth Sportsfishing	04-30-21	292	277	292	292	298	310	322	335	348	362	377	392	408	424	441	458	477	496	516	536	558	580
Dana Landing (9)	05-31-97	156	155	163	163	167	173	180	187	195	203	211	219	228	237	247	257	267	277	289	300	312	325
TOTAL BASELINE REVENUE (10) *(in million dollars)*		$12.47	$12.02	$12.59	$12.50	$12.73	$13.20	$13.69	$14.19	$14.22	$14.77	$15.34	$15.93	$16.55	$15.92	$16.54	$17.18	$17.84	$18.53	$19.26	$20.00	$20.79	$21.60

Net 1992 Present Value @ 4% Discount Rate $215.11

(1) Assumes leases that expire during planning period will be renewed under the same terms, except for De Anza Trailer Resort and City Water Utilities which will revert to the City at end of lease term.

(2) Campland revenue projection could be less during transition if it is relocated.

(3) Assumes increase of 7% in 1993 due to rental percentage adjustment under current lease contract.

(4) Assumes a one year increase in 1992 due to America's Cup subleases and an increase of 10% over 1991 rate in 1993 due to rental percentage adjustment under current lease contract.

(5) Assumes constant lease revenue due to poor performance of this use.

(6) Ocean Boards International is not located within Mission Bay Park, but pays lease to have access to Mission Bay Park.

(7) San Diego Rowing Club includes former Rowing Council of San Diego.

(8) Temporary lease scheduled to expire in 1994.

(9) Assumes increase of 5% in 1992 due to rental percentage adjustment under current lease contract.

(10) Sums may not add due to rounding.

Source: Economics Research Associates, January 1993.

Table 8: INCREMENTAL LEASE REVENUE PROJECTIONS

LAND USE	BEGIN. DATE	FY 1991 REVENUE	PROJECTED FISCAL YEAR REVENUE 1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Revenue Inflation Factor		1.00	0.95	1.00	1.00	1.02	1.06	1.10	1.15	1.19	1.24	1.29	1.34	1.40	1.45	1.51	1.57	1.63	1.70	1.77	1.84	1.91	1.99
INCREMENTAL REVENUE: *(in thousand dollars)*																							
REDEVELOPMENTS PROPOSED																							
BY LESSEES																							
S.D. Princess Mgmt. Resort (2)	1992																						
Revenue Gain			118	124	124	126	131	137	142	148	154	160	166	173	180	187	195	202	210	219	228	237	246
Revenue Loss			0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Net Revenue Gain or <Loss>			118	124	124	126	131	137	142	148	154	160	166	173	180	187	195	202	210	219	228	237	246
Dana Inn (3)	1994 & 2003																						
Revenue Gain			–	–	86	95	98	102	107	111	115	120	125	314	759	851	885	920	957	995	1,035	1,076	1,119
Revenue Loss			–	–	0	0	0	0	0	0	0	0	0	470	489	509	529	550	572	595	619	644	669
Net Revenue Gain or <Loss>			–	–	86	95	98	102	107	111	115	120	125	(156)	270	342	356	370	385	400	416	432	450
Bahia Hotel (4)	1996																						
Revenue Gain			–	–	0	149	334	521	1,014	1,136	1,182	1,229	1,278	1,329	1,382	1,436	1,495	1,555	1,617	1,682	1,749	1,819	1,892
Revenue Loss			–	–	111	227	355	491	511	532	553	575	598	622	647	673	699	727	757	787	818	851	885
Net Revenue Gain or <Loss>			–	–	(111)	(78)	(21)	30	503	604	629	654	680	707	735	765	796	828	860	895	931	968	1,007
Marina Village (5)	1996																						
Revenue Gain			–	–	–	–	348	362	1,046	1,339	1,392	1,448	1,506	1,566	1,629	1,694	1,761	1,832	1,905	1,981	2,061	2,143	2,229
Revenue Loss			–	–	–	–	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513	513
Net Revenue Gain or <Loss>			–	–	–	–	(165)	(151)	533	826	879	935	993	1,053	1,116	1,181	1,248	1,319	1,392	1,468	1,548	1,630	1,716
Sub-total Revenue Gain or <Loss>			$118	$124	$99	$143	$43	$118	$1,285	$1,689	$1,777	$1,889	$1,984	$1,777	$2,301	$2,475	$2,595	$2,719	$2,847	$2,982	$3,123	$3,267	$3,419
RELOCATIONS																							
S.D./M.B. Boat & Ski Club	1994																						
Revenue Gain			–	–	32	33	34	35	36	39	40	42	43	45	46	48	51	52	54	56	58	62	64
Revenue Loss			–	–	29	30	31	32	33	35	36	38	39	41	42	44	46	47	49	51	53	56	58
Net Revenue Gain or <Loss>			–	–	3	3	3	3	3	4	4	4	4	4	4	4	5	5	5	5	5	6	6
Sub-total Revenue Gain or <Loss>			–	–	$3	$3	$3	$3	$3	$4	$4	$4	$4	$4	$4	$4	$5	$5	$5	$5	$5	$6	$6
NEW LEASEHOLDS REVENUE GAIN																							
Bahia Marina	1995					15	15	16	17	17	18	19	20	20	21	22	23	24	25	26	27	28	29
S.D. Princess Marina	1995					50	52	54	57	59	61	64	66	69	72	74	77	81	84	87	91	94	98
South Shores Comm. Lease	2001											194	201	209	218	226	236	245	255	265	276	287	298
South Shores Marina	2002												76	81	85	88	92	95	99	103	107	111	116
Uncommitted 350 Hotel Rooms(6)	2008																		1,656	1,856	1,932	2,009	2,089
Sub-total Revenue Gain			$0	$0	$0	$65	$67	$70	$74	$76	$79	$277	$365	$379	$398	$410	$426	$445	$2,121	$2,339	$2,433	$2,529	$2,630
TOTAL INCREMENTAL REVENUE OR <LOSS> *(in million dollars)*			$0.12	$0.12	$0.10	$0.21	$0.11	$0.19	$1.36	$1.77	$1.86	$2.15	$2.33	$2.16	$2.70	$2.89	$3.03	$3.17	$4.97	$5.33	$5.56	$5.80	$6.06

Net Present Value @ 4% Discount Rate	$28.48

(1) Revenue gain assumes 1.1 times current lease payment due to remodel. Revenue loss is existing lease payment before remodel.

(2) Revenue gain assumes 10% increase in existing lease payment due to added banquet/conference facilities.

(3) Revenue gain assumes 70 new rooms in 1994, then redevelopment of rest of site, replacing existing rooms and adding more new rooms, in 2003. Revenue loss is existing lease revenue.

(4) Revenue gain assumes replacement of 80 rooms per year for 3 years, then replacement of balance and addition of new rooms in 4th year, for a total of 426 rooms. Revenue loss is portion of existing lease revenue loss during phased construction and current lease revenue foregone due to remodel.

(5) Revenue gain is new 350 room hotel. Revenue loss is current lease revenue from Marina Village. Includes expansion of existing leasehold area by approximately 5 acres.

(6) Uncommitted 350 Hotel Rooms may be supplied by intensification of existing leasehold expansion proposals or hotel development on De Anza Point.

Table 9: NET LEASE REVENUE PROJECTIONS

(amounts in current million dollars)

LAND USE	FY 1991 COST	PROJECTED FISCAL YEAR NET REVENUE 1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Operating Cost Inflation Factor @ 4%/yr.	1.00	1.00	1.04	1.08	1.12	1.17	1.22	1.27	1.32	1.37	1.42	1.48	1.54	1.60	1.67	1.73	1.80	1.87	1.95	2.03	2.11	2.19
REVENUE																						
Total Baseline Revenue		$12.02	$12.59	$12.50	$12.73	$13.20	$13.69	$14.19	$14.22	$14.77	$15.34	$15.93	$16.55	$15.92	$16.54	$17.18	$17.84	$18.53	$19.26	$20.00	$20.79	$21.60
Total Incremental Revenue or <Loss>		0.12	0.12	0.10	0.21	0.11	0.19	1.36	1.77	1.86	2.15	2.33	2.16	2.70	2.89	3.03	3.17	4.97	5.33	5.56	5.80	6.06
TOTAL LEASE REVENUE		$12.14	$12.72	$12.60	$12.94	$13.31	$13.88	$15.55	$15.99	$16.63	$17.49	$18.27	$18.71	$18.62	$19.42	$20.20	$21.01	$23.51	$24.58	$25.56	$26.59	$27.65
DIRECT OPERATING EXPENSES (1)	$7.00	$7.00	$7.39	$8.58	$9.06	$9.42	$9.94	$10.50	$11.08	$11.70	$12.35	$13.03	$13.76	$14.52	$15.33	$16.18	$17.08	$18.03	$19.03	$20.09	$21.21	$22.39

Net 1992 Present Value @ 4% Discount Rate	$177.59

NET LEASE REVENUE	$5.14	$5.33	$4.02	$3.89	$3.89	$3.93	$5.06	$4.91	$4.93	$5.15	$5.23	$4.95	$4.10	$4.10	$4.02	$3.93	$5.46	$5.55	$5.47	$5.36	$5.26

Net 1992 Present Value @ 4% Discount Rate	$66.01

Notes:

(1) Includes Property Dept., Parks and Recreation Coastal Division, and Parks and Recreation Central Division expenses, plus overhead allocations, plus 10% for increased levels of service beginning in 1994, inflation adjustment, and 1.5% real increase per year due to increase in parkland to accomodate increase usage. Does not include Fire, Police, or General Services. No inflation assumed from 1991 to 1992 due to budget cutbacks. Costs attributed to operating marsh levees, if built, could be extra.

Source: Economics Research Associates, January 1993.

Table 10A: CAPITAL IMPROVEMENTS FINANCING - ASSUMING 100% OF LAND LEASE REVENUE AFTER OPERATING COSTS ARE DEDICATED TO NEW PARK IMPROVEMENTS

(amounts in current million dollars)

LAND USE	TOTAL '92$	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Inflation Factor @ 4%/yr.	1.00	1.00	1.04	1.08	1.12	1.17	1.22	1.27	1.32	1.37	1.42	1.48	1.54	1.60	1.67	1.73	1.80	1.87	1.95	2.03	2.11	2.19
FINANCING SOURCES																						
100% of Net Lease Revenue After Operating Costs		–	$5.33	$4.02	$3.69	$3.69	$3.93	$5.06	$4.91	$4.93	$5.15	$5.23	$4.95	$4.10	$4.10	$4.02	$3.93	$5.46	$5.55	$5.47	$5.38	$5.26
TOT Share (1)		–	0.00	0.00	0.00	0.00	0.00	0.00	0.17	0.71	1.01	1.32	1.66	2.01	2.37	2.76	3.16	3.58	5.49	6.55	7.05	7.58
Water Utility Funds		–	2.00	2.00	2.00	2.00	2.00	2.00	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Transient Occupancy Tax Increment		–	–	0.12	0.13	0.14	0.14	1.33	1.44	1.46	1.48	1.50	1.35	1.55	1.58	1.61	1.63	2.56	2.66	2.69	2.72	2.76
Sales Tax Increment		–	–	0.00	0.00	0.01	0.01	0.04	0.05	0.05	0.05	0.05	0.04	0.05	0.05	0.05	0.05	0.09	0.09	0.09	0.09	0.09
Possessory Interest Tax Increment		–	–	0.01	0.01	0.01	0.01	0.10	0.11	0.11	0.11	0.11	0.10	0.12	0.12	0.12	0.12	0.19	0.20	0.20	0.20	0.20
Total Financing Funds		$0.00	$7.33	$6.15	$6.03	$6.04	$6.09	$8.53	$6.67	$7.25	$7.80	$8.22	$8.11	$7.83	$8.22	$8.56	$8.90	$11.90	$13.96	$15.01	$15.44	$15.87
PROJECTED CAPITAL COSTS																						
Total Capital Costs in 1992$	$171.12																					
North End Improvements	18.00																					
Fiesta Island & Bay Improvements	33.25																					
South Shores Improvements	21.90																					
Park-Wide Improvements	63.75																					
Design & Administration @ 25%	34.22																					
Total Capital Costs in Inflated $ (2)(3)	$264.96	$0.00	$8.90	$9.25	$9.62	$10.01	$10.41	$10.83	$11.26	$11.71	$12.18	$12.66	$13.17	$13.70	$14.25	$14.82	$15.41	$16.02	$16.67	$17.33	$18.03	$18.75
CASH FLOW BALANCE IN INFLATED $ SURPLUS <DEFICIT> (3)	($81.05)	$0.00	($1.57)	($3.10)	($3.59)	($3.96)	($4.32)	($2.30)	($4.59)	($4.45)	($4.38)	($4.44)	($5.06)	($5.87)	($6.03)	($6.25)	($6.51)	($4.13)	($2.69)	($2.33)	($2.58)	($2.87)
Net 1992 Present Value @ 4% Discount Rate Surplus <Deficit> (4)	($52.14)																					

(1) Based on Dept. of Finance projections of TOT not yet committed to existing and planned Balboa Park and Mission Bay projects. Mission Bay capital costs already funded or approved in the CIP include shoreline reclamation, selected restrooms, Salt Bay development, and miscellaneouc projects. Assumes 50% of uncommitted TOT funds are available for Mission Bay Park (with the balance available for Balboa Park's East Mesa projects). The actual distribution will depend on future City policy.

(2) Amount would be less if a hotel is built on the De Anza site. In total, capital costs and the deficit would be approximately $3.13 million less in 1992 $.

(3) Assumes that capital costs are evenly distributed over the planning period.

(4) Discounted at 4% inflation rate per year.

Source: Economics Research Associates, January 1993.

Table 10B: CAPITAL IMPROVEMENTS FINANCING - ASSUMING ONLY LAND LEASE INCREMENT FROM REDEVELOPING EXISTING LEASES AND NEW LEASES ARE DEDICATED TO NEW PARK IMPROVEMENTS

(amounts in current million dollars)

LAND USE	TOTAL '92$	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Inflation Factor @ 4%/yr.	1.00	1.00	1.04	1.08	1.12	1.17	1.22	1.27	1.32	1.37	1.42	1.48	1.54	1.60	1.67	1.73	1.80	1.87	1.95	2.03	2.11	2.19
FINANCING SOURCES																						
100% of Incremental Lease Revenue		--	$0.12	$0.10	$0.21	$0.11	$0.19	$1.36	$1.77	$1.86	$2.15	$2.33	$2.16	$2.70	$2.89	$3.03	$3.17	$4.97	$5.33	$5.56	$5.80	$6.06
TOT Share (1)		--	0.00	0.00	0.00	0.00	0.00	0.00	0.17	0.71	1.01	1.32	1.66	2.01	2.37	2.76	3.16	3.58	5.49	6.55	7.05	7.56
Water Utility Funds		--	2.00	2.00	2.00	2.00	2.00	2.00	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Transient Occupancy Tax Increment		--	--	0.12	0.13	0.14	0.14	1.33	1.44	1.46	1.48	1.50	1.35	1.55	1.58	1.61	1.63	2.56	2.66	2.69	2.72	2.76
Sales Tax Increment		--	--	0.00	0.00	0.01	0.01	0.04	0.05	0.05	0.05	0.05	0.04	0.05	0.05	0.05	0.05	0.09	0.09	0.09	0.09	0.09
Possessory Interest Tax Increment		--	--	0.01	0.01	0.01	0.01	0.10	0.11	0.11	0.11	0.11	0.10	0.12	0.12	0.12	0.12	0.19	0.20	0.20	0.20	0.20
Total Financing Funds		$0.00	$2.12	$2.23	$2.35	$2.26	$2.35	$4.83	$3.53	$4.18	$4.80	$5.32	$5.31	$8.43	$7.01	$7.57	$8.14	$11.39	$13.76	$15.09	$15.86	$16.67
PROJECTED CAPITAL COSTS																						
Total Capital Costs in 1992$	$171.12																					
North End Improvements	18.00																					
Fiesta Island & Bay Improvements	33.25																					
South Shores Improvements	21.90																					
Park-Wide Improvements	63.75																					
Design & Administration @ 25%	34.22																					
Total Capital Costs in Inflated $ (2)(3)	$264.96	$0.00	$8.90	$9.25	$9.62	$10.01	$10.41	$10.83	$11.26	$11.71	$12.18	$12.66	$13.17	$13.70	$14.25	$14.82	$15.41	$16.02	$16.67	$17.33	$18.03	$18.75
CASH FLOW BALANCE IN INFLATED $ SURPLUS <DEFICIT> (3)	($123.75)	$0.00	($6.77)	($7.02)	($7.27)	($7.75)	($8.06)	($6.00)	($7.73)	($7.53)	($7.38)	($7.34)	($7.86)	($7.27)	($7.24)	($7.25)	($7.27)	($4.63)	($2.91)	($2.24)	($2.16)	($2.08)

Net 1992 Present Value @ 4% Discount Rate Surplus <Deficit> (4)	($84.84)

(1) Based on Dept. of Finance projections of TOT not yet committed to existing and planned Balboa Park and Mission Bay projects. Mission Bay capital costs already funded or approved in the CIP include shoreline reclamation, selected restrooms, Sail Bay development, and miscellaneouc projects. Assumes 50% of uncommitted TOT funds are available for Mission Bay Park (with the balance available for Balboa Park's East Mesa projects). The actual distribution will depend on future City policy.

(2) Amount would be less if a hotel is built on the De Anza site. In total, capital costs and the deficit would be approximately $3.13 million less in 1992 $.

(3) Assumes that capital costs are evenly distributed over the planning period.

(4) Discounted at 4% inflation rate per year.

Source: Economics Research Associates, January 1993.

Table 10C: CAPITAL IMPROVEMENTS FINANCING - ASSUMING ONLY WATER UTILITY FUNDS ARE DEDICATED TO NEW PARK IMPROVEMENTS

(amounts in current million dollars)

LAND USE	TOTAL '92$	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Inflation Factor @ 4%/yr.	1.00	1.00	1.04	1.08	1.12	1.17	1.22	1.27	1.32	1.37	1.42	1.48	1.54	1.60	1.67	1.73	1.80	1.87	1.95	2.03	2.11	2.19
FINANCING SOURCES																						
100% of Incremental Lease Revenue		–	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
TOT Share (1)		–	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Water Utility Funds		–	2.00	2.00	2.00	2.00	2.00	2.00	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Transient Occupancy Tax Increment		–	–	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Sales Tax Increment		–	–	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Possessory Interest Tax Increment		–	–	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Total Financing Funds		$0.00	$2.00	$2.00	$2.00	$2.00	$2.00	$2.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
PROJECTED CAPITAL COSTS																						
Total Capital Costs in 1992$	$171.12																					
North End Improvements	18.00																					
Fiesta Island & Bay Improvements	33.25																					
South Shores Improvements	21.90																					
Park-Wide Improvements	63.75																					
Design & Administration @ 25%	34.22																					
Total Capital Costs in Inflated $ (2)(3)	$264.96	$0.00	$8.90	$9.25	$9.62	$10.01	$10.41	$10.83	$11.26	$11.71	$12.18	$12.66	$13.17	$13.70	$14.25	$14.82	$15.41	$16.02	$16.67	$17.33	$18.03	$18.75
CASH FLOW BALANCE IN INFLATED $ SURPLUS <DEFICIT> (3)	($252.96)	$0.00	($6.90)	($7.25)	($7.62)	($8.01)	($8.41)	($8.83)	($11.26)	($11.71)	($12.18)	($12.66)	($13.17)	($13.70)	($14.25)	($14.82)	($15.41)	($16.02)	($16.67)	($17.33)	($18.03)	($18.75)

Net 1992 Present Value @ 4% Discount Rate Surplus <Deficit> (4)	($154.45)

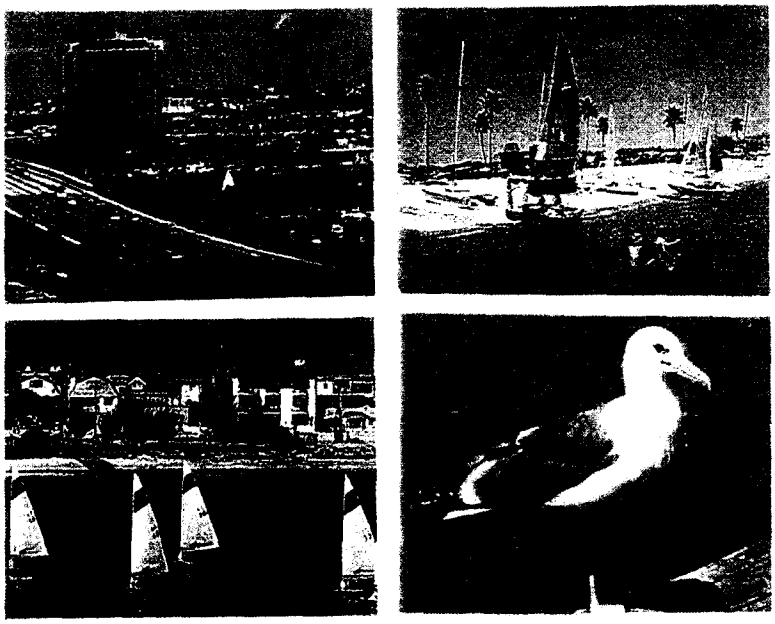
(1) Based on Dept. of Finance projections of TOT not yet committed to existing and planned Balboa Park and Mission Bay projects. Mission Bay capital costs already funded or approved in the CIP include shoreline reclamation, selected restrooms, Sail Bay development, and miscellaneouc projects. Assumes 50% of uncommitted TOT funds are available for Mission Bay Park (with the balance available for Balboa Park's East Mesa projects). The actual distribution will depend on future City policy.

(2) Amount would be less if a hotel is built on the De Anza site. In total, capital costs and the deficit would be approximately $3.13 million less in 1992 $.

(3) Assumes that capital costs are evenly distributed over the planning period.

(4) Discounted at 4% inflation rate per year.

XI. IMPLEMENTATION



The continuing development of Mission Bay Park requires a course that acknowledges the realities of funding, leasehold terms, recreational priorities, and new investment opportunities. As these "realities" are engaged over the next 20 years, it will be necessary to adjust and fine tune this Plan's recommendations. Such "mid-course" corrections, however, should sustain the collective vision for the Park of "Parks Within a Park," which has been crafted through intensive public scrutiny and participation. Below are described the potential constraints and priorities that should guide the development of the Park towards this collective vision.

IMPLEMENTATION CONSTRAINTS

Over the years the City has negotiated long-term leases with various individuals, organizations and institutions in the interest of gaining revenue and providing additional recreational opportunities. Of these, the following affect the implementation of this Plan:

1. De Anza Trailer Resort; 2003 Lease Termination Date.

The Trailer Resort contains over 500 separate leases with mobile home tenants. Prior to the start of the Master Plan Update, the De Anza Corporation was considering the redevelopment of the site into a hotel resort, which would have included the relocation of the tenants, as well as the creation of a 40-acre public park. However, a formal development proposal was not submitted. When and if the De Anza Corporation, or any other interested party, submits plans for part or all of the Study Area site, the City would review such proposals in accordance with the goals and objectives of this Plan, and the development criteria set forth for the De Anza Special Study Area, contained in the Land Use Section of this Plan.

2. Campland on the Bay; 2017 Lease Termination Date.

The De Anza Corporation also holds the Campland on the Bay lease. To meet overriding environmental and recreational objectives, this Plan suggests that "Campland" be relocated to the east side of Rose Creek as part of the De Anza Special Study Area.

Given the constraint imposed by the Trailer Resort lease termination date, it is not likely that the relocation of Campland to the De Anza Special Study Area site will occur prior to 2003, unless, of course, the lessee submits new redevelopment plans abiding by the SSA development criteria prior to this date.

A second possibility is for the lessee to effectuate Campland's relocation in 2003, following the abandonment of the Trailer Resort. At this time the lessee might have the impetus to renegotiate a new long-term lease, possibly east of Rose Creek, within the SSA.

The opposite scenario would be that the lessee chooses to remain in its present location through its lease termination date, at which time the property would revert to public use under the terms of the Kapiloff Bill (AB 447-1981). This would represent a 14-year delay in the implementation of the proposed wetland at the outfall of Rose Creek.

3. Sludge Beds; 1998 Estimated Abandonment.

The City's Water Utilities Department estimates that the sludge bed operations in Fiesta Island will remain active through 1998, possibly a few years beyond. Therefore, the development of the Island's southern peninsula into regional parkland, representing about 100 acres, cannot be implemented prior to this date. It would be of significant benefit to the Park, obviously, to secure the abandonment of the sludge beds at the earliest possible date. Abandoning the sludge beds also means the removal of the odor associated with them that affects East Shores and will affect the South Shores new development areas.

PRIORITIES

With a $170 million total implementation cost, of which only about $90 million can be financed under the recommended incremental land lease revenue scenario (see Section X, Economics, Forecast Scenario B), a clear set of priorities should be established to guide the continuing development of the Park. Such priorities should seek to maximize short-term benefit for the least possible cost. The City agrees to prepare and complete, no later than 2 years from the effective certification of this LCP amendment, a capital improvement program for the development of significant public recreational facilities, including but not limited to, necessary infrastructure improvements at Fiesta Island and South Shores. This program will identify strategies for funding in addition to the mitigation funds ($3.8 million) currently available for the recreational improvements. The capital improvement program will include a phasing component in order to ensure that the recreational improvements will be developed commensurate with new commercial development approved in the Park. The City agrees to make recreational improvements on Fiesta Island and South Shores the highest priority.

Recommendations

The recommendations below represent a course of implementation based on what can be accomplished to the immediate benefit of the public, without incurring excessive "up-front" costs nor causing undue environmental impacts. Dollar amounts are approximate 1992 development costs.

134. South Shores Development: The proposed parkland areas of South Shores, totaling about $13.5 million in costs (not including the embayment costs), can proceed immediately following the adoption of the Master Plan Update and certification of its Environmental Impact Report (EIR). Comprising over 40 acres of parkland, this area can accommodate over 2,000 people, plus bring nighttime and increased seasonal visitors to the Park (amphitheater and waterfront promenade). Accordingly, the development of South Shores should be a high priority.

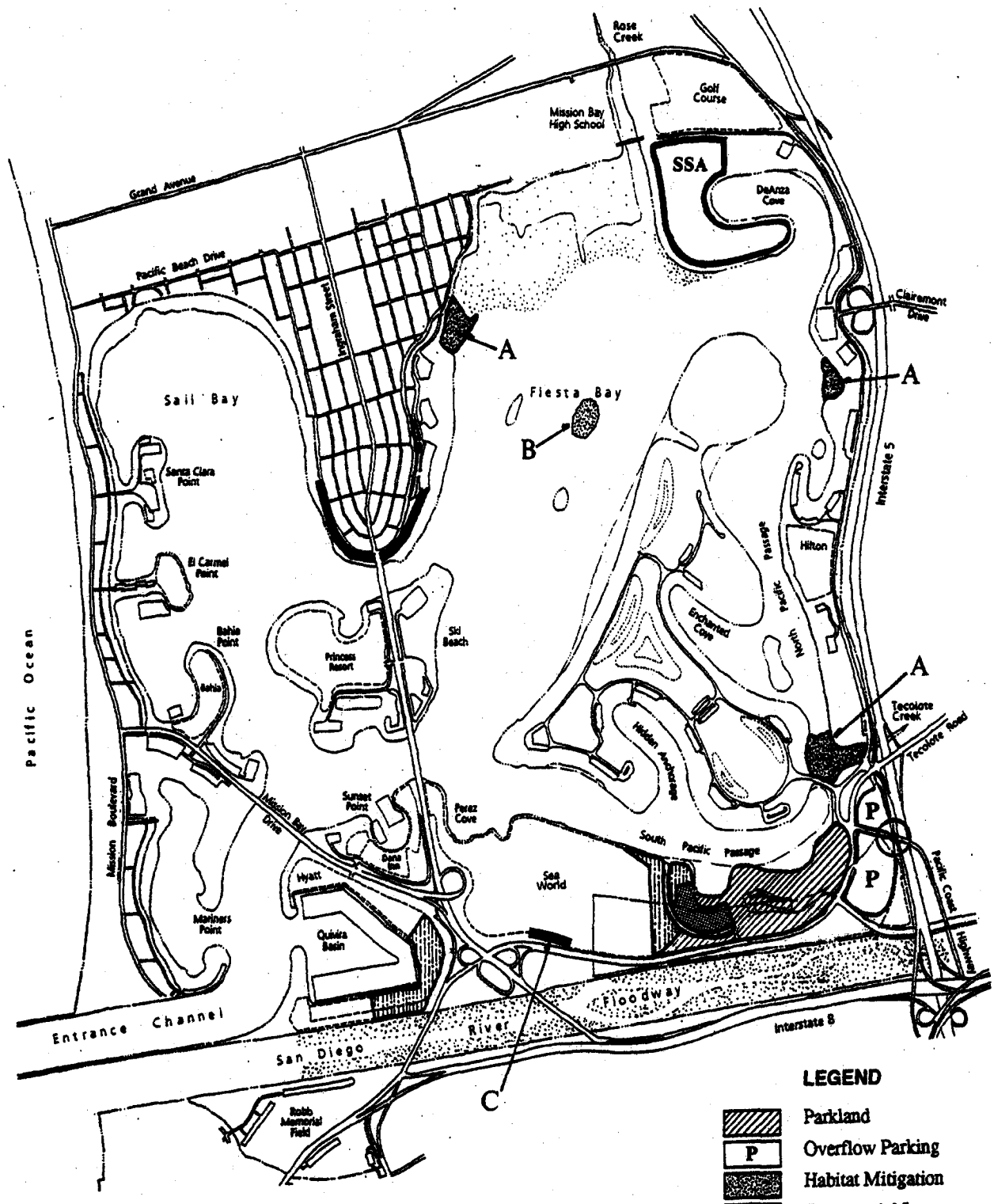
In addition to the development of parkland areas, the planned boat ramp and trailer parking should proceed in accordance with the site development adjustments as described in Recommendation 114. Along with the ramp, relocation of the Ski Club should be pursued.

135. De Anza Ramp: Regulated use of the De Anza boat ramp should proceed immediately following the approval of the Master Plan Update.

136. Overflow Parking: Nearly three quarters of the overflow parking (2,000 spaces) are targeted for special event (Over-the-Line, Thunderboats) and will become "due" when the parkland areas of Fiesta Island are developed following the abandonment of the sludge beds. Until then, this parking can remain in Fiesta Island as currently provided and managed. Therefore, to service the new parkland areas of South Shores, 500 or so spaces should be developed in the southern portion of the overflow parking area, which could remain unpaved. For evening amphitheater events, the South Shores boat ramp parking could also be pressed into service.

Because such parking would be within convenient walking distance from the South Shores parkland, a tram service would not be required in this initial phase of implementation.

137. Mitigation Areas: Initial park improvements may require mitigation prior to the development of the main habitat area in the northeast quadrant of the Park. However, the following sites would be available for the development of natural habitats immediately following adoption of the Master Plan Update and certification of its EIR:



Priority Development Areas

figure 33

- Tecolote Creek Marsh: 12 acres, $1.2 million

- Potential marsh expansion at north end of Crown Point Shores: 5 acres, $0.5 million

- Marsh area south of Visitor and Information Center: 4 acres, $0.4 million

138. Bicycle and Pedestrian Paths: New bike and pedestrian paths will be developed as part of the South Shores implementation. Other path improvements receiving priority should be:

- Sea World Drive overpass: $1.2 million. This improvement will allow visitors uninterrupted movement from South Shores to Ingraham Boulevard.

- Crown Point Shores boardwalk: 1,000 linear feet, $0.5 million.

- Tecolote Creek path widening: 500 linear feet, $0.5 million.

These improvements would leave the Rose Creek bridge, a $2 million cost, as the only remaining link towards completing a pathway system around the Park.

139. Commercial Development: From a revenue stand-point, it would be of clear benefit to the City to facilitate the early redevelopment of as many new commercial leases as possible.

Three lease areas are subject to specific development criteria: De Anza Point, Bahia Point, and Dana Inn at Sunset Point/ Dana Landing. The City should pursue negotiations with these lessees to intensify their leaseholds and achieve this Plan's environmental, recreational, and commercial objectives for these areas.

Other proposed commercial lease areas only require adherence to the Design Guidelines. Of these, the following commercial recreation sites would potentially yield high revenue and could be redeveloped immediately following adoption of the Master Plan Update and certification of its EIR:

- Marina Village: 500-room hotel and conference center.

- South Shores: 16.5-acre "best-use" development.

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Appendix A

GOALS AND OBJECTIVES

Prepared by

Wallace Roberts & Todd

GOAL STATEMENT

The following text forms a goal statement to guide the future development of Mission Bay Park as an aquatic park, planned and designed to serve citizens of and visitors to San Diego.

Goals for Land Use

Mission Bay Park is a truly unique public coastal resource. The world's largest urban water-recreation park, its 2,100-acre land area supports a diversity of land and water uses including water-oriented public recreation, commercial and resort enterprises, and wildlife habitat.

The public recreational use of land in Mission Bay Park has traditionally been focussed on passive parkland that supports the enjoyment of the waterfront setting as well as access to the water for wading and a variety of boating activities. The strip of land immediately adjacent to the water is, of course, especially valuable as a recreation resource along with the bicycle and pedestrian paths that provide access to it.

Commercial recreation amenities in Mission Bay Park form a vital constituent of the Park's extensive use and include a marine theme Park, and a number of resort hotels and marinas. Many people enjoy the Bay through the use of these facilities, which also provide revenue for the park's operations and maintenance.

Once a huge marsh with a dramatic diversity and richness of natural and wildlife resources, Mission Bay has been gradually dredged to form the current bodies of land and water. Remaining natural resources in Mission Bay have tended to be valued primarily for their biological function. In recent years, however, as public awareness of environmental issues has grown, there has been a rise in the perception of natural areas also as key recreational and aesthetic amenities.

In the light of these issues, Mission Bay Park should be:

Land Use Goal 1

An aquatic-oriented park which provides a diversity of public, commercial and natural land uses for the enjoyment and benefit of all the citizens of San Diego and visitors from outside communities.

1.1 *A park in which all public recreation land use areas are designed and managed to maximize uses that benefit from the bay's unique environment.*

1.2 *A park where the waterfront is designed and managed for public access to the greatest extent possible.*

1.3 *A park which supports commercial and non-profit lease areas, with priority given to water-oriented leases, on up to 25 percent of the total land area of the Park.*

1.4 A park which provides certain natural areas for passive recreation, with limited public access to certain natural areas for passive recreation, aesthetic enjoyment, and education, while enhancing, and protecting from public access if necessary, other more sensitive natural areas to maximize their biological value.

1.5 A park which provides a continuous, safe, and enjoyable network of recreational pathways for pedestrians, joggers, cyclists, roller skaters, and other approve non-motorized recreational users to enjoy and access the park's recreation environments.

Mission Bay serves the recreation needs of adjacent neighborhoods as well as city and regional constituencies. For this reason, the park functions, in effect, as a system of different parks, or "parks within a park," serving the various user groups, including biotic conservation interests. Accordingly, Mission Bay park should be:

Land Use Goal 2

A park in which land uses are located so as to avoid negative impacts on adjacent areas, providing for ease of access, and according to the particular qualities of different parts of the Bay.

2.1 A park which provides aquatic-oriented neighborhood recreational amenities to serve adjoining neighborhoods.

2.2 A park which provides easily accessible regional recreation areas serving various user groups while minimizing conflicts between them.

2.3 A park which integrates the various park areas into a coherent whole, principally through paths, shore access and landscape management & certain unified design elements.

Mission Bay Park has a defined boundary, but is nevertheless connected to a number of other important open space resources which link throughout San Diego. There is an opportunity for the Park to function as a hub uniting citywide recreational, aesthetic, and environmental areas. Accordingly, Mission Bay should be:

Land Use Goal 3

A park which enhances the viability and use of other connected open space areas so as to promote the creation of a comprehensive, integrated open space system.

3.1 A park which is connected by recreational trails and pathways to the San Diego River, Tecolote Creek and Canyon, Rose Creek and Canyon, San Clemente Canyon, and the ocean beaches.

3.2 A park in which biological values are enhanced through the integration of the Bay's natural resources with those of Famosa Slough, the San Diego River, Tecolote Creek and Rose Creek.

Goals for Water Use

Mission Bay's development as a park has, from the beginning, held the provision of water recreation as a primary goal. Accordingly, Mission Bay Park should be:

Water Use Goal 1

A park in which the water areas are allocated and maintained to support the diverse aquatic interests of those visiting Mission Bay.

1.1 A park in which provision is made for the interests of all users including power boaters, sail boaters, competition and recreational waterskiing, boardsailors, rowers, jet skiers, personal watercraft users, swimmers, bird watchers, persons fishing and future unidentified users.

Water Use Goal 2

A park which provides adequate and safe access to the waters of Mission Bay.

2.1 A park in which shoreline design and maintenance are managed to maximize water access within the context of shoreline stabilization needs, land use designations, environmental resources and regulations, aesthetic concerns, and public safety.

Water Use Goal 3

A park in which the water areas are maintained to assure the maximum enjoyment of aquatic activities consistent with safety, aesthetic, and environmental concerns.

3.1 A park in which the highest water quality is maintained, and in which water access facilities and water recreation designations are appropriately designed and located with respect to aesthetic and environmental goals, and consistent with the maintaining public safety.

Water Use Goal 4

A park in which water areas are maintained to assure continued navigability for designated uses, and in which adequate shoreline access for water use is maintained.

4.1 A park in which the consistent utilization of appropriate methods to maintain usability of water recreation designated areas is a primary goal of park planners and managers.

Goals for Circulation and Access

Circulation, transportation and access to and around the park plays a key role in how the park is used and enjoyed. Transportation policy and design with regards to the park also affects adjacent

neighborhoods, particularly through congestion and parking impacts, and the surrounding region with regards to air quality. Circulation and access should be addressed and planed to comprehensively meet the needs of activities within the park, and to avoid as far as possible conflicts between park user groups and neighboring communities. Special consideration should be given to transportation systems which provide for park access and which promote enjoyable use of the park, support ongoing business concerns, minimize adverse environmental and residential impacts, maximize public safety, and provide motivations for use of transportation modes other than the private automobiles. Accordingly, Mission Bay should be:

Circulation and Access Goal 1

A park which promotes and ensures safe and enjoyable access for all park users and minimizes negative transportation-related impacts on surrounding neighborhoods.

1.1 A park which provides maximum public pathway access to the waterfront.

1.2 A park which utilizes strategies to eliminate congestion on major roads so that pubic access is not impeded or significantly discouraged.

1.3 A park which minimizes conflicts between through traffic and park-related traffic.

1.4 A park which provides and encourages the use of alternative forms of transit for access to and circulation within the park, including but not be limited to shuttle bus and water taxi service to key recreational areas during the peak season and bike access to the park.

1.5 A park which ensures priority access to emergency vehicles to all areas during all seasons.

1.6 A park in which groups sponsoring major special events are required to provide alternative modes of transportation including, but not limited to, remote parking lots which can be used by shuttle busses.

Circulation and Access Goal 2

A park that addresses the competing parking needs of area residents, employees, and visitors to Mission Beach, Pacific Beach, and Mission Bay Park, provides necessary parking for park users, and utilizes strategies for protecting neighboring areas from adverse parking impacts.

2.1 A park in which the approach to parking is compatible with regional management plans and goals.

2.2 A park in which peak season and special event parking needs are addressed in a cost effective manner that does not compromise surrounding neighborhood and recreational uses.

Circulation and Access Goal 3

A park which provides a complete, clearly defined and safe (Class 1) bike path that ties in with the existing bicycle network for adjoining neighborhoods.

3.1 A park which is served by public transit which provides racks for transporting bicycles.

Circulation and Access Goal 4

A park which provides a path system designed and managed so as to safely accommodate both pedestrian and non-motorized wheeled circulation.

4.1 A park which is connected to surrounding neighborhoods by safe pedestrian and bicycle path and routes.

4.2 A park which provides complete accessibility for persons with disabilities throughout Mission Bay.

4.3 A park which includes separate paths for pedestrians and non-motorized, wheeled circulation where possible and necessary to maximize safety and enjoyment of the path network.

Goals for Economics

Mission Bay Park is an economic entity as well as a public park. It hosts a variety of commercial enterprises which serve tourists and residents and generate income for businesses, investors, and the City of San Diego. There is a symbiotic relationship between the City and Mission Bay Park businesses. As Mission Bay Park private enterprises prosper, the City and Park benefit financially, through lease revenue, taxes, and fees. These revenues help fund public improvements and maintenance made to the park, and in turn, the Park business benefit from these improvements. As an important economic resource, Mission Bay Park should be:

Economic Goal 1

A park where private enterprise within appropriate designated areas can prosper in order to support and enhance public use, access, and enjoyment of the Mission Bay Park.

1.1 A park which encourages land-lease tenants to maintain and upgrade their facilities in order to remain competitive, attract visitors, and generate revenue, within the context of the master plan's design and land use guidelines.

1.2 A park which is cooperatively marketed to promote business activity related to recreation, particularly during the non-peak times of the year.

1.3 A park which is safe, well-maintained, and has adequate public and private infrastructure to serve visitors.

1.4 A park which does not place incompatible uses next to each other, potentially diminishing the value of each use.

Economic Goal 2

A park which generates sufficient revenue to the City to cover public operations and maintenance costs associated with the park, and helps finance and maintain public improvements within the park.

2.1 A park where land and water lease rates reflect the market value for the particular use unless the use meets other public objectives deemed important to the City.

2.2 A park which generates additional fiscal revenue from increased business activity.

2.3 A park in which commercial land leases are strategically placed to enhance commercial tenants' ability to earn revenue, thereby increasing the City's land value and fiscal revenue, unless other public uses at such locations better serve the public good.

2.4 A park which is managed so that fiscal revenue and costs associated with the park can be monitored on an annual basis.

2.5 A park where all land and water lease revenue generated in the park are spend on needed park maintenance, operations and capital improvements.

Economic Goal 3

A park which uses economic approaches to efficiently manage use of public areas.

3.1 A park in which permits and user fees, at rates consistent with the park's public service function, may be used for certain areas during peak periods to control overcrowding, maintain public safety, and encourage use during less crowed periods.

3.2 A park which has designated improved areas for organized events and parties which can be reserved from the City for a fee.

3.3 A park which provides opportunities during non-peak periods for the City to generate additional revenue from special events, organized programs, and public recreation targeting specific user groups.

3.4 A park in which user fees are structured to differentiate between public gatherings or events and commercial or business gatherings or events.

Economic Goal 4

A park which fairly attributes funding responsibility to those who benefit from the facility or services that is funded.

4.1 A park whose management policy assigns the cost of expenditures for private benefit to

those private entities or individuals who benefit.

4.2 *A park whose management policy assigns the cost of expenditures for public benefit to the public group who benefits.*

4.3 *A park whose management policy calls for sharing the cost of expenditures which benefit both private and public groups.*

4.4 *A park whose financing policy attempts to spread the cost burden over time when the facility financed will serve several generations.*

The way in which the environment is planned, designed, and managed has economic, as well as environmental implications. It should be recognized that, in some cases, the use of ecologically sustainable construction, operation and maintenance practices can have positive long term economic benefits through the avoidance of future health and pollution problems and through the reduction of energy consumption. Accordingly, Mission Bay Park should be:

Economic Goal 5

A park in which information regarding ecologically sustainable design and management practices are assessed and used as appropriate.

5.1 *A park which incorporates energy and water efficient design measures, thereby reducing operations and maintenance costs for both public and private entities.*

5.2 *A park in which management practice seeks to minimize the use of toxic materials, to minimize the use of imported potable water, and to maximize the use of recycling.*

Goals for the Environment

Mission Bay was until recently a huge marsh area with a dramatic diversity of natural and wildlife resources. In its conversion to a water recreation playground, Mission Bay has lost much of its original biological diversity. In recent years there has been a growth in public awareness and concern over the need for man to better conserve the natural environment and to learn to coexist in a more symbiotic manner with wildlife.

With the rise of environmental consciousness, people have begun to appreciate - and demand - the opportunity to interact with nature as a recreational activity. While natural habitat park areas may once have been seen as a wasted resource, natural habitat areas in parkland are often now viewed as aesthetically pleasing, and recreationally and educationally significant. Accordingly, Mission Bay should be:

Environmental Goal 1

A park in which aquatic wildlife and natural resources are a major recreational attraction for park users.

1.1 A park in which aquatic biological ecosystems are identified and managed to improve their recreational and aesthetic resource value.

1.2 A park in which public access to wildlife and natural habitats is optimized within the constraints of maintaining habitat viability and protection of wildlife.

1.3 A park in which interpretive information is provided to allow visitors to develop an understanding of the importance and fragile nature of the Bay's natural resources.

Since much of the original biodiversity of the Bay has been lost due to its conversion to an active water recreation playground, Mission Bay should be:

Environmental Goal 2

A park in which biodiversity is sustained and enhanced through the protection of natural resources and the expansion of habitat areas for sensitive species.

2.1 A park in which habitat restoration projects focus on re-creating ecosystems which were historically present in the Bay and on enhancing biodiversity.

2.2 A park in which habitat restoration projects include habitat for appropriate species which are afforded regulatory protection as well as other sensitive species.

2.3 A park in which adequate buffers exist to protect sensitive environmental resources from incompatible land uses.

2.4 A park which plays an increasingly important role as part of the Pacific Flyway and the California halibut fishery.

As the need to manage and restore coastal habitats increases, Mission Bay has the potential to play an important role in understanding how nature "works." The Bay's remnants of natural habitat will serve as models for future restoration projects both within the Bay and throughout Southern California. The Bay is one of only six fully tidal coastal embayments in the region; hence, studies of the Bay's resources would yield important information about species that require access to the ocean such as the California halibut. The Bay provides unique learning opportunities for the public and students of all ages. Thus, Mission Bay should be:

Environmental Goal 3

A park which supports ongoing education and research related to the Bay's natural resources.

3.1 A park where users can study a variety of environmental issues, including long term issues such as the effects of global warming, and the relationship of these issues to park planning, design and, management.

3.2 *A park where users can study the functional equivalency of restored and natural habitats to see if they work as intended.*

3.3 *A park which teaches how native species are linked to the Bay's habitats.*

3.4 *A park which allows research by students of all ages to interpret nature and generally educates the public.*

Mission Bay Park has had problems in the past with water pollution leading to closure of parts of the water body to prevent bodily contact. The contamination of water in the Bay has negative effects on environmental resources, on recreation, and on public perception regarding the desirability of Mission Bay as a recreational and leisure destination. Potential sources of contaminants are vehicle/boat exhaust, fueling activities, bottom paint, cleansers/solvents, bilge pumping, sewage, pesticides/herbicides/fertilizer in runoff, automotive-related chemicals in runoff, dry-flow contaminants, and fireworks. Accordingly, Mission Bay should be:

Environmental Goal 4

A park in which achieving the highest possible water quality is a planning, design, and management priority.

4.1 *A park in which water quality is regularly monitored to assure maintenance of acceptable standards.*

4.2 *A park in which water quality is protected by upgraded sewer mains and storm drains in surrounding areas and by a complete interceptor system to eliminate surface contaminants from entering the Bay.*

4.3 *A park which provides adequate restroom, marina, water-based, and land-based waste-handling facilities so as to minimize illegal recreation-user contamination of water.*

4.4 *A park in which septic tank flushing by private boats is carefully regulated and in which flushing regulations are strictly enforced.*

4.5 *A park in which educational information is provided to boat and recreational vehicle users regarding impacts to water quality of illegal flushing/dumping and regarding regulations and locations available for legal sewage disposal.*

4.6 *A park in which the ability of the water body to carry various pollutants is compared to the cumulative pollutant loading of existing and future park uses prior to the approval of future uses.*

4.7 *A park in which water quality is enhanced through a watershed and water use plan that identifies the pollutants that typically contaminate the Bay and includes regulations and public education programs to minimize such contaminants.*

The physical environment in Mission Bay incorporates a number of components in addition to biological and water resources. Traffic and noise impacts affect users within the Park as well as adjacent residential areas. As a regional tourist and recreation destination, Mission Bay Park generates a substantial level of transportation demand. The heavy use of private automobiles to

reach the Park forms part of a regional cumulative negative impact on air quality. Accordingly, Mission Bay should be:

Environmental Goal 5

A park in which traffic, noise, and air pollution sources, particularly those that are not directly related to the aquatic resources of the park, are reduced to the greatest extent possible.

5.1 A park which provides adequate public services, and in which rules and regulations are enforced, so as to protect human health and public safety.

5.2 A park in which land and water uses which are not dependent on a water-oriented setting and which degrade the natural resource or recreational values of the Bay are excluded.

5.3 A park in which users are protected through the enforcement of rules, ordinances, and laws.

Goals for Aesthetics and Design

The natural and recreational histories of Mission Bay Park are water-bound, from the former and extant marshes and tidal flats to the current water bodes, island fills and shoreline configurations. The park represents first and foremost the adaptation of an aquatic environment for recreational purposes. As a unique and limited coastal resource, Mission Bay Park should be:

Aesthetics and Design Goal 1

A park whose image, as defined by its landscape architecture, and public works manifests and magnifies its unique and distinctive aquatic nature.

1.1 A park in which views to the water and/or aquatic environments are maximized, particularly from entrance and perimeter roads and gateways.

1.2 A park where public's exposure to the water from land recreation areas is enhanced through grading, planting, the placement of structures, and the location of paths and recreational facilities.

1.3 A park in which a substantial portion of the vegetation is recognized as belonging to the waterfront environment, including native vegetation associated with marsh and aquatic communities, and plantings on the land which are aesthetically associated with water.

1.4 A park in which the architecture can be identified as appropriate to the southwestern United States marine environment and which is supportive of the context of Mission Bay Park's landscape.

1.5 A park in which the architecture avoids extreme or exaggerated thematic designs.

Within the "aquatic" identity umbrella, Mission Bay Park contains a variety of environments. For example, five distinctive types of water bodies have been identified, each with a unique spatial characteristic: channel, lake, cove, basin, and lagoon. Likewise, the parkland alternates from narrow strips in close proximity to the water to wide areas more removed from the shore. This diversity of environments enables the park to satisfy many different recreation needs. For this reason, Mission Bay Park should be:

Aesthetics and Design Goal 2

A park comprising an interconnected system of diverse recreational environments, or "parks within a park."

2.1 *A park in which the waterfront and circulation pathways have common design elements which serve to aesthetically unify the various recreation and open space areas.*

2.2 *A park in which each discrete recreation area manifests a coherent and uniquely appropriate aquatic-oriented image according to its function and context.*

2.3 *A park in which a comprehensive art program reveals the special qualities, physical and/or historical, environmental and/or cultural of each recreation area.*

2.4 *A park in which a comprehensive and coordinated signage and lighting system informs and directs the public to the various public and commercial recreation areas, their facilities and recreation programs.*

2.5 *A park in which an interpretive signage program informs visitors about the significance and historical narrative of the landscape of the Bay.*

With its unique water setting, its significant expanse, its location close to downtown and adjacent to major freeways, and its dual role as a local and regional park as well as a premier tourist destination, Mission Bay plays a unique role in defining San Diego's image. This role is fulfilled both by experiencing the park up close and from afar -- from within the park;s boundary and from distant vantage points outside the park. The preceding goals address the near view. Of equal importance, however, are the images gathered from roadways, bluffs, hilltops, and airplane and the manner in which the long view yields to the near view along the park's entrance roads and gateways. Accordingly, Mission Bay Park should be:

Aesthetics and Design Goal 3

A park that extends beyond its boundaries by offering "image bytes" or encapsulated views of its open waters and landscape to surrounding roadways, neighboring streets and distant viewing points.

3.1 *A park that maximizes its exposure to the freeways, particularly in the vicinity of the De Anza Cove, where the bay waters are within 300 feet of Interstate 5.*

3.2 *A parks that preserves water view corridors and maximizes its exposure from surrounding neighborhood streets and hillside vantage points.*

3.3 A park whose buildings and landscape enhance the enjoyment of city, ocean, and sky views from the surrounding neighborhoods.

3.4 A park whose entrances clearly mark the passage from the far to the near view through a comprehensive system of gateways that guide and direct visitors to the various recreation areas.

3.5 A park where adjacent neighborhoods which have strong visual connections to the water also have easy and direct physical access for pedestrians, bicycles, and other non-vehicular means of reaching the bay.

Goals for South Shores

Comprising 152 acres, South Shores is one of the two key remaining unimproved areas of Mission Bay Park. South Shores is located contiguous to an intensively developed area of the Park which includes Sea World, Dana Landing, Dana Inn, and the various uses around Quivera Basin. South Shores has a hard rip-rapped edge, as opposed to the beach which provides for the best passive recreational amenity, and has a north-facing shoreline which is less suitable for passive waterfront uses such as picnicking.

South Shores enjoys convenient access to and from regional freeways (I-5, I-8) and major city arterials (Friars Road, Sea World Drive, Pacific Highway). Due to the high traffic volume on these roadways, the area is also highly visible.

When combined, these factors make South Shores uniquely suitable to a high intensity of recreation use, both public and commercial; it also places on the area the burden of encapsulating the park's aquatic identity for the benefit of people who may rarely or never actually use the Park as a recreational amenity. Accordingly, South Shores should be:

South Shores Goal 1

An intensively used park area that attracts visitors to a variety of public and commercial recreation venues yielding, in aggregate, a summary view of the park's grand aquatic identity.

1.1 A destination which balances intensive water-oriented recreation uses with the provision of public access to the shore for passive recreation purposes, such as a pedestrian and bicycle pathway.

1.2 The area where the view from the roadway confluence at the eastern end of South Shores greet visitors as a primary gateway capturing near and long views of the aquatic environment, natural marsh areas, and adjacent recreation areas.

1.3 An area which provides bicycle and pedestrian paths allowing for recreational use and connecting to other park destinations.

1.4 An area which includes safe access to a path along the San Diego River floodway providing access to its rim for passive recreation purposes and viewing of the river and its resources.

The level of recreation intensity envisioned for South Shores may be compromised by the existing landfill in terms of suitability for foundations and toxic hazards. The costs required to mitigate its impact on development should be weighed against the potential fiscal and recreation benefits of such development. Regardless of the its level of development intensity, South Shores should be:

South Shores Goal 2

A toxic-free recreation area posing no hazard to the health and safety of current and future park users.

Goals for Fiesta Island

Comprising 465 acres, Fiesta Island is one of the two key remaining unimproved areas of Mission Bay Park. The shores of Fiesta Island face three very different water bodies and recreational zones of Mission Bay Park. The eastern shore faces a collection of lagoons, especially suited for non-motorized boating use and wading, and forms a complementary land mass to the East Shores area of the Park. In addition, the east shore of the Island is a critical area in terms of the Park's image to the City because of its exposure to views from the east including from the I-5 freeway. The west shore of Fiesta Island faces Fiesta Bay, the Park's largest water body, which is dominated by motorized boat use and special aquatic events. The west shore of the Island is also highly visible from Ingraham Street, Ski Beach, and the Crown Shores area. The south shore faces across South Pacific Passage to South Shores and Sea World. This diversity of contexts provides a basis for the use of the Island as a multifaceted recreation area.

It should also be noted that Fiesta Island does not abut any residential neighborhoods and can be freely accessed by road from the southeast corner of the Park which in turn in readily accessible to the regional serving freeways. In these regards Fiesta Island is well suited to accommodate significant portions of the regional passive recreational demand.

As one of the few remaining unimproved areas in the Park, Fiesta Island also offers a particular opportunity for natural resource management and enhancement uses. The Mission Bay Park Natural Resource Management Plan recognizes that opportunity through the identification of the southwestern portion of the Island as a potential future resource enhancement preserve area.

Based on these issues, Fiesta Island should be:

Fiesta Island Goal 1

An area which supports a diversity of regional-serving public and nonprofit recreation and natural resource management and enhancement uses.

1.1 An Island whose east side provides for citywide and regional-serving passive recreation uses, forming a unit with North Pacific Passage and the East Shores area of the Park.

1.2 An Island whose west side focuses on the wide beach and its relationship to the water uses on Fiesta Bay, allowing for informal public use of the beach and permitting temporary use as a controlled access special-event view area.

1.3 An Island where the landscape design of the east and west sides respects their significance in terms of defining the Park's image to passing and through traffic as well as to Park users.

1.4 An Island which provides for the operation of special events both on land and on adjacent water bodies.

1.5 An Island whose southern side provides for public recreational uses complementary to the water use in South Pacific Passage and Hidden Anchorage, and the land use at the South Shores area of the Park.

1.6 An Island which includes a substantial new resource enhancement area, located to the southwest facing across the water to Sea World, displacing the current sludge drying beds.

1.7 An Island which provides for bicycles, other non-motorized forms of circulation, pedestrian circulation, and connection to other park areas.

1.8 An Island on which pedestrian and other non-motorized circulation is prioritized over automobile circulation.

1.9 An Island on which special emphasis is placed on using natural landscapes within recreation areas.

1.10 An Island on which the land is graded to increase the area with strong visual connection to the water.

1.11 An Island to which the access bridge(s) and/or causeway(s) form an appropriate gateway and aesthetic statement.

Appendix B-1

HYDROLOGY - Feasibility of A Constructed Wetland at the Mouth of Rose Creek

Prepared by

Philip Williams & Associates,Ltd.

I. INTRODUCTION

The 1990 Natural Resources Management Plan (NRMP) for Mission Bay Park included creation of 110 acres of wetland habitat on the Fiesta Island sludge beds. Wallace, Roberts and Todd (WRT) is recommending that this proposed habitat be relocated to the mouth of Rose Creek to take advantage of water quality improvements that could be provided by wetlands in this vicinity, and to maximize habitat values. A number of questions were raised by this proposal. This investigation was requested to provide a brief feasibility check on three principal elements of the wetlands restoration effort:

1) Flooding: Will the marsh increase flood hazards on the Rose Creek floodplain?

2) Viability: Can a wetland created at the mouth of Rose Creek survive high velocity flood flows and sediment deposition?

3) Water Quality: What water quality improvement benefits could be provided by a constructed wetland at this location?

II. FLOOD HAZARDS

Local flood control agencies are concerned that the creation of a marsh at the mouth of Rose Creek would increase the backwater effect of Mission Bay on flood elevations in Rose Creek. The marsh would be created by excavating surrounding uplands to elevations appropriate for marsh development. The final wetland design would incorporate some means of diverting and treating the lower flow events on the marsh plain, while allowing flood flows to pass through the marsh in a main distributary channel. In addition, the Federal Emergency Management Agency (FEMA) Flood Insurance Study (FIS) flood profile (Figure 1) for Rose Creek shows a starting water surface elevation, representing backwater at Mission Bay, of approximately 4.1 feet NGVD. The marsh would be constructed at an elevation of approximately 3 ft NGVD, approximately Mean Higher High Water. The elevation of the marsh would, therefore, be below the current assumed backwater elevation, and so would not increase upstream water surface elevations. In addition, the marsh should be designed to be "off-line". A high-flow channel would convey flows greater than the marsh treatment design flow directly to Mission Bay with a minimum of disturbance to the marsh, or impact on flood elevations upstream (Figure 2 and Figure 3). Therefore, the marsh will not be subject to high sediment loads which would raise its elevation and increase flood risk.

This is discussed further in the section on Marsh Viability.

III. MARSH VIABILITY

There has been some concern that a marsh created at the mouth of Rose Creek would be damaged or destroyed by high velocity flows in the creek during flood events, or would be buried by the sediment carried in Rose Creek. In California, marshes typically form at the mouth of coastal streams subject to flood flows and sedimentation. Virtually all of the southwest streams have developed with a salt marsh located at the mouth of the channel. The marsh evolves on the stream delta, in dynamic equilibrium with the flow of sediment and freshwater from the creek, and the tidal regime and coastal sediment dynamics of the area.

The predicted 100-year flow velocity at the mouth of Rose Creek is approximately 9-11 feet per second (fps) (USACOE 1966). Rick Engineers has suggested that this velocity is high enough to cause erosion of vegetated cohesive soils and would require some form of channel bank protection. This would be true in a situation which required a stable channel. However, erosion of the main distributary channel is part of the natural dynamics of the marsh and stabilization of the channel is not desirable. PWA has developed enhancement plans for many of the local San Diego fluvial systems which include wetlands at their confluence with the ocean or San Diego Bay. These include the Tijuana River, Otay River, Sweetwater River, Los Penasquitos Creek, and the San Dieguito River. These marshes are adapted to a wide range of flow regimes and are able to recover from sedimentation and erosion during extreme events.

Sediment yield from the Rose Creek watershed has been estimated to be approximately 14,300 cubic yards per year (WCC 1986). This volume of sediment is consistent with sediment yields of other coastal systems. Coarse sediments appear to be deposited upstream between Highway 5 and Garnet Ave where the flow regime changes from supercritical to subcritical and the velocity drops. The sediment reaching the inlet of Rose Creek would be finer sediments which were not trapped upstream. The delivery of sediment is episodic, corresponding to larger rainstorms and runoff events. Large volumes of sediment associated with infrequent floods would be carried through the marsh in the major distributary channel, while some fine sediment will be deposited on the marsh, a natural phenomenon and one that is not detrimental to the health of the marsh ecosystem.

IV. WATER QUALITY

The primary water quality problem in Mission Bay is bacterial contamination which results in closure of parts of the Bay to water contact. While it is evident that flow in Rose Creek contributes to the problem, the exact source of the contamination has not been identified

(Karen Henry, per comm). The construction of a marsh at the mouth of Rose Creek will not solve the water quality problems in Mission Bay. Rather, the marsh should be viewed as an important component of an overall watershed management program that identifies the sources of pollution, reduces pollution discharge to Rose Creek, and maximizes pollutant removal along the flow path.

Two projects, constructed and planned, are designed to prevent contaminated water from discharging into Mission Bay. The East Mission Bay Peak Interceptor Peak Period Storage and Pumping Facility, constructed in 1989, has reduced sewage spills into the bay. Phase I of The Mission Bay Dry Weather Interceptor System is diverting dry weather runoff from the west side of Rose Creek into the sanitary sewer system (up to approximately 50 gallons per minute), and Phase V, scheduled for construction in the Spring of 1993 will divert dry weather flows from the east side. These projects are not designed to handle the larger runoff volumes generated during winter storm events.

San Diego County is currently involved in the Municipal Stormwater Discharge permitting process under the National Pollution Discharge Elimination System (NPDES) requirements of the Clean Water Act. The Regional Water Quality Control Board (RWQCB) recommends a comprehensive approach to pollution abatement, including retrofitting of existing stormwater facilities to improve stormwater quality (Thomas Mumley, per comm). A constructed wetland at the mouth of Rose Creek can be an important component of an integrated watershed management approach to pollution reduction.

Wetlands provide water quality improvements through a combination of physical, chemical, and biological processes. Constructed marshes can be designed to enhance these processes to provide more treatment than would be available in a "natural" wetland. Most constructed wetlands for water quality improvement are freshwater marshes. While saltmarsh vegetation is being used to treat wastewater, we are not aware of examples saltmarsh wetlands specifically designed to treat freshwater urban runoff. There is no biological reason such marshes would not be as effective as freshwater marshes (Gersberg 1992). The Palo Alto Flood Basin is a subsided tidal saltmarsh used for floodwater storage. Its value for water quality improvement is currently being evaluated. The natural estuarine environment is one where freshwater mixes with salt water. The climate of Southern California produces many marsh systems where intermittent flow of fresh water inundate tidal salt marsh systems.

The area of marsh needed to treat urban runoff varies with the degree of water quality improvement desired. The "hydraulic residence time" is the factor most directly associated with the potential for improvement. The residence time is the average time that the inflowing water is retained on the marsh. This is the time available for sunlight penetration, settling of suspended sediment, and chemical and biological processes to take place. The residence time is defined by the following relationship between area, depth, and flow:

$$\text{Residence Time} = \frac{\text{Area} \times \text{Depth}}{\text{Flow Rate}}$$

Dr. Gersberg has indicated that a 20-hour residence time would provide 90% removal of suspended solids and coliform, but that a 6-hour residence time (a tidal cycle) could still provide significant benefits. One acre of marsh, ponded to a depth of 1 foot, for 24 hours would provide a high level of treatment for a peak flow of 0.5 cubic feet per second (cfs). At the other end of the scale, one acre of marsh ponded 1.5 feet deep for 6 hours would provide some level of treatment for a peak flow of 3 cfs. Thus, a 100 acre marsh could provide treatment for between 50 and 300 cfs.

Detailed information on frequent, low flow events in Rose Creek is not currently available. Based on an analysis of rainfall data (WCC 1989), the average storm in San Diego is 0.51 inches, or 0.052 inches/hour. The "first flush" from a rainstorm which can carry up to 90% of the pollutant load is generally associated with up to the first 1 inch of rainfall and 0.5 inches of runoff. Rick Engineers has estimated that the first inch of rainfall would produce 0.5 inch of runoff and a peak flow of 3,000 cfs on Rose Creek. This is greater than the 10-year peak flow of 2,700 cfs estimated for the FEMA study. For the average storm in San Diego, the peak flow on Rose Creek would be on the order of 600 cfs. Therefore, 100 acres of marsh could provide some water quality benefits for up to the peak flow from the average storm. More information on the shape of the low-flow hydrograph for Rose Creek, and how the pollutant load is distributed in the hydrograph could provide much needed information to assess the level of water quality improvement potentially available.

IV. DESIGN CONSIDERATIONS

As the purpose of this review is to provide a "reality check" on the feasibility of marsh creation, specific design factors are beyond the present scope of study. However, a few observations are appropriate. Most wetland treatment marshes are designed as freshwater systems with enclosing levees to control water flow. While it is widely recognized that salt marshes provide many of the same benefits, data to quantify these benefits is sparse.

Providing sufficient detention time on the marsh may require constructing levees around the marsh perimeter to pond the runoff water. These levees will need water control structures, such as bladder dams or culverts with tide gates, which can be closed to provide retention time, and opened to release impounded water and to allow full tidal action when there is no runoff. The levees may be designed to provide upland habitat in lieu of islands on the marsh plain as originally proposed.

If the saltmarsh is bermed, it would be an "off-line" facility. This means that the low flows which would normally pass down the main distributary channel without flowing onto the marsh plain would need to be conveyed to the marshplain by a secondary distributary channel system. Ideally, low flows would be diverted from Rose Creek at a location where the channel invert is above the marsh plain elevation and the water can flow by gravity though a vegetated swale to the marsh. This would provide a buffer area to increase the residence time and treatment available, and potentially reduce the frequency of freshwater flows onto the saltmarsh (very low flows would be evapotranspired and infiltrated into the soil). This may be difficult on Rose Creek as the channel gradient is very flat at the downstream end. Based on the FEMA profile (Fig. 1), the channel invert does not reach 4 feet NGVD until approximately 300 feet downstream of Balboa Ave, and it may be difficult to construct a low flow bypass from this location to the Park. An alternative would be to construct an inflatable "bladder dam" across the Rose Creek channel in the vicinity of Grand Ave to raise the water surface elevation sufficiently to divert flow to a pipe which would then daylight upstream of the golf course, and flow in a swale through the golf course to the marsh.

VI. OTHER ISSUES

There will be some tradeoffs to balance between the "naturalness" of the constructed wetland and its water quality improvement function. These will include the need for water control structures, management of the tidal regime, and the availability of the wetland for recreational uses, and the type and quality of the recreational experience. In addition, the regulatory agencies may have concerns regarding the mitigation value of a wetland that is designed primarily for water quality improvement.

The construction of a saltwater wetland to provide treatment of freshwater runoff will require the construction of control structures and the development of an operation, maintenance, and monitoring plan. Proper management of the system may include automatic gates which can be controlled remotely, and a system for manual backup should the automatic system not function properly. Important issues will be keeping sufficient volume available on the marsh for fresh water treatment, the ability to drain the water so that the marsh does not drown in freshwater, the ability to open the gates if the runoff is lower than expected and the ponding depth is not necessary. Monitoring of the water and sediment quality on the marsh will be needed to determine the impact of the water quality improvement function of the marsh on its habitat values.

VII. FURTHER STUDIES AND ISSUES

If the City wishes to pursue the concept of a wetland at the mouth of Rose Creek, the next step would be the development of a conceptual plan for the facility. This would include refinement of the design, and a cost/benefit analysis for the project. The conceptual design would cover biological, hydrologic, engineering, water quality, land-use planning and economic issues. The specific conceptual plan topics might include:

1. Existing Conditions: Detailed site mapping (100 scale with 1 ft contour interval), hydrology, soils, topography, vegetation, wildlife use, land-use, transportation, water quality, etc.

2. Opportunities and Constraints Analysis

3. Goals and Objectives

4. Design Alternatives

5. Preferred Conceptual Plan

6. Implementation (costs, permits, phasing, responsibilities, etc.)

Some of the specific topics of concern would include the following:

A. HYDROLOGY

There is not currently available sufficient information on the low flows in Rose Creek to evaluate the frequency of flows that can be treated to an acceptable extent by the area of marsh available. The ALERT system gage on Rose Creek is not designed to monitor low flows (Carey Stevenson, per comm). A new gage at Grand Ave may provide more useful information on low flows near the mouth, and would include the urbanized area of Pacific Beach within the watershed. An analysis of rainfall records for the watershed to determine the frequency and depth of precipitation associated with pollutant loads is an important element of the management plan.

B. POLLUTANT SOURCE AND LOADING

Some information on the pollutant loads in Rose Creek is available, but this information is not well correlated with flows or rainfall. A monitoring program to measure pollutant loads

at several locations along the creek would help to identify the pollutant source and indicate the best solutions to the source problem. Correlation of rainfall data with pollutant loading will aid in design of the marsh treatment system to achieve the necessary balance between water quality improvement and habitat functions.

C. INTEGRATION INTO THE NPDES PERMIT PROCESS

The treatment marsh should be integrated into a basin-wide plan to control the source of pollutants and reduce pollutant loads at various locations along the stream. The basin-wide plan should be part of the County of San Diego municipal and construction permits for NPDES.

D. MANAGEMENT PLAN

A Management Plan is needed to assure that the marsh functions properly to provide the multiple benefits of water quality improvement and wildlife habitat. The plan should include regulation of the water control structures, backup and emergency plans for water level control, and maintenance of water control structures, including levees, dams and gates. Any maintenance activities, such as dredging or sediment removal need to be justified based on criteria established in the management plan.

E. MONITORING PLAN

A monitoring plan is needed to evaluate the effectiveness of the marsh at meeting its water quality improvement function and to evaluate the effect of this function on wildlife habitat values. Monitoring of the evolution of the biological values of the habitat is also needed.

F. REGULATORY ISSUES

The concerns of the regulatory agencies regarding the use of a water quality marsh for habitat mitigation must be determined by close communication with representatives of those agencies.

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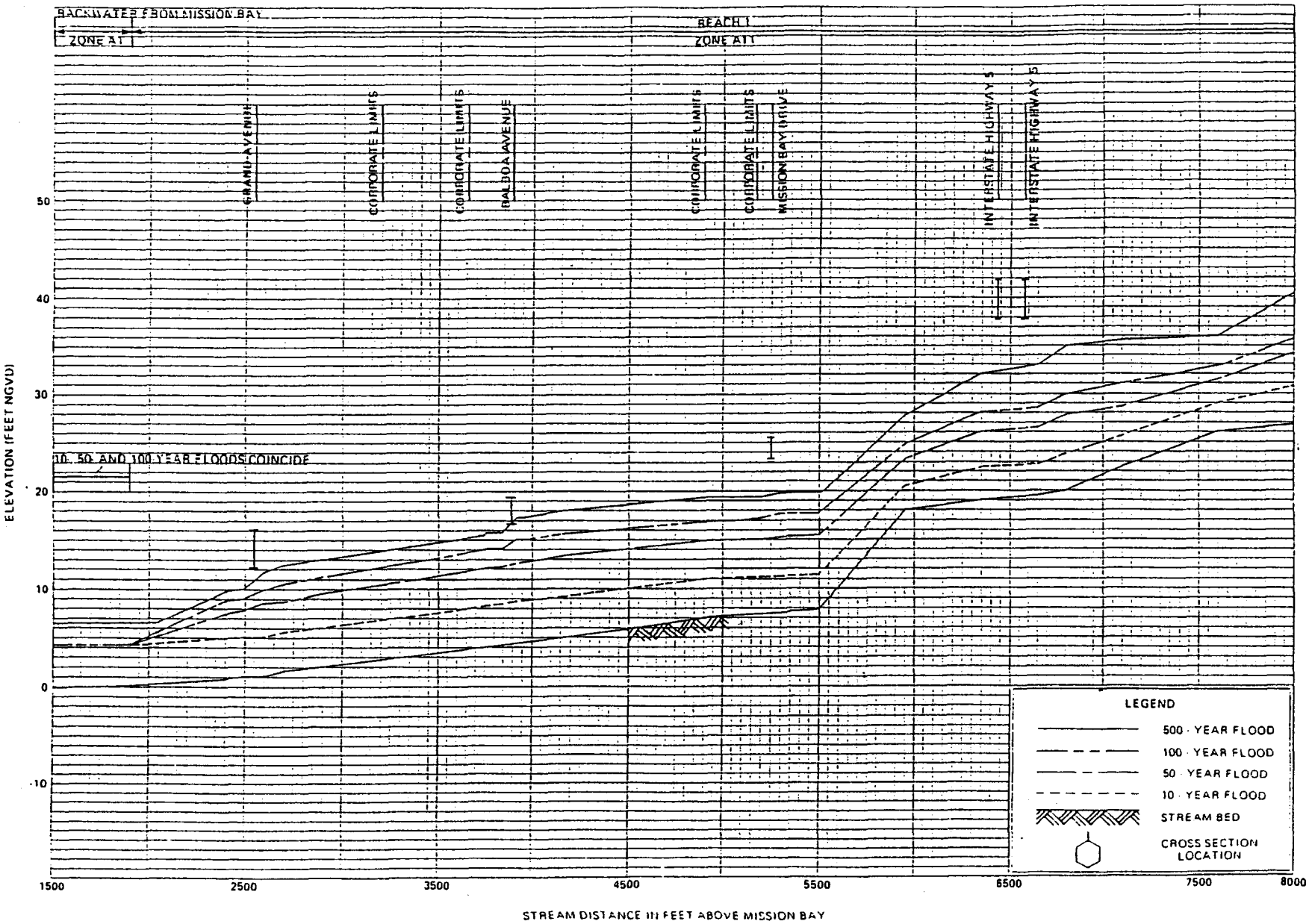


FLOOD PROFILES

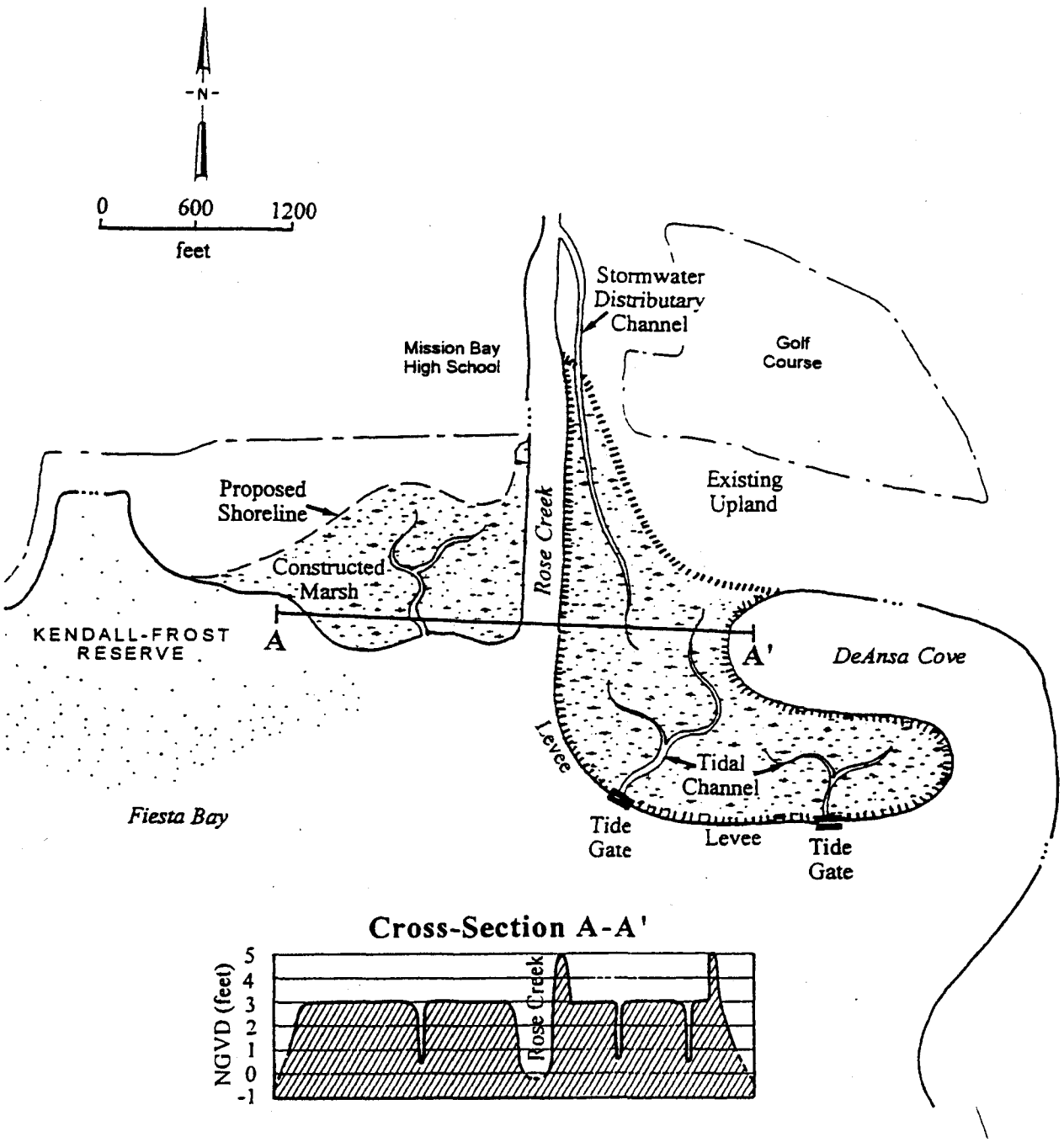
ROSE CANYON CREEK

FEDERAL EMERGENCY MANAGEMENT AGENCY

CITY OF SAN DIEGO, CA
(SAN DIEGO CO.)

Figure 1

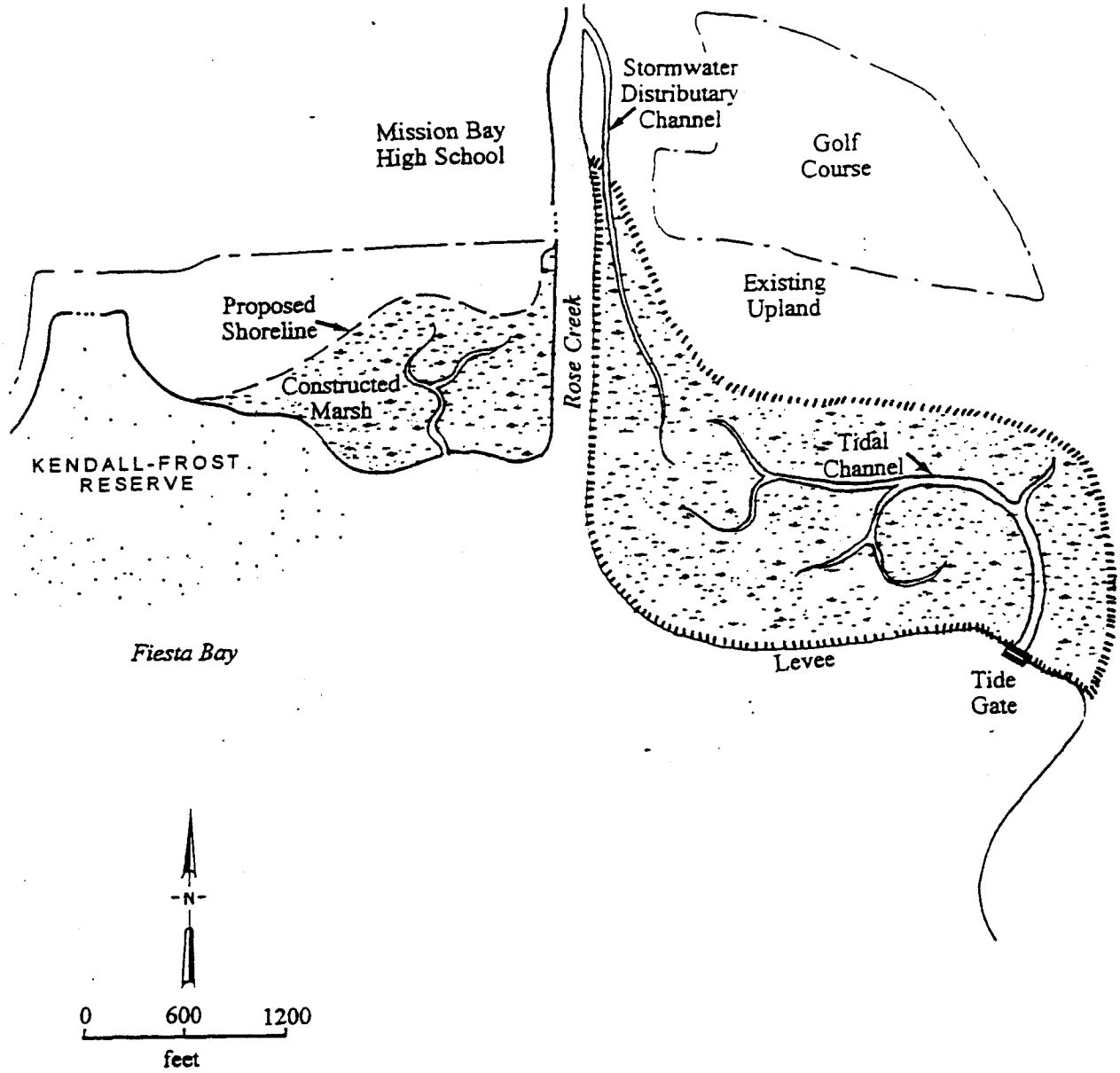
Philip Williams & Associates, Ltd.



Philip Williams & Associates, Ltd.
Consultants in Hydrology

San Diego Mission Bay Park
Conceptual Design I

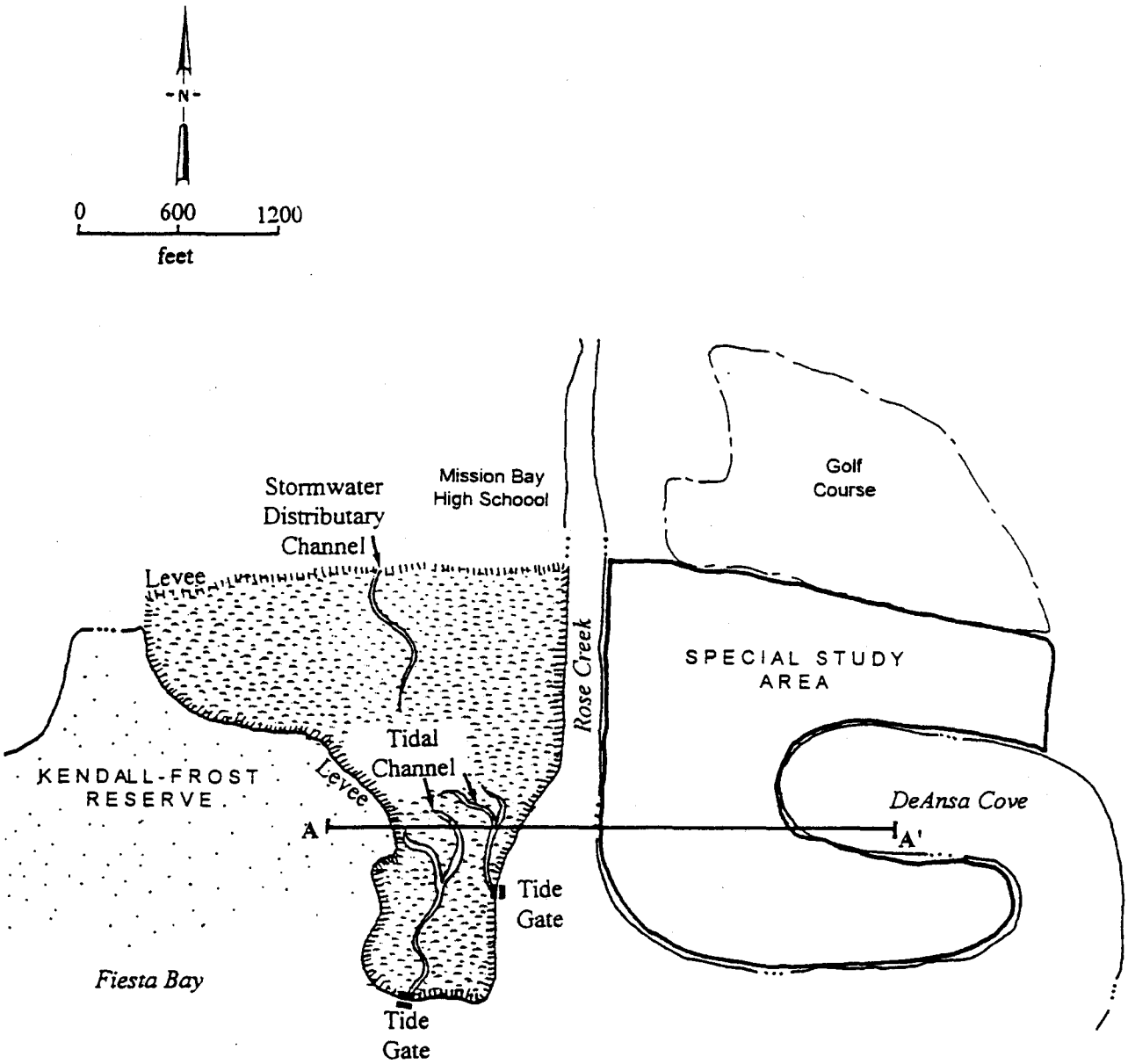
Figure
2



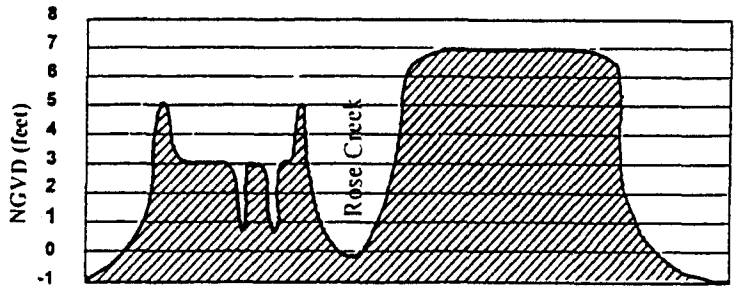
Philip Williams & Associates, Ltd.
Consultants in Hydrology

San Diego Mission Bay Park
Conceptual Design II

Figure
3



Cross-Section A-A'



Philip Williams & Associates, Ltd. Consultants in Hydrology	**San Diego Mission Bay Park** Conceptual Design III	Figure 4

Appendix B-2

HYDROLOGY - Use of Created Wetlands for Stormwater Treatment in Mission Bay

Prepared by

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USE OF CREATED WETLANDS FOR STORMWATER TREATMENT IN MISSION BAY, CA

Richard M. Gersberg, Ph.D
San Diego State University

INTRODUCTION

Wetlands are an essential part of nature's stormwater management system. Important wetland functions include conveyance and storage of stormwater, which dampens the effect of flooding; reduction of velocity of stormwater, which increases sedimentation; and modification and removal of pollutants carried in stormwater. Accordingly, there is a great amount of interest in the incorporation of natural or constructed wetlands into stormwater management systems. This concept provides an opportunity to use one of nature's systems to mitigate the effects of runoff associated with urbanization. In addition, by using wetlands for stormwater management, wetlands can be restored and revitalized, and opportunities for wildlife enhancement and esthetic enjoyment can be maximized.

DESIGN CONSIDERATIONS

Relations between hydrology and wetland ecosystem characteristics must be included in the design to ensure long-term effectiveness. The source of water and it's quality, velocity and volume, hydraulic retention time, and frequency of inundation all influence the chemical and physical properties of wetland substrates which, in turn, influence species diversity and abundance, pollutant removal rates, and nutrient cycling. Hydrology ultimately influences sedimentation, biological transformation, and soil adsorption processes. Critical factors which must be evaluated include velocity and flow rate, water depth and fluctuation, hydraulic retention time, circulation and distribution patterns, seasonal, climatic, and tidal influences, and soil permeability.

POLLUTANT REMOVAL IN WETLANDS

Reducing the loading of pollutants into Mission Bay requires an innovative solution. Created wetlands serving the drainage area of the Rose Creek basin can be relied upon to mitigate a major source of contamination. In Mission Bay, microbial contamination (as reflected in elevated counts of both total and fecal coliform bacteria) resulting from stormwater runoff, poses a major public health problem. During the 1991-92 rainy season, the waters of Mission Bay had to be posted (by the San Diego County Department of Health) on a number of occasions, and both the perception and the

reality of degraded water quality in Mission Bay is now affecting the recreating public, Mission Bay leaseholders, and other concerned parties alike.

Regional stormwater systems using created wetlands have been constructed in Tallahassee, FL (Livingston, 1986), and Fremont, CA (Silverman, 1989). These systems have been shown to significantly reduce pollutant loads including suspended solids, total nitrogen and total phosphorus, and BOD. Created wetlands have also been shown to have the capability to reduce bacterial and viral levels by 90-99% (Gersberg et al.,1989), and also have a high capacity for the retention of toxic heavy metals (Sinicrope et al., in press).

POLLUTANT REMOVAL BY SALTMARSHES

Natural tidal saltmarshes have been shown to have use in wastewater purification applications. The U.S. Environmental Protection Agency investigated BOD and suspended solids removal in a salt marsh treating food processing wastewater (U.S. EPA, 1986). Guida and Kugelman (1989) investigated saltmarsh polishing of effluent from activated sludge treatment of shrimp processing wastewater. They found BOD removal ranged from 29-100%; total suspended solids removal , 58-108%, total N removal; 69-98%; and total P removal, 30-73%. These investigators also found that a short residence time(6 hr) of wastewater in the saltmarsh due to tidal hydrology did not preclude effective treatment in the tidal marsh system, even at near-freezing temperatures. The pollutant removal in these tidal saltmarshes was comparable with the performance of other freshwater marsh polishing systems. This similarity of treatment effectiveness is not surprising since the mechanisms of pollutant removal whether in a freshwater or saltwater wetlands are remarkably similar. For example, suspended solids are removed mostly by physical processes (filtration and sedimentation), heavy metals are mainly removed via chemical adsorption and precipitation reactions, while bacteria and viruses are removed through a combination of physico-chemical and biological processes, including adsorption, sedimentation, ultra-violet radiation inactivation, filtration, predation (by zooplankton), chemical antagonism, and antibiosis. It is important to note here that all of these processes proceed independently of the vegetation type (saltwater versus freshwater), and are more dependent on hydrology than the actual marsh type or salinity levels.

AREAL REQUIREMENTS FOR WETLAND TREATMENT

Most water quality effects from stormwater result from the "first flush." In the early stages of a storm, accumulated pollutants in the watershed, especially on impervious surfaces such as streets and parking lots, are flushed clean by rainfall and resulting runoff. The first flush typically equates to the fist inch or so of precipitation which carries 90% of the pollution load of a storm event. Treatment of this fraction of the runoff will help mimimize the water quality effects of stormwater runoff.

In order to attain efficient treatment performance by stormwater treatment wetlands, sufficient hydraulic retention time is required. If we assume that 200 acres of wetlands are available for treatment in Mission Bay, and these wetlands can be designed to hold a water depth of 0.5m during a rain event, then the storage volume equals about 400,000 cubic meters. Assuming a 200 cfs (cubic feet per second) flow in Rose Creek, then the hydraulic retention time would be nearly 20 hours, a value which should be sufficient for good suspended solids and coliform removal efficiencies (90%). Storm events involving much larger flows than those above would receive lessor treatment due to the shortened residence times.

BENEFITS OF CREATED WETLANDS

A wetlands developed in Fremont, CA as part of the Coyote Hills Regional Park serves as a prototype for a created stormwater treatment wetlands (Silverman, 1989). Before development into the urban runoff treatment wetlands, the site contained an abandoned agricultural field, a dense willow grove, an area of pickleweed (Salicornia virginica), and a meandering slough with no surface outlet, which drained a small agricultural area. Water was diverted onto the site from Crandall Creek, draining a 12-km^2 area characterized by 75% suburban/residential development and 25% agrucultural and open space.

Three distinct systems were incorporated into the wetlands to test performance of different designs. Influent is diverted fairly equally into two initial systems. One is a long, narrow pond containing a long island. Considerable area was devoted to shallow edges to encourage growth of rooted aquatic vegetation (mainly cattails, Typha latifolia). The other system is more complex, using a spreading pond draining into an overland flow sytem (innundated only during storms), followed by a pond with berms supporting rooted aquatic vegetation. This system allows testing of water quality effects of overland flow characterized by different vegetation and flow patterns than those of the pond and effects of "combing" water through cattail strands.

These systems drain into a common third system, which provides an area of shallow, meandering channels, maximizing contact with various types of wetlands vegetation. The discharge is into another section of Coyote Hills Regional Park and flows back into the channel that Crandall Creek discharged into before diversion. Hydraulic considerations included sizing the diversion structure and channels to accommodate the 10-yr, 6-hr storm, with greater flows causing diversion structure failure with most of the flow remaining in Crandall Creek.

Development of stormwater wetlands has a number of benefits. Attractive wetlands may be created in an urbanized region needing additional "natural" areas, and a facility to research the potential and future designs for urban runoff treatment systems can be provided. Another important benefit is the practical demonstration for implementation of other wetlands development

projects.

A created wetlands in Mission Bay provides an outstanding opportunity to improve Bay water quality while providing a multitude of other benefits to the recreational, esthetic and ecological environment of the urban Mission Bay.

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Appendix B-3

HYDROLOGY - Mission Bay Physical Model

Prepared by

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Mission Bay Physical Model

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Abstract

A scale physical model of Mission Bay is used to test changes in circulation patterns on the east side of Fiesta Island and DeAnza Cove. The horizontal scale is 1/2000 and the vertical scale is 1/100. Water is cycled in and out scaled to the tides. Removing the Fiesta Island causeway combined with one-way flapper valves are found to significantly improve the circulation in the east end. These changes with a cut in the DeAnza Cove peninsula will improve circulation in DeAnza Cove.

1. Introduction

The water exchange in Mission Bay is very poor on the east side of Fiesta Island and in DeAnza Cove. In order to improve this situation, proposals have been made to alter the circulation through structural and engineering solutions. A physical model was constructed and operated to test efficacy of proposed changes. The results are describe in this report.

Mission Bay is a tidally flushed lagoon which means that there is little fresh water input and the salinity in the Bay is near that of the coastal ocean. Tidal forces along the coast cause the water level to have a spring tide range of 1.2 m. The area is about 4 km on a side. Most of the bay away from the mouth has a rather uniform depth of around 2.1 m.

The shape of the bay sets the stage for the circulation. At the mouth, the maximum spring tide ebb and flood currents is 2.3 km/hour (McNabe, Holmes and Dorman, 1978). Currents are slower in the larger bays, but the circulation is persistent and the water is moving. On the other hand, the currents are very weak in the narrow channels in the east end and the circulation is extremely poor. The worst circulation is on the east side of Fiesta Island to the north of the causeway.

2. Physical Theory

The essential dynamics of the model is governed by Froude theory (Fisher, et al, 1979; Von Arx, 1962). Shallow water gravity waves dominate the circulation in the Bay and in the model. The

time for a shallow water gravity wave to traverse from the front to the back of the bay is proportional to time for a shallow water gravity wave to traverse from the front to the back of the model. Once the vertical and horizontal scales of the model are chosen, other model factors are set by Froude theory. Since the model used here has a horizontal scale of 1/2000 and the vertical scale of 1/100, the scale of speed is 1/10 and the scale of time in the model is 1/200. Thus, the time between two high tides in the model is 3.725 minutes instead of 12 hours and 25 minutes in the Bay.

The interpretations of the results of a Froude model is related to the scale distortion. The scale distortion is the ratio between the vertical and the horizontal scales. It is generally accepted that circulation patterns are faithfully replicated in models with scale distortions up to 1/20 which is the value for the model used here. Therefore, this model may be used to study the effect of changes in the geometry on the circulation pattern in the Bay.

3. Model Construction and Operation

The model is constructed in styrofoam. The scaled shape of the Bay was cut out of 4X8 foot sheets that were sandwiched together and then glued side by side so that the finished model is 8X8X0.5 feet. The styrofoam was sealed and painted.

Tidal variations are generated by the raising and lowering of a reservoir over a 3.725 minute cycle. Water is exchanged between the model and the reservoir by a syphon. The effect of this system is to cycle water in and out of the mouth of the model duplicating the effect of the spring tidal range.

Tests show that the model comes to equilibrium after three tidal cycles. After any changes in the model configuration or exchanging of water, the model was cycled at least three times before any measurements were taken.

4. About One-Way Gates

It was the suggestion of one of us (Johnson) that one-way gates would be more effective in forcing circulation through the weak exchange areas. In the model, this is a "flapper valve" formed from a 1/4 inch screen with a plastic film hanging down loosely on one side, so that water moving one direction flows through and pushes the film back. Water moving the opposite direction pushes the film against the screen, closing the "valve" and preventing flow. There are six different geographical positions for flapper valves in the model that are designated by a "Gate" number. Gate 2, extending between Vacation Island and Fiesta Island, was tried with the flapper covering 100%, 75%, 50% and 25% of the opening, extending from the eastern side. Except for the 100% covering, the remaining portion was open so that water could move freely in either direction.

The full scale flapper valve gate in the Bay has not been designed nor is there a working model as far as we know. This would have to be developed by engineers and prototypes tested. We envision this device to possibly be a window shade type, with

vertical strips that rotate open or closed depending upon the water direction. Another possibility is down hanging doors are pushed open or closed by the current against a fixed vertical structure. A solid structure such as a bridge or pier would support the one way valve structure(s). If there is insufficient velocity to open and close the valves, a low power motor could open and close them as they would not be moving against the current.

The auto bridge to Fiesta Island could located over the flapper valve at gate 4 or 6 so as to provide the structural support. For gates off the east and south sides of Fiesta Island, provisions could be made to allow small boats to pass. One example would be to have a shallow draft channel opening on one side covering less than 10 % of the total channel area so that shallow draft boats could pass through at any time.

Between Fiesta Island and Vacation Island, a pier could extend partway out into the channel that would be the structural support for the flapper valve. As it will be shown later, a flapper valve extending across 50 % of this channel from the east side would improve the circulation on the east side of Fiesta Island. Navigation across the western half of the channel would be unimpeded and wide enough to handle the traffic. The pier would support navigational markings, provide access for maintenance of the flapper valve system and might be used for recreational purposes. Configurations 7 and 9, which have a partial gate between Fiesta Island and Vacation Island and a gate at the present causeway site, would allow the same navigation as is in the present Bay configuration.

Gates in Configuration 12, that included flapper valves across the two main channels on the east and west side of Vacation island, was not considered realistic because they would interfere with navigation and other configurations would do the job. This was included to show an extreme case that would generate very rapped flow around Fiesta Island.

5. Data Collection

To test the circulation in the model, dye was injected only at one point for a particular run. Three dye spots were used, two on the east side of Fiesta Island and one in De Anza Cove (Fig. 1). The dye path movement was recorded by video and still photo. For consistency, die was injected at maximum ebb, and recorded on video for at least three tidal cycles. Still photos were taken at least at every maximum ebb.

Velocity measurements were made for selected cases for quantitative comparison. This was done by measuring the distance a small paper dot floating on top of the water and in the center of the channel would travel in 10 and 20 seconds. Velocities were measured at two sites on the east side of Fiesta Island simultaneously. These sites corresponded with the two dye spots on the east side of Fiesta Island.

Sixteen different model configurations were tested. The first 11 concentrated on the circulation on the east side of Fiesta Island. Of these, the first 4 were passive in nature, and any changes were cuts. Number one was the present configuration with

the solid Fiesta Island Causeway in place. The causeway was removed for configuration Number 2. Configuration 3 was # 2 with a proposed cut through the northern third of Fiesta Island. Configuration 4 was # 3 with an additional proposed cut through the southern third of Fiesta Island.

The next series of modifications included one-way flapper valves. Configuration 5 was with no causeway, a north opening flapper valve (gate 6) and a southwest opening flapper valve covering 100 % the narrows between Fiesta Island and Vacation Island (gate 2), the sum of which forced a counterclockwise circulation around Fiesta Island. Configuration 6 was as 5 except that the flapper valve at gate 2 covered 75% of the narrows while the remaining 25% on the western end was open. Configuration 7 was as 5 except that the flapper valve covered 50% of the narrows while the remaining 50 % on the western end was open. Configuration 8 was as 5 except that the flapper valve covered 25 % of the narrows while the remaining 75% on the western end was open. Configuration 9 was as 7 except that the flapper valves were reversed, being south opening on gate 2 and north opening on gate 3 which forced a clockwise circulation around Fiesta Island. Configuration 10 is with no causeway but two Fiesta Island flapper valves opening east (gate 4) and north (gate 5) between Fiesta Island, forcing a counterclockwise flow around Fiesta Island. Configuration 11 is the same as configuration 10 except that the flapper gates are reversed so as to force a clockwise flow around Fiesta Island. Finally, configuration 12 consisted of gate 1 with flapper valve south opening was across the channel to the west of Vacation Island, gate 2 flapper valve south opening between Vacation Island and Fiesta Island, and gate 3 flapper valve east opening between Fiesta Island and the mainland which forced a strong counterclockwise flow around Fiesta Island on the flood tide.

The remaining configurations concentrated on the De Anza cove area. Configuration 13 was the present configuration with the Fiesta Island causeway but there was a cut across the De Anza Cove peninsula. Configuration 14 was as 11 (no causeway and two flapper valves causing counterclockwise flow around Fiesta Island) plus the De Anza cut. Configuration 15 was as 14 except the valves were reversed causing clockwise flow around Fiesta Island.

6. Observations.

Run 1. Set up: Configuration 1 - present configuration.
Dye Injection: Site 1
Results: Little dye movement, very stagnet.

Run 2. Set up: Configuration 1
Dye Injection: Site 2
Results: Dye is difused south into Enchanted Cove and toward the causway. Most dye remains on the east side of Fiesta Island. A little moves around the north end of Fiesta Island.

Run 3. Set up: Configuration 1
Dye Injection: Site 1

Results: Little dye movement, very stagnet.

Run 4. Set up: Configuration 2 - no causeway
Dye Injection: Site 1
Results: Dye is moved around the south end of Fiesta Island. Removing the causeway improves the circulation at this spot.

Run 5. Set up: Configuration 2 - no causeway
Dye Injection: Site 2
Results: Dye is moved a little to the south, into Enchanted Cove, but not to Site 1. A new stagnet null point is set up inbetween site 1 and 2.

Run 6. Set up: Configuration 2 - no causeway
Dye Injection: Site 1
Results: Similar to run 4.

Run 7. Set up: Configuration 2 - no causeway
Dye Injection: Site 2
Results: Similar to run 5.

Run 8. Set up: Configuration 3 - N.F.I. cut, no causeway
Dye Injection: Site 1
Results:

Run 9. Set up: Configuration 3 - N.F.I. cut, no causeway
Dye Injection: Site 2
Results:

Run 10. Set up: Configuration 4 - N.&S. F.I. cut, no causeway
Dye Injection: Site 1
Results: Results compromised by dye at room temperature, not comparable with other runs.

Run 11. Set up: Configuration 4 - N.&S. F.I. cut, no causeway
Dye Injection: Site 1
Results: Dye tended to remain near release site. A little was swepted around the southern end of Fiesta Island. This configuration does not significantly improve all circulation in the east end.

Run 12. Set up: Configuration 4 - N.&S. F.I. cut, no causeway
Dye Injection: Site 2
Results: Most dye is spread between release points 1 and 2 and stagnates around the new null point on the east side of Enchanted Island. This configuration does not significantly improve all circulation in the east end.

Run 13. Set up: Configuration 5 - causeway gate (6), north opening; gate 2, 100%, south opening

Dye Injection: Site 1
Results: Dye is moved northward and into the northern end of Fiesta Bay. At the end of the first cycle, dye had reached the northern end of Fiesta Island. At the end of the second cycle, weak concentrations of dye had reached the little islands in the northern portion of Fiesta Bay. By the end of the third cycle, most of the dye had been cleared out of the east side of Fiesta Island. A substantial improvement in circulation on the east side of Fiesta Island.

Run 14. Set up: Configuration 5 - causeway gate (6), north opening; gate 2, 100%, south opening
Dye Injection: Site 2
Results: Similar to Run 13 except no significant amount of dye is moved south of the injection point, and the dye is more quickly spread throughout Fiesta Bay. Little dye remains in the Fiesta Island channel after the 3rd cycle. A substantial improvement in circulation on the east side of Fiesta Island.

Run 15. Set up: Configuration 6 - causeway gate (6), north opening; gate 2, 75%, south opening
Dye Injection: Site 1
Results: Similar to Run 13 in general details. Perhaps a little weaker in circulation on the east side.

Run 16. Set up: Configuration 6 - causeway gate (6), north opening; gate 2, 75%, south opening
Dye Injection: Site 2
Results: Similar to Run 14. Hard to tell the difference.

Run 17. Set up: Configuration 7 - causeway gate (6), north opening; gate 2, 50%, south opening
Dye Injection: Site 1
Results: Similar to 13 and 15, except the dye in not distributed quite as far. A leaky gate 6 allowed some faint dye to move to the south. At the end of the 3rd cycle a significant portion of the dye is in the east side of Fiesta Island channel two-thirds of the distance from the release point to the northern tip of Fiesta Island.

Run 18. Set up: Configuration 7 - causeway gate (6), north opening; gate 2, 50%, south opening
Dye Injection: Site 2
Results: Similar to 14 and 16, except the dye is not

distributed quite as far into Fiesta Bay. Dye concentration is greatly reduced in the Fiesta Island channel on the east side of the Island.

Run 19. Set up: Configuration 8 - causeway gate (6), north opening; gate 2, 25%, south opening
Dye Injection: Site 1
Results: Similar to 17 in general pattern. However, the dye is not quite spread as far. At the end of the 3rd cycle a significant portion of the dye is in the east side of Fiesta Island channel one-third of the distance from the release point to the northern tip of Fiesta Island.

Run 20. Set up: Configuration 8 - causeway gate (6), north opening; gate 2, 25%, south opening
Dye Injection: Site 2
Results: Similar to 18.

Run 21. Set up: Configuration 10 - gate 4, east opening; gate 5, north opening, gate edges not sealed
Dye Injection: Site 1
Results: Dye is rapidly mixed and spread into the northern end of Fiesta Bay south of the little islands. Dye left on east side of Fiesta Island significantly diluted with some streaks remaining. A substantial improvement in circulation on the east side of Fiesta Island.

Run 22. Set up: Configuration 10 - gate 4, east opening; gate 5, north opening
Dye Injection: Site 2
Results: Dye is mixed and spreads further initially into Fiesta Bay. Dye remaining on east side of Fiesta Island significantly diluted with some streaks remaining. A substantial improvement in circulation on the east side of Fiesta Island.

Run 23. Set up: Configuration 11 - gate 4, east opening; gate 5, north opening
Dye Injection: Site 1
Results: Similar to 21

Run 24. Set up: Configuration 11 - gate 4, west opening; gate 5, south opening
Dye Injection: Site 2
Results: Dye is quickly moved south and some reaches Vacation Island by the end of the first ebb cycle. Successive cycles carry dye out the mouth. This set up has about the same dye disperison as configuration 10 in the east side

but the dye is mostly carried out the mouth rather than first going into the northern portion of Fiesta Bay.

Run 25. Set up: Configuration 12 - gate 1, south opening; gate 2, south opening; gate 3, east opening
Dye Injection: Site 1
Results: Dye is quickly moved around north around Fiesta Island and through out all of Fiesta Bay by the end of the first cycle. Little dye is left in the east channel by the end of the third cycle. This set up is a forceful method of causing rapid exchange of the water and very high velocities in the east end of the bay.

Run 26. Set up: Configuration 11 - gate 4, west opening; gate 5, south opening;
Dye Injection: Site 2
Results: Similar to run 24.

Run 27. Set up: Configuration 9 - causeway gate (6), south opening; gate 2, 50%, north opening
Dye Injection: Site 2
Results: Dye is moved south and some is carried to the mouth of the bay by the end of the third cycle. Remaining dye east of Fiesta Island is being rapidly diluted. This configuration causes significant improvement in the circulation in the east bay with the additional advantage that flushed water goes more directly to the mouth.

Run 28. Set up: Configuration 7 - causeway gate (6), north opening; gate 2, 50%, south opening
Dye Injection: Site 1
Results: Problem with causeway gate not functioning properly, result compromised.

Run 29. Set up: Configuration 7 - causeway gate (6), north opening; gate 2, 50%, south opening
Dye Injection: Site 1
Results: Similar to run 17.

Run 30. Set up: Configuration 7 - causeway gate (6), north opening; gate 2, 50%, south opening
Dye Injection: Site 2
Results: Similar to run 18.

Run 31. Set up: Configuration 1 - present
Dye Injection: Site 3
Results: Dye stays in DeAnza cove with little dilution and exhange with rest of bay.

Run 32. Set up: Configuration 13 - DeAnza cut and causeway

Dye Injection: Site 3
Results: Null point remains in DeAnza Cove behind new "island" where most of the dye stagnates. Not much improvement in DeAnza Cove circulation over present configuration.

Run 33. Set up: Configuration 14 - DeAnza cut, no causeway, gate 4, west opening; gate 5, south opening, clockwise flow around Fiesta Island.
Dye Injection: Site 3
Results: Pulses of dye out of DeAnza Cove on west entrance or counterclockwise sence around the DeAnza island. This is caused by gates forcing increased eastbound flow around the northern end of Fiesta Island. This configuration improves the exchange in the DeAnza Cove area.

Run 34. Set up: Configuration 14 - no DeAnza cut, no causeway, gate 4, west opening; gate 5, south opening, clockwise flow around Fiesta Island.
Dye Injection: Site 3
Results: Most of the dye stays in DeAnza Cove with only weak improvement.

Run 35. Set up: Configuration 11 - no DeAnza cut, no causeway, gate 4, east opening; gate 5, north opening; counterclockwise flow around Fiesta Island.
Dye Injection: Site 3
Results: Similar to run 34.

Run 36. Set up: Configuration 15 - DeAnza cut, no causway, gate 4 east opening; gate 5 north opening; counterclockwise flow around Fiesta Island.
Dye Injection: Site 3
Results: Similar to run 33. Dye pulses out of DeAnza Cove on west entrance or counterclockwise sence around the DeAnza island. This is caused by gates forcing increased westbound flow around the northern end of Fiesta Island. This configuration improves the exchange in the DeAnza Cove area.

7. Conclusions.

Consider first the circulation on the east side of Fiesta Island. Passive changes such as cuts in Fiesta Island does not eliminate the null point where the water stagnates, but just relocates it. Removing the Fiesta Island causeway moves the null point a little north to the Hilton hotel area. Cuts in Fiesta Island shift the null point to be east of the Enchanted Cove area. None of these changes would significantly improve the total circulation on the east side of Fiesta Island although it may be imporved in some specific areas.

The one-way gates will eliminate the null point by forcing a continuous circulation around the Island. Configurations with gates 4 and 5 or gates 2 and 3 can be oriented to cause flows oriented in either direction. A clockwise flow will move the east Fiesta Island water out into the main channel, whence it is quickly mixed and carried out the mouth. A counterclockwise flow will carry the Fiesta Island water into the northern end of Sail Bay, where it would take longer to be ultimately removed from Mission Bay. The gate 4 & 5 combination results in somewhat greater circulation and more control of the velocities in the east end than gates 2 & 3. However, both configurations and directions will significantly improve the total circulation of the east end of the bay.

Configuration 12 with the three one-way gates is an extreme case. Although providing rapid refreshment of the water, the greatly increased velocities on the east side of Fiesta Island would be so great as to be sure to cause severe erosional problems in this area.

Turning to the DeAnza Cove area, the model studies show that the DeAnza cut by itself would not significantly improve circulation in this area. However, the DeAnza cut with the flapper gates 4 and 5 oriented in either direction will significantly improve the water exchange in the DeAnza Cove. Although not directly tested, any other flapper gate configuration that causes increased flow around Northern Fiesta Island with the DeAnza cut (such as the 50 % gate 2 with the causeway gate) should cause a similar improvement in the DeAnza Cove.

8. Recommendations:

We recommend that configurations 7, 10 and 11 with the flapper valves be considered for improving the circulation on the east side of Fiesta Island. Additional large scale (1/1000 or greater) physical modelling should be done of the eastern side of the bay when design plans are narrowed to test refinements and make quantitative measurements of the flow velocities induced by these changes. This in turn could be used to estimate the areas most sensitive to scouring and erosion. Estimates on the erosion caused by wave action and currents should be examined through a combination of large scale physical modelling with scale distortions (the ratio of the vertical scale to the horizontal scale, which is 1/20 in this model) of 1/3 to 1/5 combined with field studies.

A cut in the DeAnza cove peninsula should be considered for improving the circulation in the cove. On the other hand, if this area is to be made into a marsh habitat, then this would be unnecessary.

Acknowledgments:

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Appendix C

CIRCULATION & PARKING RECOMMENDATIONS

Prepared by

Wilbur Smith Associates

TABLE OF CONTENTS

Appendix C	Page
Circulation and Parking Recommendations	1
Introduction	1
Land Use Preamble	1
Circulation	1
Parking	4
Transit Options	4

TABULATIONS

Table		Follows Page
1	Alternative "A" Cost Estimates	3
2	ADA Accessible Parking Space Requirements	4
3	Transit Route Options	4

ILLUSTRATIONS

Figure		Follows Page
1	Recommended Roadway Improvements	2
2	South Shores Roadway Option A	2
3	South Shores Roadway Option B	2
4	South Shores Roadway Option C	3
5	South Shores Roadway Preferred Alternative	3
6	Parking Recommendations	4
7	Tram Route A	5
8	Tram Route A1	5
9	Tram Route B	5
10	Tram Route C	5

APPENDIX C

Circulation and Parking Recommendations

Introduction

The provision of uncongested safe circulation and adequate and convenient parking are key elements in maintaining Mission Bay Park as one of San Diego's preferred recreation destinations. The following report presents our recommendations for correcting existing circulation and parking deficiencies and for providing the circulation and parking infrastructure necessary to support the Master Plan's land use recommendations.

Land Use Preamble

Because transportation and land use are integrally linked elements of the Master Plan, both elements should be addressed with the other in mind. For the purposes of this Master Plan, transportation was seen both as a response to land use needs and as a constraint to park development. The land use element of the Master Plan Update proposes several changes to the existing development pattern within Mission Bay Park. These changes work to provide for future Park growth, while at the same time providing for the best possible circulation and access within the Park.

In the existing condition report, three primary areas of congestion within the park were identified. These areas included the Bahia Point/Bonita Cove, De Anza Cove and Crown Point Shores. Parking and circulation in these areas were at or over capacity during peak season times. Over capacity parking and circulation at Crown Point shores led to spillover parking and increased congestion within the adjacent neighborhood.

Master Plan land use recommendations strive to ameliorate these conditions by shifting regional recreation use away from these congested areas to the South Shores Area which exhibits superior regional access characteristics such as direct access to I-5 and I-8. Specifically, regional park uses such as group picnicking are to be removed from Crown Point Shores and the area is to be redesigned to more of a neighborhood park function. At Bahia Point, regional recreation land would also be reduced. At De Anza Cove, a portion of the land currently occupied by Campland and the De Anza Trailer Resort are targeted for rehabilitation into a wetland/wildlife area. The 45-acre De Anza Trailer Resort lease area would be moved back from the point and into a portion of the area currently used for public recreation and parking. Campland would be relocated to the east side of Rose Creek. All regional recreation lands lost by these land use changes would be replaced within the South Shores/Fiesta Island area of the Park.

Circulation

The implications of these land use changes on park circulation are not expected to be dramatic, however, they will better able the Park to meet the access needs of a growing population. Shifting existing and future regional recreation use to the South Shores/Fiesta Island area has several advantages with regard to circulation. A primary advantage is that South Shores can be accessed directly from I-5, I-8 through

the I-5 connection, Pacific Coast Highway and Friars Road. Another advantage is its proximity to MTDB's planned rail extension on the eastside of I-5. Yet another advantage is that improvements to Sea World Drive, the primary facility serving South Shores, can be implemented without disturbing existing recreation areas.

In other areas of the Park, with the exception of De Anza Cove, recommended roadway improvements are minor and relate to improved signage. At De Anza, because of marshland rehabilitation, roadways are removed from the point. These improvements are shown on Figure 1. Also indicated on Figure 1 is a reconfiguration of the Fiesta Island loop road and a new secondary park road serving the South Shores area.

In response to South Shores being designated as the primary location for recreation expansion, the circulation analysis focused on developing a set of improvement alternatives for Sea World Drive. The Sea World Drive improvements are intended to serve three functions. The first function is to minimize the flow of commuters on park roads. The second function is to minimize the impact of Sea World-bound traffic on other park users.

The third function of the park roadways on South Shores would be to serve a proposed 4,300 peak-day parking lot on the southeast corner of the park. During peak days, park users would be directed to this lot and use a tram or trolley service to reach their destinations. The lot is intended to 1) reduce park traffic during peak days, 2) reduce the areas devoted to parking around the park, and 3) afford more efficient and effective control and treatment of parking area surface runoff.

Alignment Options

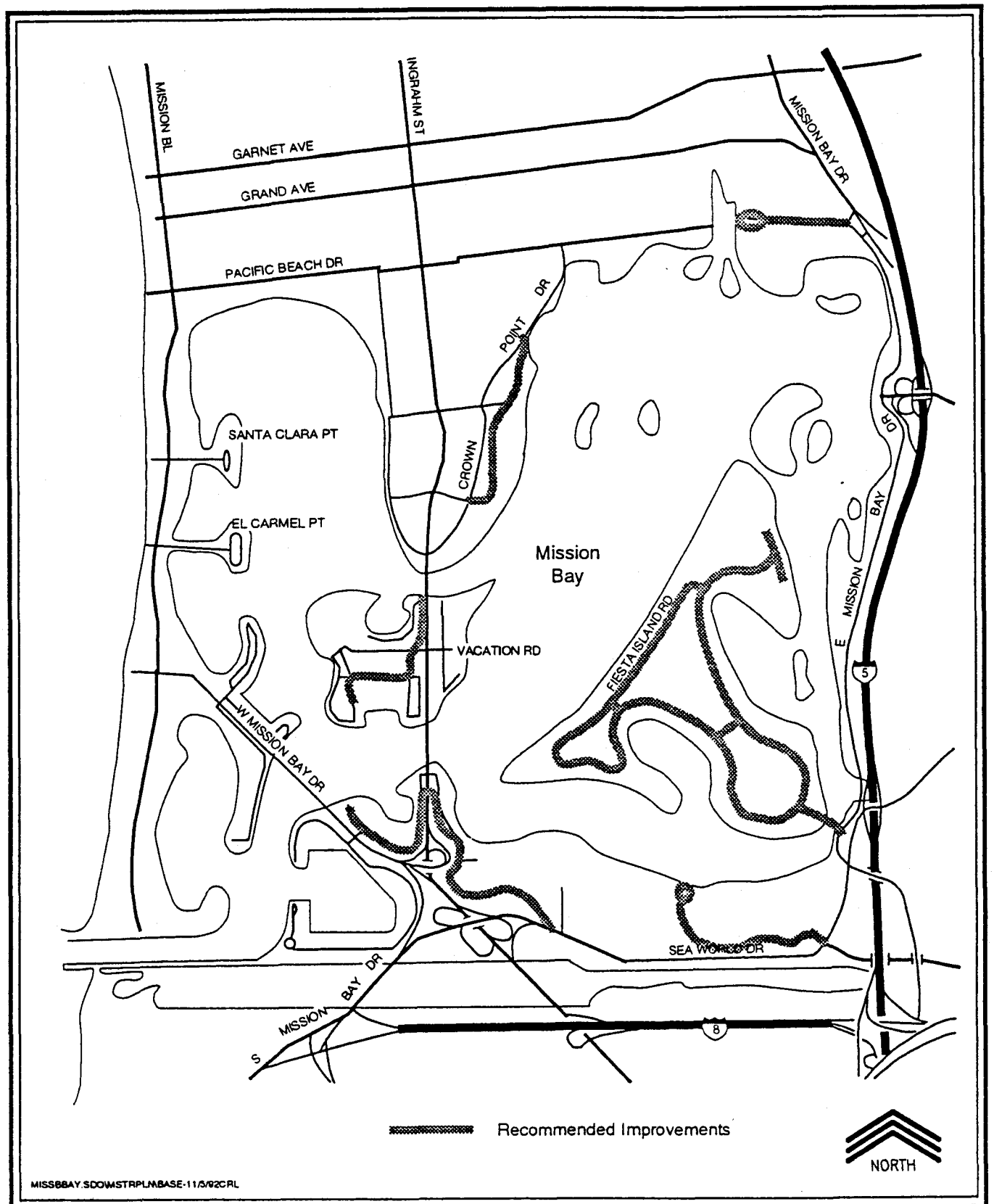
Three options were generated to provide the above functions ranging from comparatively the least to the most costly.

Option A -- This option, shown in Figure 2, is the least-cost option. No changes to existing roads would be required. Improvements would be limited to a grade separated crossing off of Sea World drive between Friars Road and Pacific Highway to provide right-turn access into the peak-day parking lot.

Pros: Least cost.

Cons: Configuration of peak-day parking lot is inefficient and too distant from Fiesta Island; a large number of pedestrians would be forced to cross Sea World Drive; the tramway would be impacted by the grade-separated loop; retention of Pacific Highway ramp to Sea World Drive would isolate the area of the park to the north of PH; park traffic would still have to use Sea World Drive or, as an option, would parallel Sea World Drive, impacting potential parkland area.

Option B -- This option, shown in Figure 3, is moderate in cost. Existing I-5 southbound on- and off-ramps on Tecolote Road would be deleted and replaced by new ramps further to the north. Sea World Drive would be routed as close to I-5 as possible. A new park road would parallel South Shores. The Pacific Highway ramp would be removed. Sea World Drive's boulevard character would be extended to the new I-5 ramps.



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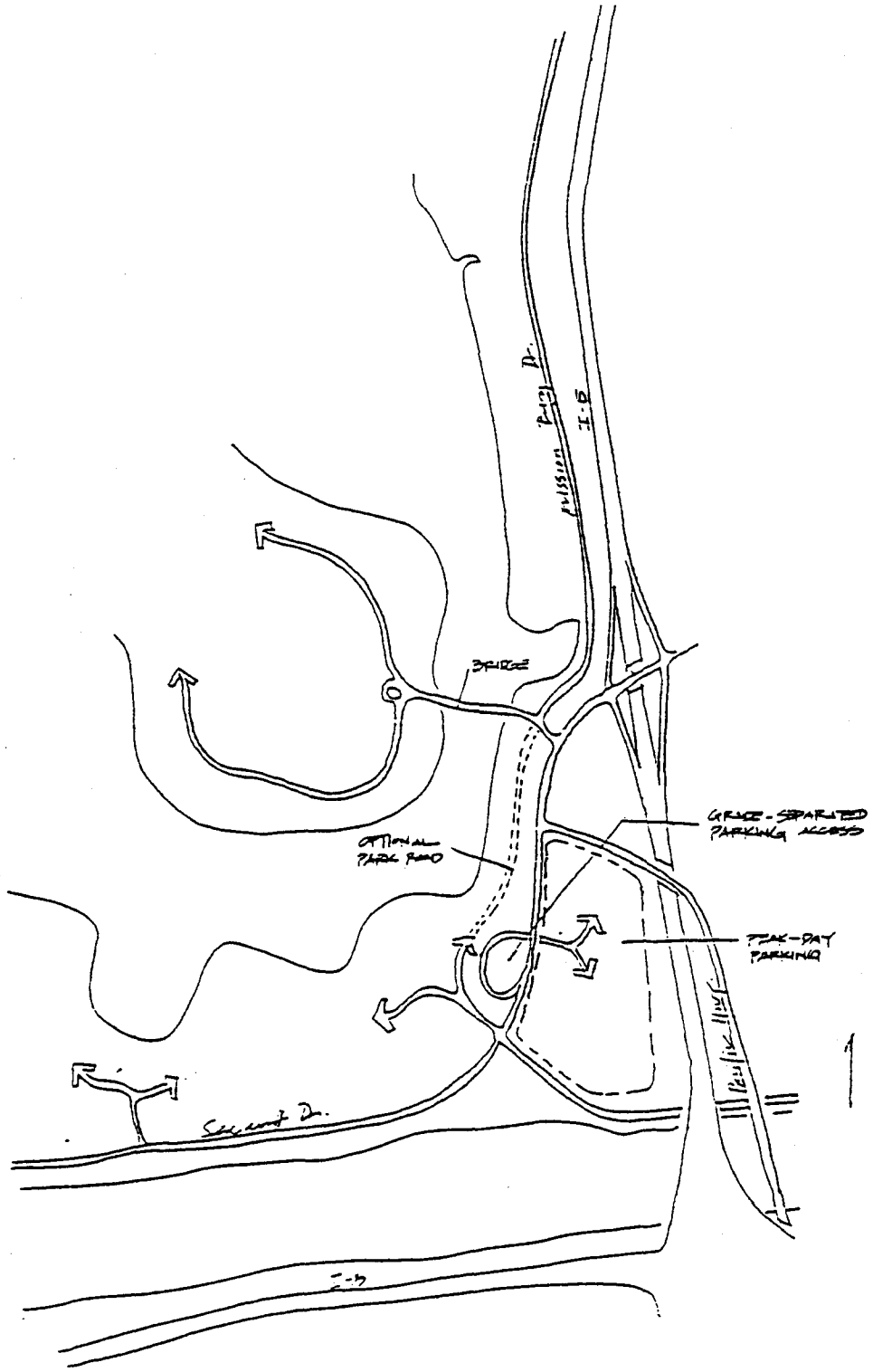
RECOMMENDED ROADWAY IMPROVEMENTS

Mission Bay Park Master Plan Update - Appendix C

1



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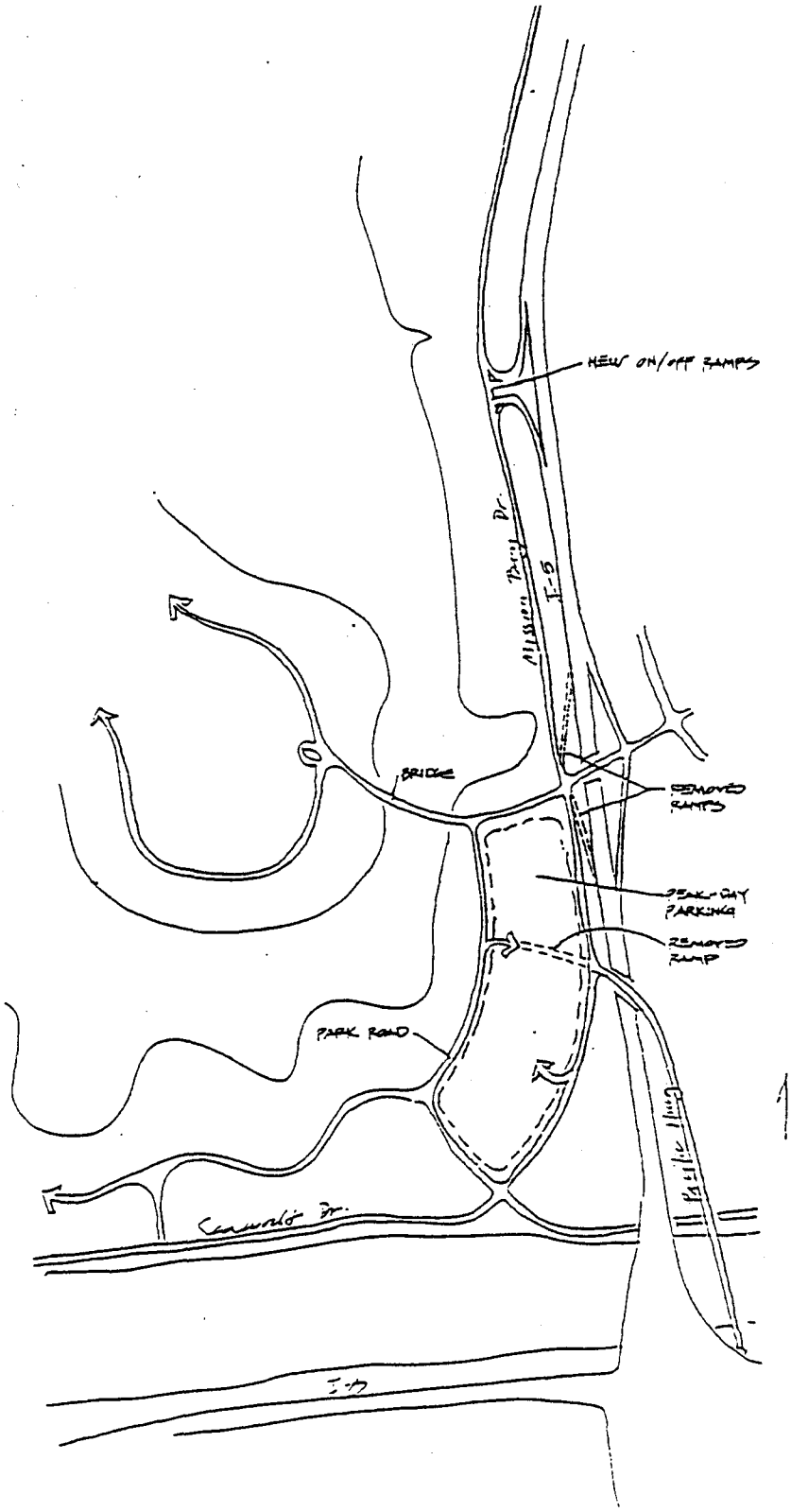
SOUTH SHORES ROADWAY OPTION A

Mission Bay Park Master Plan Update - Appendix C

2



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SOUTH SHORES ROADWAY OPTION B

Mission Bay Park Master Plan Update - Appendix C

3

Pros: Sea World traffic is separated from Park traffic in the zone of maximum congestion; at-grade right-turn movements into the peak-day parking lot are facilitated from both Sea World Drive and the park road; the peak-day parking lot is as close as possible to Fiesta Island; the configuration of the lot is efficient, limiting the maximum distance pedestrians would walk to the tram to a standard city block; pedestrians from the peak-day parking lot would cross the park road rather than Sea World Drive, allowing for a larger number of safe potential crossings; the tramway could use the park road.

Cons: New freeway ramps would direct traffic onto the southern portion of East Shores. However, this could be mitigated by treating this portion of Mission Bay Drive like a boulevard, with a planted median and left-turning pockets to access the existing parking areas.

Option C -- This is the highest-cost option. As shown in Figure 4, flyover exit ramp from I-5 would be built over Sea World Drive, allowing Mission Bay and Sea World Drives to meet under it. Sea World Drive would be routed as close to I-5 as possible. A new park road would parallel South Shores. The Pacific Highway ramp would be removed.

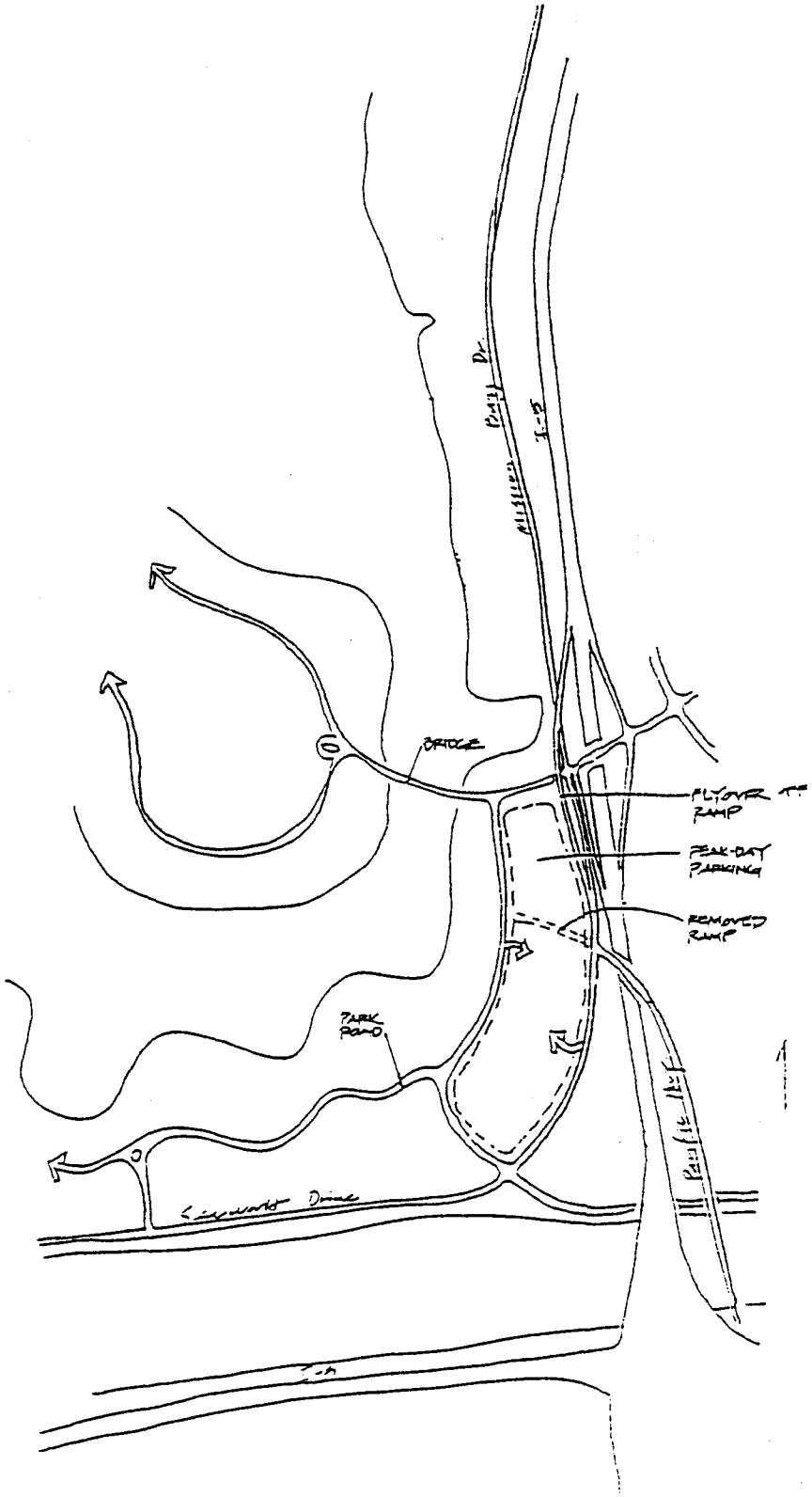
Pros: Southbound entrance ramp to I-5 ramps remains in place; overlaps between park-bound traffic and Sea World-bound traffic is eliminated; peak-day parking lot retains efficient configuration.

Cons: Flyover ramp expensive, requiring a bridge of about 600 to 800 feet. The ramp would impact views of Mission Bay from Tecolote Road, one of the park's major arrival points.

Recommendations

Of the three improvement alternatives presented, Option A was the only one deemed acceptable by both Caltrans and the City Engineering staff. This option was deemed acceptable because it left existing I-5 ramps, the Pacific Coast Highway overpass and the Sea World Drive alignment unchanged while directing traffic to the overflow lot through a looping overpass crossing Sea World Drive. The overpass, however, would occupy valuable parkland and its elevation would block important views of the water from the main entrance roads. For these reasons, this option was modified, resulting in the preferred alternative as shown in Figure 5. The cost estimate for this preferred alternative is shown in Table 1. This preferred alternative proposes the following:

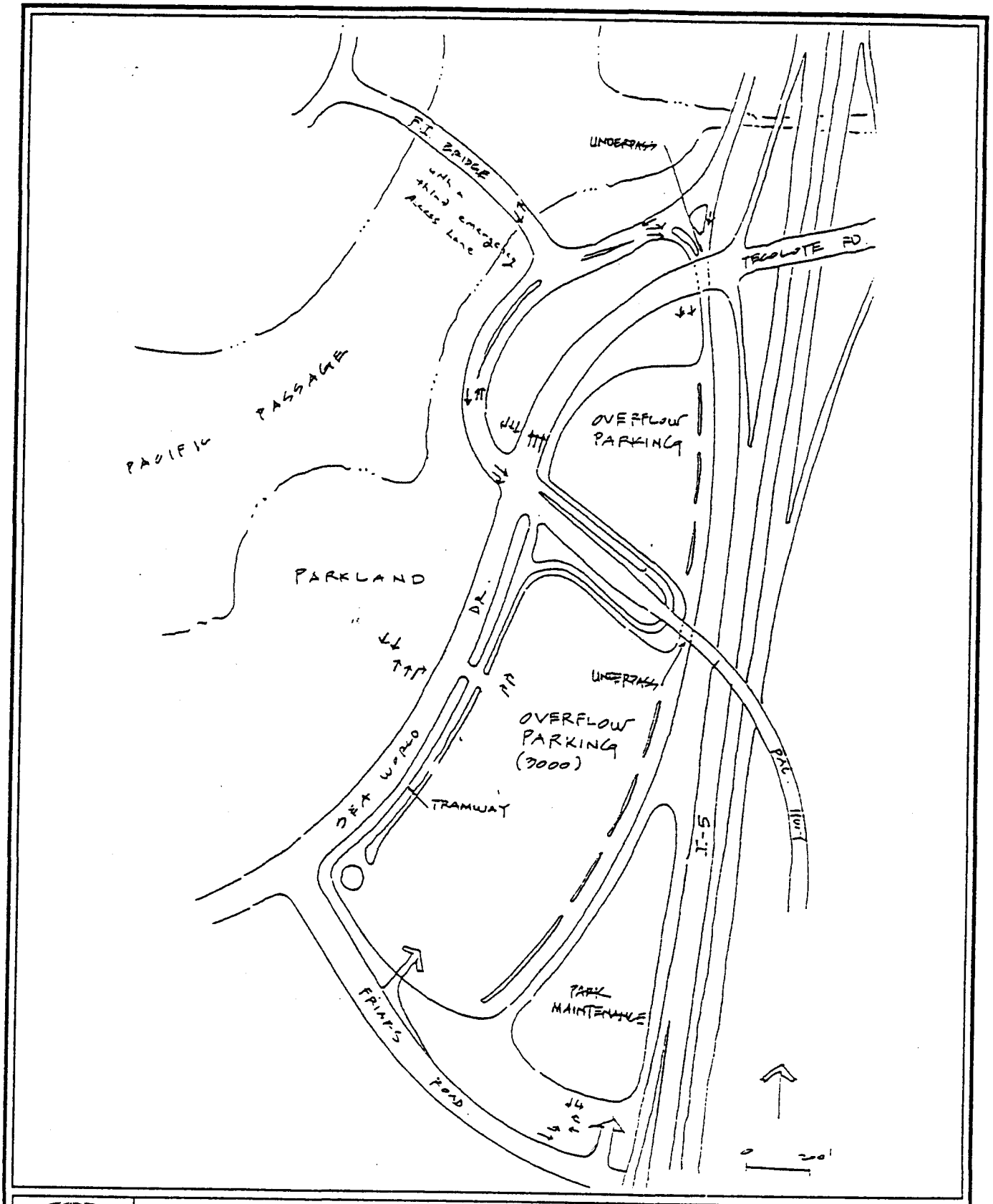
- Building underpasses at Tecolote Road and Pacific Highway, as close to the Park boundary as possible;
- Extending a road from East Mission Bay Drive through the underpasses, to serve as primary access to the overflow parking;
- Widening Sea World Drive and the curling portion of East Mission Bay Drive to permit continuous, right-hand turns into the overflow parking from Sea World Drive; and



SOUTH SHORES ROADWAY OPTION C

Mission Bay Park Master Plan Update - Appendix C

4



SOUTH SHORES ROADWAY PREFERRED ALTENATIVE

Mission Bay Park Master Plan Update - Appendix C

5

Table 1
PREFERRED ALTERNATIVE COST ESTIMATES
Mission Bay Master Plan

	Cost	Unit	Quantity	TOTAL COST (a)	Notes
Site Preparation					
Clearing (medium density)	$340	Acre	28.1	$9,554	
Earthwork					
Excavating	$2	CY	29000.0	$47,850	
Utility trench	$1	LF	900.0	$900	
Fill	$2	CY	0.0	$0	
Boring (sandy soil)	$13	LF	3850.0	$51,783	
Lighting					
High pressure sodium, 400 watt	$885	ea.	20.0	$17,700	
Aluminum pole, 12' high	$415	ea.	20.0	$8,300	
Bracket arms	$105	ea.	20.0	$2,100	
Electric Sitework	$16	ea.	20.0	$317	(b)
Road gutter					
Curbs	$6	LF	15050.0	$90,300	
Road pavement					
Base course (12" deep)	$10	SY	137572.2	$1,375,722	
Soil stabilization	$7	SY	68386.1	$478,703	
Retaing wall (8' high, 33° slope embankment)	$215	LF	900.0	$193,500	
Roadway appurtenances					
Guide Rail	$12	LF	4500.0	$54,000	
Signs (20SF, high intensity)	$19	SF	500.0	$9,475	
Pavement Markings	$1	LF	2500.0	$1,400	
Furnishings					
Benches, 8' long	$745	ea.	10.0	$7,450	
Landscaping					
Lawns and grasses	$40	MSF	49.0	$1,960	
Shrubs and trees	$62	ea.	30.0	$1,860	
Signals					
Sea World Drive & East Mission Bay Drive	$37,500	ea.	1.0	$37,500	
North Entrance & East Mission Bay Drive	$37,501	ea.	1.0	$37,501	
SUBTOTAL				$2,427,874	
Contingency @ 25%				$606,969	
TOTAL EST. COST				$3,034,843	
SAY				$3,000,000	

Notes
(a) Includes costs for material, labor, and equipment
(b) Includes 6 ducts @ 4" diameter, PCV type
(c) Includes forms (4), reinforcing, for average subtructure, and simple design.
MSF = Thousand Square Feet
Source: "Means Site Work Cost Data, 1990"

Wilbur Smith Associates, November 1992.

Table 1 (cont.)
PREFERRED ALTERNATIVE COST ESTIMATES
BRIDGE STRUCTURES
Mission Bay Master Plan

	Cost	Unit	Quantity	TOTAL COST (a)	Notes
Concrete structure: cast in place					
Fiesta Island Bridge	$190	CY	2666.7	$506,667	(c)
Fiesta Island Bridge (footings demolition)	$3	LF	1200.0	$3,600	
Fiesta Island Bridge (floor demolition)	$4	SF	18000.0	$72,000	
Fiesta Island Bridge (dredging)	$8	CY	13333.3	$100,000	
Fiesta Island Bridge (lighting)	$1,421	ea.	6.0	$8,526	
Fiesta Island Drive Reconstruction	$191	CY	533.3	$101,867	(c)
Fiesta Island Dr Reconstruct (footings demolition)	$3	LF	300.0	$900	
Fiesta Island Dr Reconstruct (floor demolition)	$4	SF	4500.0	$18,000	
SUBTOTAL				$811,559	
Contingency @ 25%				$202,890	
TOTAL EST. COST				$1,014,449	
SAY				$1,000,000	

Notes
(a) Includes costs for material, labor, and equipment
(b) Includes 6 ducts @ 4" diameter, PCV type
(c) Includes forms (4), reinforcing, for average subtructure, and simple design.
MSF = Thousand Square Feet
Source: "Means Site Work Cost Data, 1990"

Wilbur Smith Associates, November 1992.

- Providing signaled pedestrian crossings at the Sea World Drive with Friars Road and Pacific Highway intersections.

The City is already planning the widening of the Pacific Highway bridge over I-5, a project which can easily incorporate the recommended underpass serving the overflow lot, saving Park development costs.

Commuter Traffic Mitigation

The only available solution to divert commuter traffic from park roads is the construction of a new west-bound off-ramp from I-5 to I-8, and a new on-ramp northbound from I-8 to I-5. If this solution is ever implemented, the existing I-5 southbound exit and entrance ramps would need to be relocated as there would be insufficient weaving distance between the existing I-5 on-ramp at Tecolote Road and the new off-ramp from I-5 to I-8. Option B above would then need to be implemented as well. Given the substantial cost of these ramps (possibly over $100.0 million), Caltrans has suggested that other options be considered, including widening Sea World Drive to accommodate traffic between I-5 and Ingraham Boulevard. If this option is ultimately implemented, Option C should be considered as part of this plan.

Parking

The detailed explanation of expected parking demand and the recommended parking supply enhancements are provided in the main body of the Master Plan Update. The recommendations consist of constructing a 3,000 space overflow parking lot in South Shores, developing a series of small lots on Fiesta Island, and removing one parking lot from Bahia Point and another from De Anza Cove. Figure 6 shows the location of these recommended improvements. Table 2 shows the ADA accessible parking requirements that must be adhered to.

Transit Options

This section provides an overview of potential transit options for the Mission Bay Park Master Plan. Included is a planning level analysis of route options for a primary route as well as two expansion possibilities. The route options are presented in terms of service area, distance, route times and estimated headway requirements. Operating costs, service management, funding sources, operating schedule and equipment options are also presented.

To aid in the analysis, two agencies that are currently providing recreation/tourist transit service were contacted. The San Diego Park and Recreation Department, through an operating agreement with the Old Town Trolley Co., provides service within Balboa Park. This service has been in operation for 18 months and has carried approximately 300,000 passengers to date. Long Beach Transit, the second agency contacted, provides a "Runabout" service in the CBD and along the waterfront. This service was established about two years ago and is operated by the transit authority.

Route Options

Transit service linking the proposed Fiesta Island remote parking lot to Fiesta Island is considered the primary route. This route, once established could be expanded to provide service to the northeast and southwest sections of the park. To maximize access to Mission Bay Park it is recommended that tram linkages eventually be made to the existing San Diego bus routes serving the Park, the Planned Pacific

Beach Shuttle, and the proposed MTDB rail station at the Pacific Cost Highway. Service linking the proposed Pacific Coast Highway MTDB station could be achieved by expanding the primary route. Table 3 shows the round trip distance, time and estimated headway for three potential transit routes originating from the proposed Fiesta Island remote lot. The primary route is shown as Route A and Route A1 indicating two possible Fiesta Island roadway configurations. As shown in Table 1, the primary route could be used to link the service to the proposed MTDB station, carrying passengers to the remote lot which would serve as a hub for Routes B and C.

Route Descriptions

Route A -- As shown in Figure 7, this route would serve Fiesta Island from the remote parking lot. The total distance would be 3.4 miles. It is estimated that a round trip would take 41 minutes to complete. Headway of approximately 10 minutes could be achieved on this route configuration with four vehicles. The number of vehicles could be reduced to three if 15 minute headways are used.

Route A1 -- As shown in Figure 8, this route would also serve Fiesta Island from the remote parking lot. The total distance would be 3.7 miles and the time needed to complete one round trip is estimated at 45 minutes. Headway of approximately 11 minutes could be achieved with four vehicles. Using only three vehicles would cause headways to increase to 15 minutes.

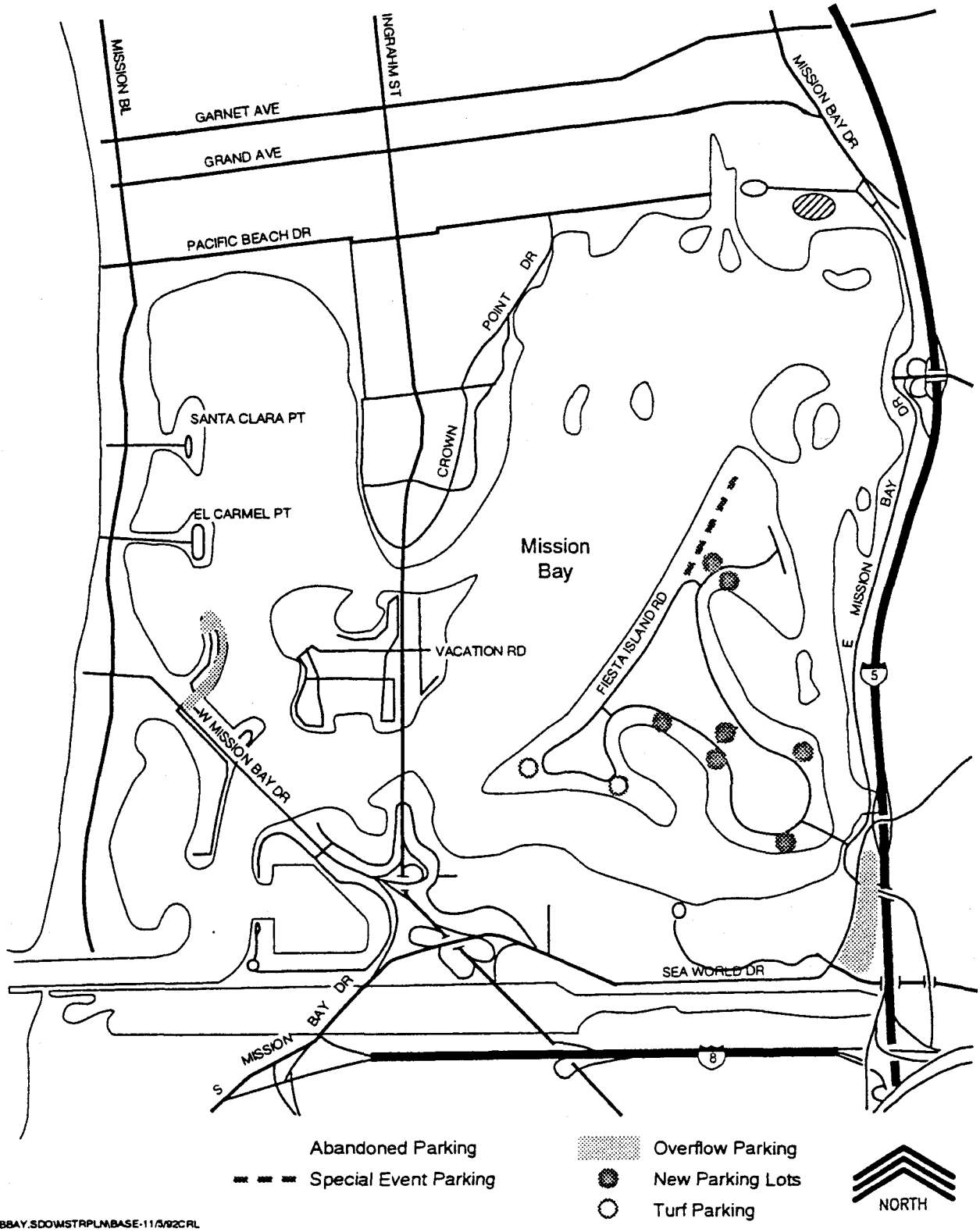
Route B -- As shown in Figure 9, this route would provide service to the northeast quadrant of the park. It would travel parallel to I-5 and link the Fiesta Island remote lot to the parking lot located north of De Anza Cove, making several stops between the two lots. The total route distance is estimated at 4.8 miles and total round trip time would be 58 minutes. A minimum of five vehicles would be necessary to maintain 11 minute service headways. Four vehicles would increase headways to 15 minutes.

Route C -- As shown in Figure 10, this route would provide service to the west of the Fiesta Island remote lot along Sea World Drive and travel north on Ingraham Street to the Vacation Village/Ski Beach area. The total route distance is estimated at 5.6 miles and round trip travel time would be approximately 1 hour and 7 minutes. This route would require six vehicles in order to provide 11 minute headways. Five vehicles would provide 13 minute headway service.

Level-of-Service

Transit service would most likely be operated on a daily basis during the peak summer season between the hours of 9:00 AM and 6:00 PM. During Summer holidays (Memorial Day, July 4, Labor Day) and special events, additional vehicles could be added to the routes. During the off season, transit service could be provided for special events.

The appropriate vehicles for the envisioned service must be wheelchair accessible and should provide seating for a minimum of 30 passengers. Ideally, the vehicles would be equipped with easy load bicycle racks and provide storage space for large picnic coolers and other recreational equipment.



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PARKING RECOMMENDATIONS

Mission Bay Park Master Plan Update - Appendix C

6

Table 2

ADA ACCESSIBLE PARKING SPACE REQUIREMENTS
Mission Bay Park Master Plan Update - Appendix C

Total Parking in Lot	Required Minimum Number of Accessible Spaces
1 to 25	1
26 to 50	2
51 to 75	3
76 to 100	4
101 to 150	5
151 to 200	6
201 to 300	7
301 to 400	8
401 to 500	9
501 to 1,000	2 percent of total
1,001 and over	20 plus 1 for each 100 over 1,000

ATBCB Regulation 4.1.2(5)(a)

Wilbur Smith Associates; November 1992.

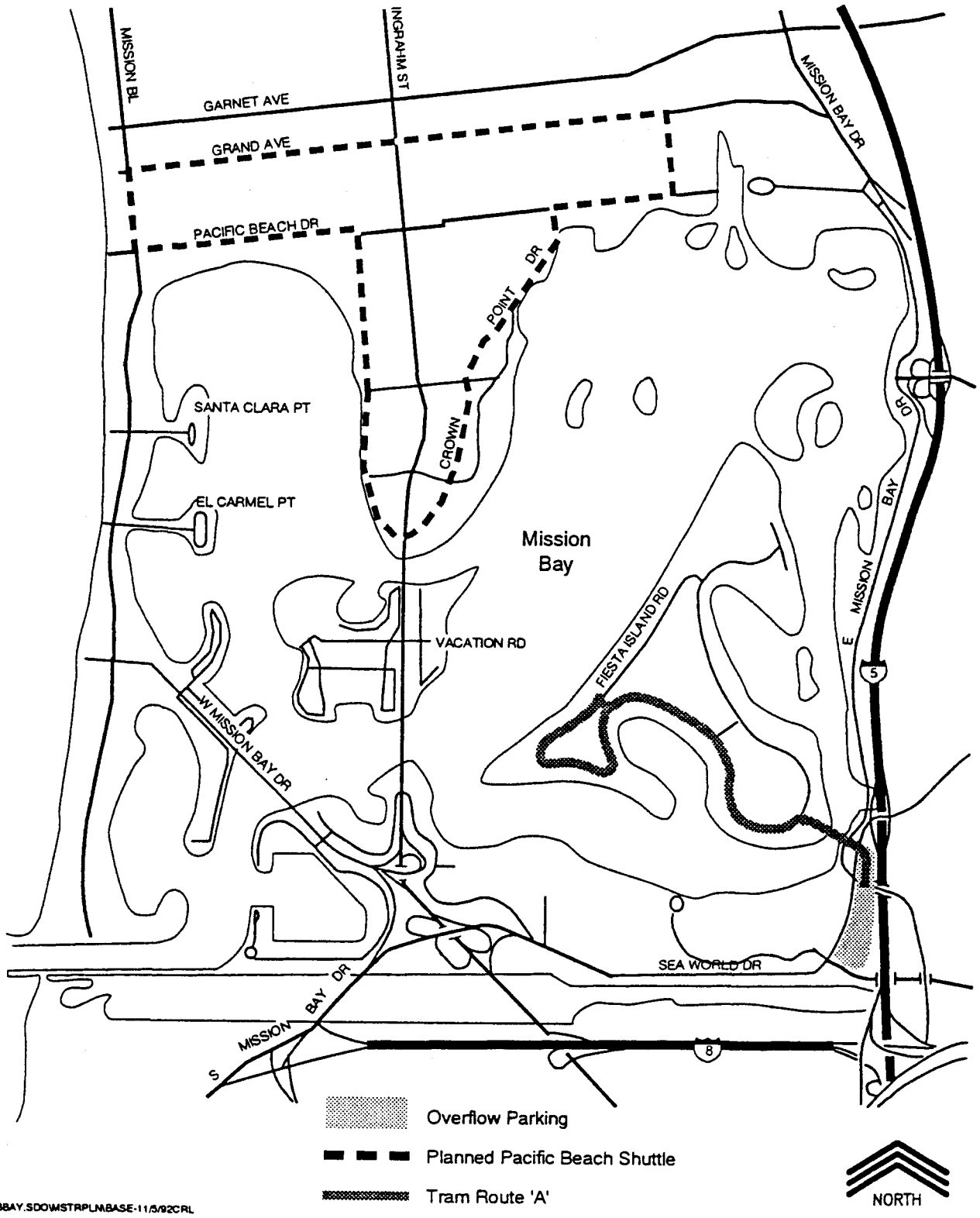
Table 3

TRANSIT ROUTE OPTIONS
Mission Bay Park Master Plan Update - Appendix C

Route	Round Trip Distance (miles)	Time(1) Hour/Minute	<-- Service Headway per Vehicle -->			
			# of Vehicles	Minutes	# of Vehicles	Minutes
Fiesta Island - Remote Lot						
A(2)	3.4	0/41	3	14	4	10
A1(3)	3.7	0/45	3	15	4	11
B	4.8	0/58	4	15	5	11
C	5.6	1/07	5	13	6	11
MTDB Station						
A(2)	4.9	0/59	4	15	5	11
A1(3)	5.2	1/02	5	12	6	10

(1) Time based on travel speed of 5 mph. This speed accounts for on and off loading at transit stops.
(2) Route A = Two lane island road, small loop west end of island.
(3) Route B = Large loop road on island.

Wilbur Smith Associates; November 1992.



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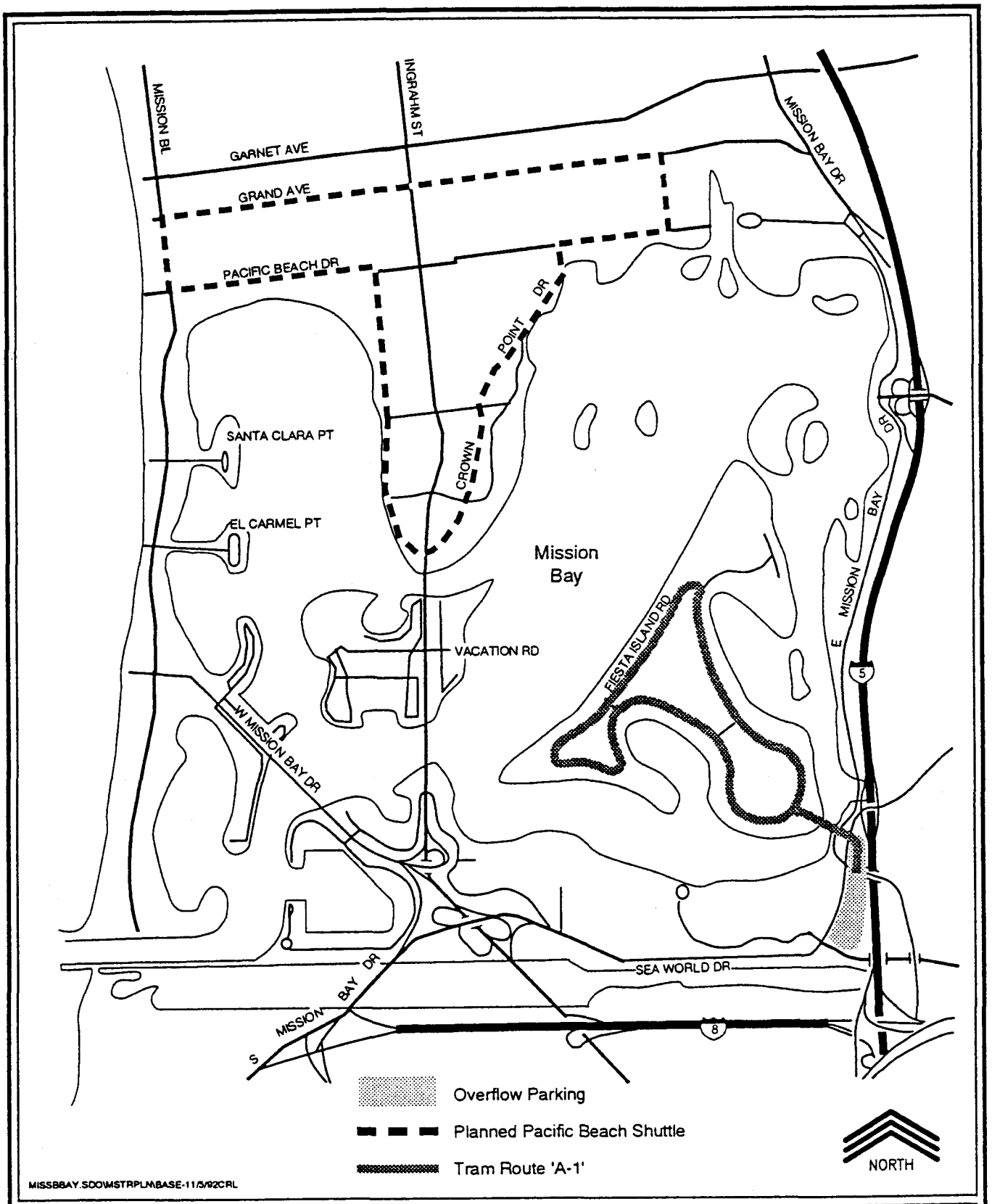
TRAM ROUTE 'A'

Mission Bay Park Master Plan Update - Appendix C

7



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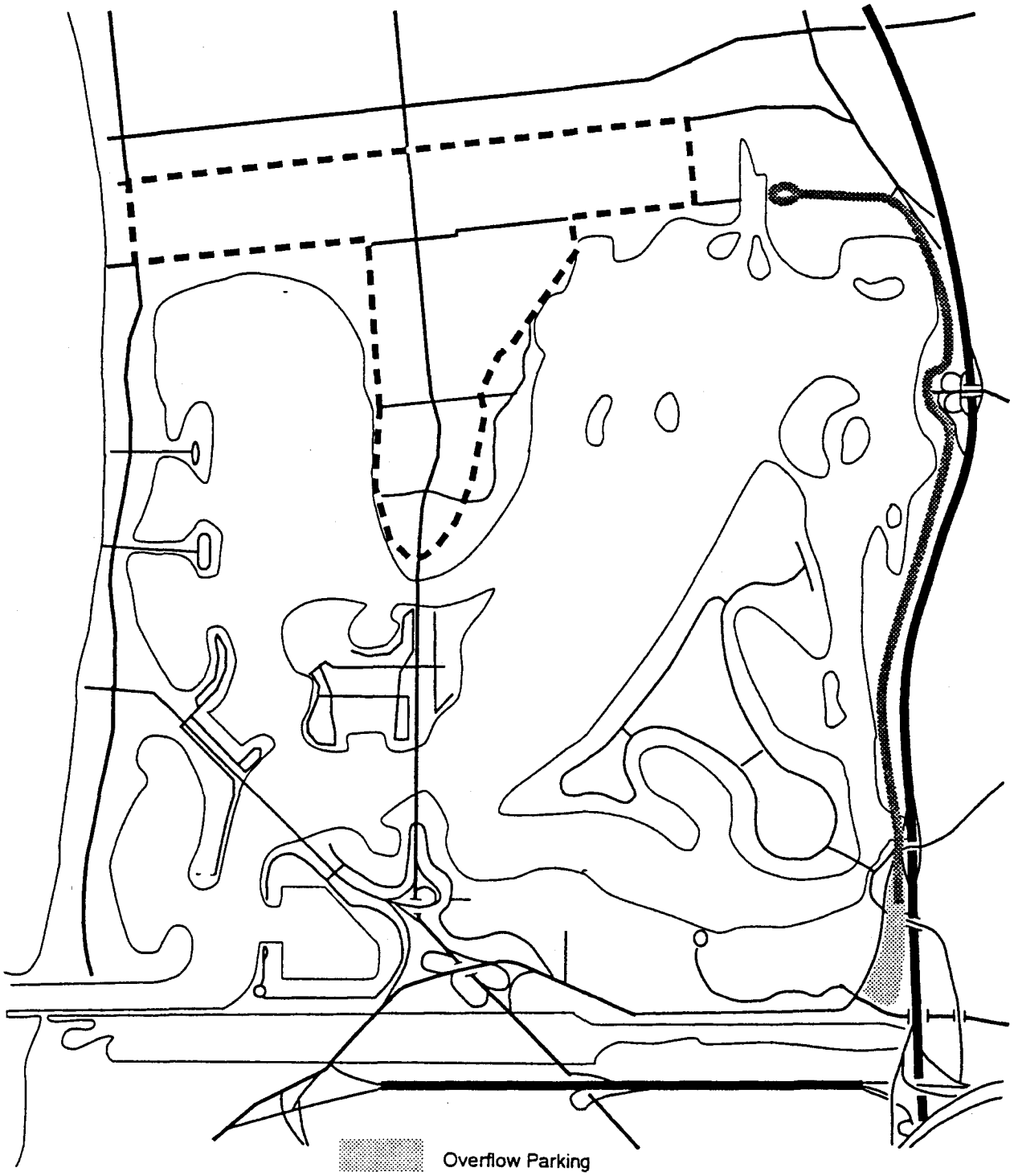
TRAM ROUTE 'A-1'

Mission Bay Park Master Plan Update - Appendix C

8



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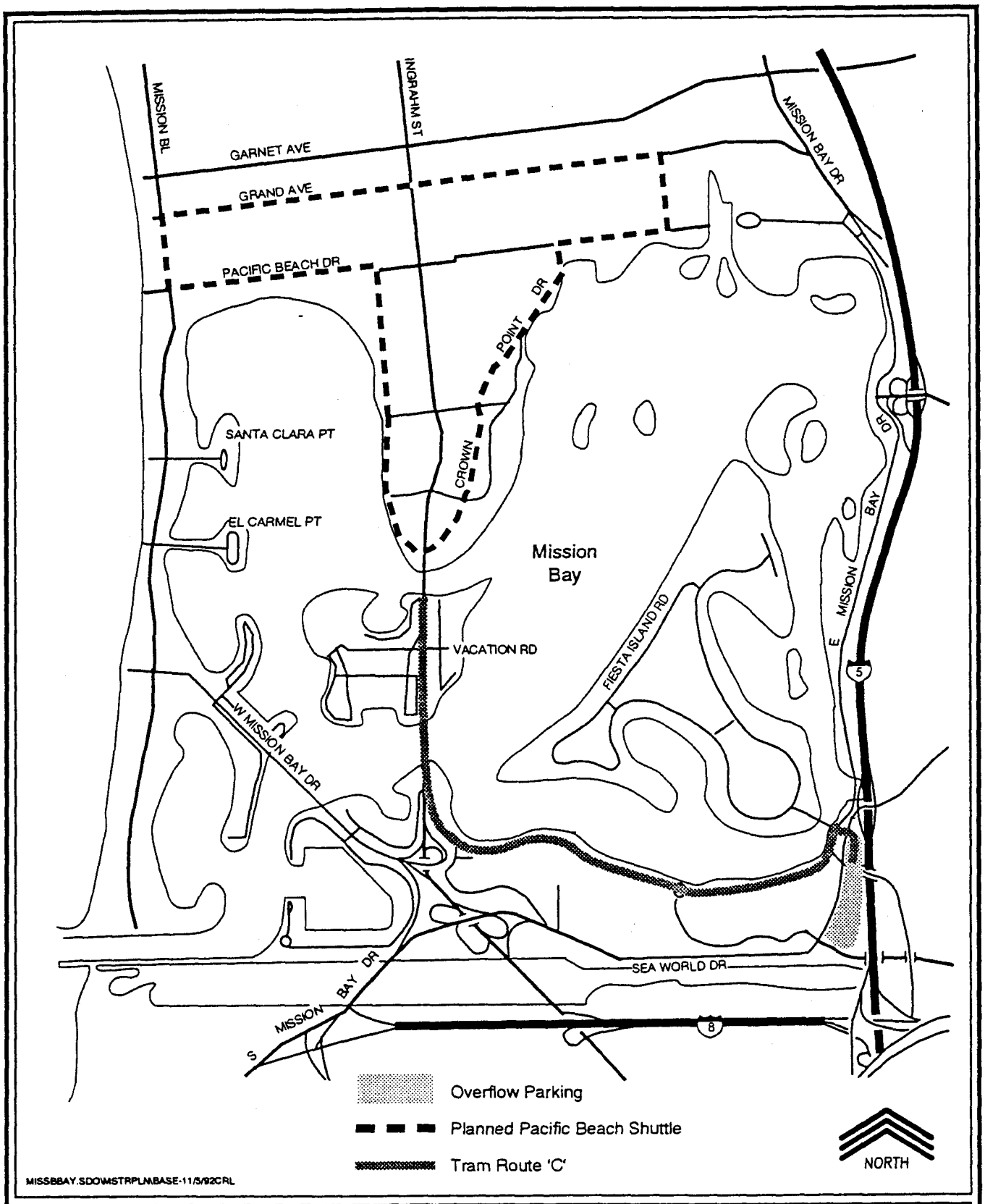
TRAM ROUTE 'B'

Mission Bay Park Master Plan Update - Appendix C

9



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TRAM ROUTE 'C'

Mission Bay Park Master Plan Update - Appendix C

10

Funding and Operations

The Long Beach "Runabout" service is owned and operated by the City transit authority. Service for three routes is provided with 15 vehicles. The vehicles are manufactured in Canada (Orions), provide 24 seats and are propane gas powered. The Balboa Park "Trolley" service is operated by a private vendor under contract to the San Diego Park and Recreation Department. This service is provided with three vehicles that resemble old fashioned trolley cars. The vehicles seat 30 and are propane gas powered. Both of these systems were funded in part by matching Federal Funds for alternative fuel use. Other funding sources include, but are not limited to, local sales tax measures and City general operating funds as well as state funding. Both the Long Beach and San Diego services are provided free to the user. It is recommended that any tram service implemented in Mission Bay Park also be free of charge.

Cost

To provide general understanding of the costs involved in operating a system of this nature, the most recent operating costs for two similar recreation transit systems are provided. The Long Beach Transit "Runabout" operating cost per vehicle service hour (vsh) for FY 1991 is $50.98. The cost associated with providing the Balboa Park "Trolley" service from November 1991 through October 1992 was $203,153 exclusive of the cost of fuel. The cost per vehicle mile (pvm) for this period ranged between $2.90 and $6.70 (pvm) depending on seasonal level of service.

Appendix D

MISSION BAY PARK RESIDENT OPINION & USAGE SURVEY

Prepared by

Rea & Parker, Incorporated

INTRODUCTION

The City of San Diego is in the process of preparing a plan for Mission Bay Park. Accordingly, the City is interested in resident opinions concerning some important issues regarding the future development of Mission Bay Park. A telephone survey of San Diego County residents was conducted in order to seek these opinions in April 1992.

Rea & Parker, Incorporated was subcontracted to conduct this telephone survey. A total of 812 households was randomly selected throughout the County for interview. This sample size implies that there is a 95% certainty that the results are accurate within ± 3.5%. The questionnaire was designed to ensure that gender, age, and geographic location were adequately represented.

A summary of the survey results is presented in this report. A copy of the questionnaire is included in the Appendix. This questionnaire also serves as a "master data sheet" which includes the absolute frequencies associated with the response categories for each question.

The following summarizes the key survey findings.

- The general profile of the County of San Diego as reflected by the survey respondents is as follows: The median age of survey respondents is

36.7 years and the median household income is $39,844. The sample was 51.1% male and 48.9% female and over 75% of the population is White (non-Hispanic). In terms of home ownership, 61.5% own their own home. Almost 20% of the population has children 0-4 years of age and slightly more than 20% has children 5-11 years of age.

- About 60% of the County population are non-users of Mission Bay Park; the remaining 40% use the Park at least a few times per year.
- Generally speaking, there are very few differences between users and non-users of the Park in socioeconomic/demographic terms. Those few differences which occur are geographic or income related--with higher income related to higher use.
- County residents do not visit Sea World very often, with 63.9% indicating that they visit Sea World seldom or never.
- There is agreement among County residents that the unique water setting of the Park should influence land use and that permits in high use areas should be required. On the other hand, there is disagreement with a proposal to ease

certain height restrictions in the Park as well as increasing commercial land lease areas.

- Heaviest usage of Mission Bay Park facilities is found in picnic areas and pedestrian/bike trails. Only 33.0% of Park users avail themselves of water sports and boating activities.
- Important issues among Park users are water quality, safety/crime, sewage on Fiesta Island, and air pollution/odor. Park users perceive parking, streets, and sidewalks as being particularly crowded.
- Non-users of Mission Bay Park cite distance from the Park as their primary reason for not using it. They largely make use of other parks and the beaches as alternative recreational sites.

DEMOGRAPHIC PROFILE

Table 1 indicates the distribution of the population according to their relative usage of Mission Bay Park. Nearly 60% of the population indicates that they seldom or never use Mission Bay Park, and these respondents are considered "non-users" of the Park for purposes of this analysis. The other 3 categories of responses represent the "users" of the Park.

Tables 2-9 portray various socioeconomic data pertaining to the survey sample. Prior to a discussion of the opinions and preferences expressed by the survey respondents, it is particularly useful to examine the respondents' demographic profile as it reflects the general profile of the County of San Diego. It is of further importance to elaborate upon the demographic distinctions between Park users and non-users. Therefore, Tables 2-9 contain a breakdown of the total population into Park user and Park non-user categories.

Table 2 portrays the age distribution of the adult population sampled and indicates that the median age of the survey respondents is 36.7 years. The sample was 51.1% male and 48.9 female (Table 3), and the median household income is $39,844 (Table 4). Over 75% of the population is White (non-Hispanic), as shown in Table 5, and 61.5% of them own their own homes (Table 6).

Table 1

How Often Does Respondent Use Mission Bay Park?

Frequency	#	%
Once per week or more	56	6.9
Once or twice per month	101	12.4
A few times per year	177	21.8
Seldom or never	478	58.9
Total	812	100.0

Table 2

Age of Respondent

Age	Total		User		Non-User	
	#	%	#	%	#	%
18-24	131	16.3	54	16.2	77	16.2
25-34	246	30.4	113	34.0	133	28.0
35-49	246	30.4	103	30.9	143	30.1
50-64	105	13.0	39	11.7	66	13.9
65 and over	80	9.9	24	7.2	56	11.8
Total	808	100.0	333	100.0	475	100.0

median = 36.7 years

Table 3

Gender of Respondent

Gender	Total #	Total %	User #	User %	Non-User #	Non-User %
Male	415	51.1	188	56.3	227	47.5
Female	397	48.9	146	43.7	251	52.5
Total	812	100.0	334	100.0	478	100.0

Table 4

Annual Household Income

Income	Total #	Total %	User #	User %	Non-User #	Non-User %
Under $15,000	83	13.1	22	7.8	61	17.4
$15,000-$24,999	94	14.8	40	14.2	54	15.4
$25,000-$34,999	109	17.2	48	17.0	61	17.4
$35,000-$44,999	96	15.2	45	16.0	51	14.5
$45,000-$59,999	111	17.6	56	19.9	55	15.7
$60,000-$79,999	73	11.5	41	14.5	32	9.1
$80,000 and over	67	10.6	30	10.6	37	10.5
Total	633	100.0	282	100.0	351	100.0

median = $39,844

Table 5

Ethnicity of Respondent

Ethnicity	Total		User		Non-User	
	#	%	#	%	#	%
Hispanics/Latinos	107	13.3	14	12.3	66	13.9
African-Americans	43	5.3	16	4.8	27	5.7
White (non-Hispanic	615	76.2	256	77.2	359	75.6
Asian/Filipino/ Pacific-Islander	33	4.1	15	4.5	18	3.8
Other	9	1.1	4	1.2	5	1.0
Total	807	100.0	332	100.0	475	100.0

Table 6

Does Respondent Own or Rent Place of Residence?

Response	Total		User		Non-user	
	#	%	#	%	#	%
Own	491	61.5	204	62.2	287	61.1
Rent	305	38.2	124	37.8	181	38.5
Other	2	0.3	0	0.0	2	0.4
Total	798	100.0	328	100.0	470	100.0

Approximately 20% of the population has children 0-4 years of age and about 20% has children 5-11 years of age. Only 9.3% has children between the ages of 12-15 and 5.6% between 16 and 18 (Table 7). Table 8 indicates that nearly 70% of the population has voted within the past 2 years.

For purposes of analysis, the County has been disaggregated into six geographic areas, as indicated in Table 9. The "Vicinity of Mission Bay Park" area comprises the neighborhoods from Point Loma on the south to La Jolla on the north and extends eastward from the Pacific Ocean to Interstate 805 (north of Mission Valley). This area contains 16.6% of the population. "South Bay" is an area consisting of the southern portions of Coronado and all other communities south of National City to the International Border--it includes 10.6% of the population. "East County" contains all areas east of La Mesa including the mountain and desert areas of the County--12.7% of the population can be so classified. The central portion of the City of San Diego was divided into two parts--"South of I-8," which also includes National City, La Mesa, and Lemon Grove, containing 22.2% of the population, and "North of I-8," which extends from I-805 (north of Mission Valley) on the west to the I-15 corridor on the east and north to

Mira Mesa/Scripps Ranch, comprising 11.1% of the population. The largest population concentration is found in the "North County" area from Del Mar and Rancho Penasquitos north. This area contains 26.8% of the population.

There are very few differences between users and non-users in socioeconomic/demographic terms when tests of statistical significance are applied. Statistically significant differences do occur, however, with regard to income and geography. For example, users of the Park tend to enjoy higher incomes than non-users. Among those who earn under $15,000, 73.5% are non-users as opposed to 49.4% of those who earn $45,000 or more. As expected, "The Vicinity of Mission Bay Park" is the area in which the highest proportion of users is found (63.0%). The next highest source of users is the "Central City-North of I-8" area, which contains 55.6% of users. All other areas contain approximately 40% or fewer users.

Table 7

Respondents with Children in Various Age Groups

Age Group of Children	All Respondents					
	Yes		No		Total	
	#	%	#	%	#	%
0-4	153	19.0	652	81.0	805	100.0
5-11	163	20.2	642	79.8	805	100.0
12-15	75	9.3	730	90.7	805	100.0
16-18	45	5.6	760	94.4	805	100.0

Age Group of Children	Users						Non-Users					
	Yes		No		Total		Yes		No		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
0-4	57	17.2	275	82.8	332	100.0	96	20.3	377	79.7	473	100.0
5-11	65	19.6	267	80.4	332	100.0	98	20.7	375	79.3	473	100.0
12-15	33	9.9	299	90.1	332	100.0	42	8.9	431	91.1	473	100.0

Table 8

Has Respondent Voted in the Last Two Years?

	Total		User		Non-User	
Response	#	%	#	%	#	%
Yes	565	69.9	236	71.1	329	69.1
No	243	30.1	96	28.9	147	30.9
Total	808	100.0	332	100.0	476	100.0

Table 9

Area of City Where Respondents Reside

	Total		User		Non-User	
Area	#	%	#	%	#	%
Vicinity of Mission Bay Park	135	16.6	85	25.4	50	10.5
South Bay	86	10.6	32	9.6	54	11.3
East County	103	12.7	43	12.9	60	12.5
Central City (South of I-8)	180	22.2	73	21.9	107	22.4
Central City (North of I-8)	90	11.1	50	15.0	40	8.4
North County	218	26.8	51	15.2	167	34.9
Total	812	100.0	334	100.0	478	100.0

GENERAL OPINIONS REGARDING MISSION BAY PARK

The responses to questions 17-21 have been summarized in Tables 10-17. These questions represent general opinions about the Park and were to be answered by all respondents--both users and non-users. Respondents were asked how frequently they visit Sea World. Table 10 shows that 63.9% of them visit Sea World seldom or never. In fact, only 4.4% of the population visit Sea World once a month or more. Middle income respondents ($25,000-$64,999) tend to visit Sea World more frequently than higher and lower income groups, with 42.4% of the middle income respondents attending at least a few times per year compared to 30.3% for the other groups.

Table 10

How Often Do Respondents Visit Sea World?

Frequency	#	%
Once per week or more	9	1.1
Once or twice per month	27	3.3
A few times per year	256	31.7
Seldom or never	516	63.9
Total	808	100.0

Table 11 demonstrates that 96.7% of the population rates the importance of preserving and enhancing the natural resources of Mission Bay Park as either very important or somewhat important. The preservation and enhancement of Mission Bay Park's natural resources is less important to middle and upper income groups (94.6% importance with incomes of $35,000 and more) than it is to lower income groups (99.6% importance with incomes of under $35,000). Women indicate that the preservation and enhancement of these resources is very important more than do men (75.7% versus 68.0%). Respondents were asked about their degree of agreement or disagreement on four key issues:

- land use should be related solely to the Park's unique water setting
- certain height restrictions should be raised from 30 feet to 5 stories
- commercial land lease areas should be increased
- permits should be required for water activities in high use areas

Tables 12-15 present the responses of the survey population. There is substantial agreement with the land use/water setting relationship (Table 12) as well as the notion of requiring permits in high use, crowded areas (Table 15). On the other hand, there is a majority which

disagrees with easing height restrictions and with increasing commercial land lease areas (Tables 13-14).

Table 11

Respondents' Rating of the Importance of Preserving and Enhancing Natural Resources in Mission Bay Park

Rating	#	%
Very Important	545	71.7
Somewhat Important	190	25.0
Not at All Important	25	3.3
Total	760	100.0

Table 12

Respondents' Opinion on the Following Statement: "The Land in Mission Bay Park Should Be Exclusively Used for Activities Which Are Dependent on the Park's Unique Water Setting."

Opinion	#	%
Strongly Agree	245	32.6
Somewhat Agree	263	35.0
Undecided/Neutral	101	13.4
Somewhat Disagree	81	10.8
Strongly Disagree	62	8.2
Total	752	100.0

Table 13

Respondents' Opinion on the Following Statement: "The City Should Allow Some Hotels in Appropriate Locations to Increase Their Height Above the Thirty Foot Limit Up to about 5 Stories so That the City Can Earn More Land Lease Revenues to Improve Mission Bay Park."

Opinion	#	%
Strongly Agree	90	11.5
Somewhat Agree	166	21.3
Undecided/Neutral	82	10.5
Somewhat Disagree	130	16.7
Strongly Disagree	312	40.0
Total	780	100.0

Table 14

Respondents' Opinion on the Following Statement: "The City Should Increase Commercial Land Lease Areas in the Park to Earn More Revenue for City and Mission Bay Park Services and Public Improvements."

Opinion	#	%
Strongly Agree	78	10.1
Somewhat Agree	182	23.7
Undecided/Neutral	83	10.8
Somewhat Disagree	146	19.0
Strongly Disagree	280	36.4
Total	769	100.0

Table 15

Respondents' Opinion on the Following Statement: "The City Should Require permits for Water Activities in High Use Areas Such as Water Skiing, Jet Skiing, Sailing and Boating for the Purpose of Controlling Overcrowding."

Opinion	#	%
Strongly Agree	320	41.5
Somewhat Agree	193	25.0
Undecided/Neutral	41	5.3
Somewhat Disagree	86	11.1
Strongly Disagree	132	17.1
Total	772	100.0

With regard to the relationship between land use and the unique water setting of Mission Bay Park, 42.2% of individuals age 50 and over strongly favor the exclusive use of the Park for water-related activities, whereas only 29.7% of those under age 50 feel similarly. Particular support for this issue occurs among those in the $45,000-$54,999 income group (77.4% either strongly agree or somewhat agree in contrast to an overall 68.8%).

People who live in the South Bay and in the vicinity of Mission Bay Park tend to be less in favor of requiring permits for water activities than the overall population (57.6% South Bay agreement--58.7% vicinity agreement--66.5% overall agreement). Men disfavor the permit

requirement more so than women by a 35.7% to 20.1% margin.

The relaxation of height restrictions are favored more by younger groups (38.0% of those under age 35) than by older ones (23.3% of those age 50 and over). In the $35,000-$64,999 income group, there is more disapproval of the height restriction proposal than in higher and lower income groups, with 66.2% disagreeing with the proposal compared to 51.9% among the other income groups. Again, men and women differ on these issues, with 37.3% of the men in favor of easing height restrictions, but only 27.9% of the women.

With regard to increasing commercial land lease areas, respondents 18-24 years of age are the only age group which does not disagree with the proposal--40.6% disagreement. Disagreement increases in each succeeding age group up to a 65.8% disagreement among those 65 years of age and older. White and Asian ethnic groups, in particular, strongly disagree with the commercial land lease issue (39.6% strong disagreement among Whites--35.5% among Asians--31.0% among Blacks--and 23.2% among Hispanics). Disagreement with this proposal is less strong among those earning less than $35,000 (28.8% strong disagreement) than it is among those who earn $35,000 or more (43.8% strong disagreement).

Table 16 shows that 57.9% of the population does not want to pay a special tax to improve the Park. Those households earning $25,000-44,999 slightly favor the concept of such a tax (47.5% "yes" to 44.6% "no"). All other groups are strongly opposed. Among the 31.6% who are willing to pay such a tax, a substantial majority wish to pay no more than $20 per year (Table 17).

Overall, there is not much difference between users and non-users of the Park in terms of their general opinions other than a slight tendency for non-users to disagree less with the possibility of increasing commercial land leases in Mission Bay Park. Users of the Park do tend to be more willing to pay a special tax than do non-users (41.2% versus 24.6%).

Table 16

Are Respondents Willing to Pay a Special Tax to Improve Mission Bay Park?

Willingness	#	%
Yes	244	31.6
No	447	57.9
Maybe	81	10.5
Total	772	100.0

Table 17

How Much of a Special Tax Are Respondents Willing to Pay Annually?
(Based upon Those Who Are Willing to Pay Such a Tax)

Tax	#	%
Less than $20	175	58.5
$20 and less than $40	85	28.4
$40 and less than $60	23	7.7
$60 and less than $80	4	1.4
$80 and less than $100	5	1.7
$100 or more	7	2.3
Total	299	100.0

OPINIONS AND USAGE OF PARK FACILITIES (PARK USERS ONLY)

Tables 18 through 29 reflect information concerning the behavior and preferences of Mission Bay Park users regarding the Park itself. Table 18 demonstrates that the heaviest usage of Park facilities occurs in picnic areas and pedestrian/bike trails. It is noteworthy that only 33.0% of Park users avail themselves of water sports and boating activities. Tables 19-21 examine this water sports participation in greater detail.

Table 18

Facilities in Mission Bay Park Used by Respondent Users within the Last Year

Facility	Yes		No		Total	
	#	%	#	%		
Water Sports/ Boating	110	33.0	223	67.0	333	100.0
Picnic Areas	260	78.5	71	21.5	331	100.0
Pedestrian/ Bike Trail	209	63.1	122	36.9	331	100.0
Playgrounds/ Ballfields	152	46.1	178	53.9	330	100.0
Hotels/ Restaurants	129	39.0	202	61.0	331	100.0

Table 19 demonstrates that water skiing, swimming, and sailing are the most frequently engaged in water activities while boat racing, kayaking/canoeing, and rowing rank at the bottom. Water sport participants indicated that poor water quality was the single most important problem at Mission Bay Park (Table 20) and they agree with the proposition that the activities now allowed should continue as such ranging from 94.5% approval of sailing to 80.0% approval of jet skiing (Table 21).

White respondents participate in water sports more so than other ethnic groups (38.0% versus 18.1%). As expected, upper income groups ($55,000 and over) participate more heavily in water sports (52.9%) than the lower income groups (28.4%). People with young children, age 0-4, tend not to be water sports participants--19.3% compared to 35.8% without young children. People who live in the vicinity of the Park and those who live in the Central City-South of I-8 area are the heaviest users of bike and pedestrian trails (76.5% and 66.7%, respectively). Next in terms of usage is the Central City-North of I-8 area, with a 61.2% usage factor. The highest usage of ballfields and playgrounds occurs in the 35-49 age group (55.0%), whereas the lowest occurs in the 50-64 group (21.1%). People with children age 0-11 use

the playgrounds and ballfields more than those without children in this group (75.8% in contrast to 39.4%). Also of note is that respondents with children 0-4 years of age tend to participate in kayaking/canoeing more frequently and that families with children 12-15 tend to boat race more often. In terms of water skiing, men participate in this activity more than women (54.3% to 35.0%).

In terms of problems experienced by Mission Bay Park users, difficulties with shoreline access and access to water were encountered significantly more by those who live in the Central City-South of I-8 (45.0%) and North County (36.0%) than by the overall population (26.4%). Men tend to be more in favor of allowing continued water skiing and jet skiing than women (95.7% and 86.6%, respectively, for men versus 82.1% and 68.4% for women). Families with children 16-18 are significantly less in favor of allowing jet skiing and water skiing, and families with children 0-4 are less in favor of allowing windsurfing. Special race events are particularly popular among those who have voted in the past two years (92.5% versus 74.1% non-voters).

Table 19

How Often Do Respondent Users of Mission Bay Park Water Sport Facilities Participate in Such Activities?

Water Sport Activity	Often		Sometimes		Never		Total	
	#	%	#	%	#	%	#	%
Water Skiing	17	15.5	35	31.8	58	52.7	110	100.0
Rowing	4	3.6	14	12.7	92	83.7	110	100.0
Jet Skiing	13	12.0	24	22.2	71	65.8	108	100.0
Sailing	14	12.7	36	32.7	60	54.6	110	100.0
Swimming	16	14.5	43	39.1	51	46.4	110	100.0
Kayaking/Canoeing	6	5.5	11	10.0	93	84.5	110	100.0
Windsurfing	8	7.3	14	12.7	88	80.0	110	100.0
Boat Racing	6	5.5	9	8.2	95	86.3	110	100.0
Fishing	14	12.7	32	29.1	64	58.2	110	100.0

Table 20

Problems Experienced by Respondent Users of Mission Bay Park Water Sport Facilities

Problems	Frequency of Occurrence							
	Often		Sometimes		Never		Total	
	#	%	#	%	#	%	#	%
Boat Launching	4	3.6	19	17.3	87	79.1	110	100.0
Waterway Congestion	17	15.5	42	38.2	51	46.3	110	100.0
Shoreline & Access to Water	7	6.4	22	20.0	81	73.6	110	100.0
Poor Water Quality	50	45.8	33	30.3	26	23.9	109	100.0
Inadequate Water Depth	7	6.4	24	22.0	78	71.6	109	100.0
Inadequate Facilities	8	7.3	22	20.0	80	72.7	110	100.0
Conflicts with Other Users	8	7.3	29	26.4	73	66.3	110	100.0
Other	6	6.5	17	18.3	70	75.2	93	100.0

Table 21

Opinion of Respondent Users of Mission Bay Park Concerning Whether Certain Water Activities Should Be Allowed

	Frequency of Occurrence					
	Yes		No		Total	
Activity	#	%	#	%	#	%
Water Skiing	99	90.8	10	9.2	109	100.0
Rowing	103	93.6	7	6.4	110	100.0
Jet Skiing	84	80.0	21	20.0	105	100.0
Sailing	104	94.5	6	5.5	110	100.0
Swimming	89	83.2	18	16.8	107	100.0
Paddle Sports (e.g., canoeing)	101	91.8	9	8.2	110	100.0
Windsurfing	101	92.7	8	7.3	109	100.0
Special Race Events (e.g., power boat races)	94	87.9	13	12.1	107	100.0

Table 22 rates the issues which are important to respondent users in their ability to enjoy the Park. Prominent among these issues in terms of being labelled "very important" are water quality (86.5%), safety/crime (80.2%), sewage on Fiesta Island (75.7%), and air pollution/odor (75.4%). Least important, as indicated by responses of "not at all," are noise (18.4%) and access (16.0%). Younger groups and males are less bothered by noise than other groups. Men also find crime/safety less important than women (76.1% versus 85.5% "very important"), and women are much more bothered by air pollution and odor than men (85.6% to 67.6%). Among the other problems, people 50 years of age and older find parking to be less important than other age groups, and overcrowding seems to bother females and those in the 35-49 age group.

Table 22

Rating of Issues by Respondent Users of Mission Bay Park Related to Their Ability to Enjoy the Park

	Rating							
	Very Important		Somewhat Important		Not at All Important		Total	
Issue	#	%	#	%	#	%	#	%
Water Quality	289	86.5	39	11.7	6	1.8	334	100.0
Biological Habitat	213	65.7	95	29.3	16	5.0	324	100.0
Noise	118	35.5	153	46.1	61	18.4	332	100.0
Air Pollution/Odor	252	75.4	65	19.5	17	5.1	334	100.0
Overcrowding	148	44.6	144	43.4	40	12.0	332	100.0
Traffic	154	46.1	139	41.6	41	12.3	334	100.0
Parking	178	53.5	118	35.4	37	11.1	333	100.0
Access	156	47.1	122	36.9	53	16.0	331	100.0
Safety (Crime)	267	80.2	42	12.6	24	7.2	333	100.0
Public Service/Amenities	188	56.6	120	36.2	24	7.2	332	100.0
Sewage on Fiesta Island	244	75.7	44	13.7	34	10.6	322	100.0

Table 23 indicates those facilities for which Park users are willing to pay a fee in order to maintain and improve the Park. Camping is so favored by 61.3% of the users and parking by 51.5%. Lowest in willingness to pay is windsurfing (37.9%).

Table 23

Willingness of Respondent Users of Mission Bay Park to Pay User Fees for Various Facilities in Order to Improve and Maintain the Park

Facility	Yes		No		Total	
	#	%	#	%	#	%
Sports Fields	138	42.6	186	57.4	324	100.0
Water Skiing	143	44.0	182	56.0	325	100.0
Sailing	139	43.2	183	56.8	322	100.0
Parking	168	51.5	158	48.5	326	100.0
Camping	201	61.3	127	38.7	328	100.0
Group Picnic Facilities	163	49.4	167	50.6	330	100.0
Jet Skiing	140	43.2	184	56.8	324	100.0
Boating	148	45.3	179	54.7	327	100.0
Windsurfing	124	37.9	203	62.1	327	100.0

The amount of a user fee which users are willing to pay is reflected in Table 24, with a median fee of $4.10. Parking fees are opposed only by those who live in the vicinity of Mission Bay Park (66.3%)--all other regions support the idea, with North County particularly in support at 70.6%. Camping fees are strongly opposed by those 65 years of age and older (62.5% versus 38.8% overall). South Bay residents are the only geographic contingent which oppose fees for camping (51.6% opposition). Strongest support comes from East County (76.2% support) and North County (73.5%). Voters demonstrated a stronger support pattern for camping fees than non-voters (64.5% to 52.6%). Concerning some of the less noteworthy fee proposals, water skiing and jet skiing fees are favored by those in the 18-24 age group, with those 50 years of age and older strongly in opposition. East County and North County residents support water skiing and jet skiing fees. Lower income groups are particularly opposed to fees for picnic facilities. With regard to sailing, residents in the Central City-North of I-8 and North County residents support fees for sailing. East County and North County residents favor boating fees, but, again, people 50 years of age and older are opposed to both boating and sailing fees. Low income groups are also opposed to boating fees.

Table 24

Amount of User Fee Respondent Users Are Willing to Pay during a Typical Day at Mission Bay Park (Based upon Those Willing to Pay a User Fee at All)

User Fee	#	%
Under $2	46	17.7
$2 - $3.99	82	31.6
$4 - $6.99	90	34.6
$7 - $9.99	25	9.6
$10 and over	17	6.5
Total	260	100.0

median fee = $4.10

Table 25 indicates that 66.6% of Mission Bay Park users are willing to use a shuttle service once inside the Park. Of those willing to use such a service, Table 26 shows that 87.1% are willing to pay a fee to cover the cost of the shuttle's operations. All geographic areas show majority support for using the shuttle, with the strongest support among North County residents (82.0%), those in the vicinity of Mission Bay Park (77.1%), and South Bay residents (74.2%). As would be expected, however, lower income people are less in favor of a fee proposal than higher income groups.

Table 25

Willingness of Respondent Users of Mission Bay Park to Use a Shuttle Service Once Inside the Park

Willingness to Use	#	%
Yes	217	66.6
No	109	33.4
Total	326	100.0

Table 26

Willingness of Respondent Users to Pay a Fee to Cover Tram Operation

(Based Upon Those Willing to Use Shuttle Service)

Willingness to Pay	#	%
Yes	182	87.1
No	27	12.9
Total	209	100.0

Table 27 examines users' perceptions of crowdedness at various Park facilities. Parking (64.3%), streets (57.6%), and sidewalks (54.7%) loom largest in terms of the perception of being "very crowded." Water ski areas, by far, are considered not at all crowded (65.5%), followed by fire pits (32.5%). Those people 50-64 years of age do not find parking to be as crowded as other age groups, with this group being the only one which did not contain a majority of respondents indicating "very crowded" parking conditions. The 25-34 age group finds sidewalks to be more crowded than other age groups do (65.5% "very crowded"), and people living in the vicinity of the Park also find sidewalks very crowded (71.4%). Although the majority of respondents are not concerned with fire pit crowding, Blacks do seem to be, with 50.0% of them indicating a "very crowded" condition for this facility. East County residents also seem to find the fire pits more crowded than the overall County population.

Table 27

Crowdedness at Various Facilities in Mission Bay Park
According to Respondent Users of the Park

	Degree of Crowdedness							
	Very Crowded		Somewhat Crowded		Not at All Crowded		Total	
Facility	#	%	#	%	#	%	#	%
Group picnic areas	91	27.3	196	58.9	46	13.8	333	100.0
Grassy areas	119	35.7	186	55.9	28	8.4	333	100.0
Fire pits	62	18.7	162	48.8	108	32.5	332	100.0
Beach	131	39.4	148	44.6	53	16.0	332	100.0
Water ski areas	39	11.7	76	22.8	218	65.5	333	100.0
Sidewalks	182	54.7	132	39.6	19	5.7	333	100.0
Parking	214	64.3	103	30.9	16	4.8	333	100.0
Streets	191	57.6	112	33.7	29	8.7	332	100.0

A clear majority of users of Mission Bay Park rate the quality of maintenance, landscaping, and public facilities at the Park as "good" (56.2% - Table 28).

Table 28

Respondent Users' Rating of the Quality of Maintenance, Landscaping, and Public Facilities at Mission Bay Park

Rating	#	%
Good	184	56.2
Fair	115	35.2
Poor	28	8.6
Total	327	100.0

Table 29 indicates that only a slight majority (52.2%) of Park users would consider dedicating acres of the Park for natural resource preservation or enhancement. The groups most opposed to such a dedication are older users (65 and older--79.2%) and people who have children in the 12-15 age bracket (69.7%). Of those who responded to the question, "Which areas would you designate for natural resource preservation or enhancement?", 43.8% indicated Fiesta Island. Other responses were mixed and generally not categorizable.

Table 29

Respondent Users' Opinion Concerning Dedicating Areas of the Park for Natural Resource Preservation or Enhancement

Opinion	#	%
Yes	163	52.2
No	149	47.8
Total	312	100.0

RECREATIONAL FACILITY USAGE AND OPINIONS AMONG PARK NON-USERS

Tables 30-32 provide information concerning reasons why non-users do not frequent Mission Bay Park, the type of recreational facilities they do visit, and the recreational activities which they tend to enjoy elsewhere. Table 30 shows that an overwhelming plurality of non-users indicated that they do not use the Park because they live too far away (49.3%). Secondarily are such reasons as the absence of time for park recreation (10.9%) and the observation that Mission Bay Park does not fulfill their recreational needs (9.3%). Distance from Mission Bay Park was a particular problem for individuals 25-34 years of age and for those who have children between the ages of 5 and 11. Voters cite the distance factor more frequently than non-voters (51.1% to 45.0%) as do individuals living in the South Bay (61.2%), North County (59.5%), and East County (57.4%). The Park does not fulfill the needs of people in the 50-64 age bracket, especially, and for those people living in the Central City-North of I-8. People with children between the ages of 5 and 11 also cite the Park's facilities as being unfulfilling. Pollution, which received 6.8% of the total responses, is of particular concern to those living in the vicinity of the Park (22.9%). Those who

visit Sea World often are more sensitive to the pollution problems, with 36.8% of those who attend Sea World at least twice per month citing this as a significant deterrent to their use of the Park and 9.4% of those who attend Sea World at least "a few times" per year indicating the same.

Table 30

Reasons for Not Using Mission Bay Park More Often
(Respondent Non-Users Only)

Reasons	#	%
Live in different area/too far	217	49.3
Pollution	30	6.8
Crowded/rowdy/congestion	26	5.9
New to area/don't know Park location	33	7.5
Do not go to parks	6	1.4
Mission Bay does not fulfill recreational needs/go other places	41	9.3
No time for parks/busy	48	10.9
Other	39	8.9
Total	440	100.0

Among non-users, 28.7% of them frequent parks other than Mission Bay Park and 15.1% cite the beaches of San Diego County as their most frequented recreational destination (Table 31). Non-user residents of South Bay tend to go to other parks (37.0%). Non-user residents in the vicinity of Mission Bay Park tend to use the beaches (19.1%). Non-user residents of the Central City, both north and south of I-8, use Balboa Park (20.0% and 15.4%, respectively). The recreational activities preferred by non-users of the Park, as depicted in Table 32, are diverse, including such activities as playgrounds/ ballfields/tennis courts (23.3%), picnic areas (19.6%), water sports/boating (18.1%), and pedestrian/bike trails (15.7%). Among non-users, those in the 35-64 age group tend to enjoy water sports more than the general population does. The 35-49 age group enjoys picnic areas, those 50 and over enjoy pedestrian/bike trails, and those under 35 enjoy playgrounds and ballfields.

Table 31

Family-Oriented Recreational Facilities
Respondent Non-Users Visit Most Often

Recreational Facility	#	%
Balboa Park	34	8.2
Other Parks	120	28.7
Beaches	63	15.1
Various Lakes	17	4.1
Desert	4	1.0
Indoor Gyms	11	2.6
Sea World	14	3.2
None	74	17.7
Other recreation (pools, miniature golf, hiking)	81	18.4
Total	418	100.0

Table 32

Recreational Activities Enjoyed by Respondents
Who Used Facilities Other Than
Mission Bay Park
(Non-Users of Mission Bay Park)

Activity	#	%
Water Sports/Boating	60	18.1
Picnic areas	65	19.6
Pedestrian/bike trail	52	15.7
Playgrounds/ballfields[b]	77	23.3
Other	77[a]	23.3
Total	331	100.0

[a]includes 7 movies, 7 museums, 7 zoo/animals
[b]includes tennis courts

Appendix E

MISSION BAY PARK NATURAL RESOURCE MANAGEMENT PLAN

Prepared by

Development and Environmental Planning,
Planning Department, City of San Diego

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TABLE OF CONTENTS

Section	Page
Summary	
Introduction	
Purpose	1
Objectives	2
History	2
Agency Jurisdiction and Applicable City Plans	4
Agency Jurisdiction	4
City Plans Applicable to Mission Bay Park Natural Resource	6
Existing Conditions	8
Biological Resources	8
Marine Resources	8
Wetland Resources	11
Terrestrial Resources	12
Sensitive Species	18
Land Use and Recreation	20
Sand	21
Water Quality	22
Statement of Problem	25
Lease Development	25
Public Recreation	25
Environmental Protection	25
Constraints and Opportunities	27
Land Use Proposals	28
City Projects	28
Private Development Projects	30
Beach Maintenance	30
Development Guidelines	32
California Least Tern	32
Eelgrass Habitat	33
Marine, Wetland, and Terrestrial Habitat	34
Dredging	35
Beach Maintenance	36
Water Quality	38

Mitigation Options and Guidelines 39

Terrestrial Habitat Mitigation 39
Eelgrass Habitat Mitigation 40

Enhancement Guidelines 41

California Least Tern 41
Expansion of Preserve System 42
Northern Wildlife Preserve 45
Fiesta Island 45
Flood Control Channel and Southern Wildlife Preserve 45
Mission Bay Park 45

Education/Research 46

Implementation 48

Federal and State Agency Permits and Agreements 48
Development Responsibilities 48
City Responsibilities 50

References 53

Appendix A - Bathymetry Map of Northern Wildlife Preserve

LIST OF FIGURES

Figure		Page
1	Mission Bay Park Natural Resource Management Plan Setting	3
2	Eelgrass Inventory in Mission Bay	10
3	Terrestrial Habitat and Wildlife Preserve System in Mission Bay Park	13
4	Maintenance Dredging Locations	37
5	Proposed Wildlife Preserve Additions in Mission Bay Park	44

SUMMARY

The Natural Resource Management Plan recognizes the presence of natural resources in Mission Bay Park and provides guidelines and programs for the protection, enhancement, and management of these resources. The intent is that no net reduction of wildlife habitat will be allowed and that the overall quality of habitat will be improved. The Plan provides a framework to allow the continued improvement and maintenance of Mission Bay Park and still ensure viable productivity and protection of the Park's natural resources. Use of the Plan can help bridge what can sometimes be a gap between the requirement of human activities and the need to protect and manage natural resources. The Mission Bay Park Natural Resource Management Plan helps to clarify expectations for the protection of natural resources in the Park and to facilitate the granting of federal, state, and local permits for projects in the Park.

The guidelines for development and mitigation provided in the Management Plan include: dredging; methods of construction to minimize impacts to natural resources; beach maintenance restrictions; construction methods to reduce impacts to water quality; scheduling constraints; buffer zones, mitigation location restrictions; habitat replacement ratios such as 1:1 ratio for eelgrass, salt pan, salt marsh, and any coastal strand habitat supporting sensitive species; eelgrass mitigation options; mitigation plans; and mitigation monitoring plans.

A nesting site management program for the endangered California least tern proposes: coordination with resource agencies and regional experts; provision of suitable nesting substrate free of unnecessary vegetation; placement of least tern decoys; implementation of predator control; inclusion of chick protection devices; maintenance and installation of signs, gates, and fences; and provision for one person once a week for four months a year to aid in monitoring least tern nesting sites. Two of the seven least tern nesting sites in Mission Bay Park are proposed for alternate uses. These changes are considered to be significant adverse impacts but will be mitigated.

The western boundary of the Southern Wildlife Preserve in the Flood Control Channel is proposed for western expansion to a point in line with the east edge of Hospitality Point. Non-motorized watercraft would be allowed to utilize the area west of Ingraham Street Bridge from April through September by permit only. A maximum of 10 permits for any given day would be issued by the Park and Recreation Department. Fishing would only be allowed from Dog Beach. In additin to the salt marsh expansion at Crown Point Shores, previously discussed, another wildlife perserve is proposed for the approximately 110 acres of land currently occupied by sludge beds, south of the road on Fiesta Island. A variety of habitats would be created as part of the preserve. This preserve would also include an embayment for the planting of eelgrass. The eelgrass embayment, as well as the new preserve areas, would be considered a mitigation "bank". The bank would provide mitigation credit for future projects.

Educational and research opportunities are provided for in the Management Plan. Regular eelgrass surveys (every 3 years), general bird surveys (every 5 years), and least tern foraging studies (2 consecutive years) are proposed. Efforts to cooperate in sharing of information with universities and individuals is encouraged with the goal of maintaining a current data base. Educational signs are proposed and would be strategically placed for maximum benefit without creating negative environmental impacts. A small nature center and boardwalk system is proposed for either the new preserve expansion at Crown Point Shores or the northwestern corner of the new preserve for Fiesta Island. The nature center complex would include a small structure (about 1,000 square feet), interpertive displays and signs, observation platforms, and a nature trail boardwalk system. The nature center design would be unobtrusive and blend with the preserve. It would serve as a focal point for nature enthusiasts, school and community groups for educational tours, and a focal place for natural resource management meetings.

The Mission Bay Park Natural Resource Management Plan - Technical Appendices is available for referencing the most recent eelgrass, bird and least tern data, as well as resource agency information pertinent in developing mitigation plans. The Appendices will be periodically updated to keep the data current and expanded as data becomes available for other resources.

INTRODUCTION

PURPOSE

The primary purpose of the Mission Bay Park Natural Resource Management Plan is to allow the continued improvement and maintenance of Mission Bay Park and still ensure viable productivity of the Park and its various natural resources. This Plan is intended to not only recognize the presence of natural resources, especially sensitive natural resources, but also provide for the protection, enhancement and management of these resources. The Natural Resource Management Plan provides for comprehensive management of sensitive biological resources, and ensures that these resources are properly considered during the planning and development of projects and master plan areas in Mission Bay Park.

Preparation of the Mission Bay Park Natural Resource Management Plan involved close coordination with affected agencies, including the California Coastal Commission, California Department of Fish and Game, National Marine Fisheries Service, U.S. Fish and Wildlife Service, U.S. Army Corps of Engineers, and the University of California Natural Reserve System. A comprehensive plan specifying the future character of Mission Bay Park's natural resources will facilitate the review of individual permit applications by these agencies. Under the present system, assessment of the collective impacts and the effectiveness of mitigation for individual project proposals is difficult. With the Natural Resource Management Plan, a comprehensive approach to habitat protection can help clarify development expectations, and facilitate granting project permits which are in conformance with the Management Plan.

The purpose, goals, and objectives of the Natural Resource Management Plan are established as long-range, 100-year goals. The guidelines outlined in the Plan will be updated at least every eight to ten years with input from resource and trustee agencies and technical experts.

The Mission Bay Park Natural Resource Management Plan is viewed as a tool to bridge what can sometimes be a gap between the requirements of human activities and the need to protect and manage natural resources in Mission Bay Park. The resource agencies are charged with the singular mission of protecting all biological resources in the Park to the fullest extent possible. This mission can conflict with recreational interests who cite the following reasons in support of recreational use in the Park: the artificial nature of the Bay created from an extensive dredging program; the original intent of the Park development for recreation; and the demonstrated need and desire for additional recreational development.

A major goal of this Natural Resource Management Plan is to demonstrate the City's recognition of the rich and varied biological resources of the Park. The Plan highlights the recreational fishing, bird-watching, and aesthetic enjoyment provided by these resources, and recognizes them as an integral part of Mission Bay Park.

Another goal of this Plan is to designate environmentally sensitive habitats and establish requirements for: 1) enhancement and restoration activities; 2) maintenance programs; and 3) appropriate buffer areas or other restrictions on urban encroachments that conflict with protection of sensitive resources. The Plan provides for agreements between the City and resource agencies as to the maintenance responsibilities for regional natural resources, such as least terns and eelgrass.

OBJECTIVES

The objectives of the Natural Resource Management Plan are:

1. To establish management practices to preserve and protect biological resources while providing for future recreational development, maintenance, and land use in Mission Bay Park.

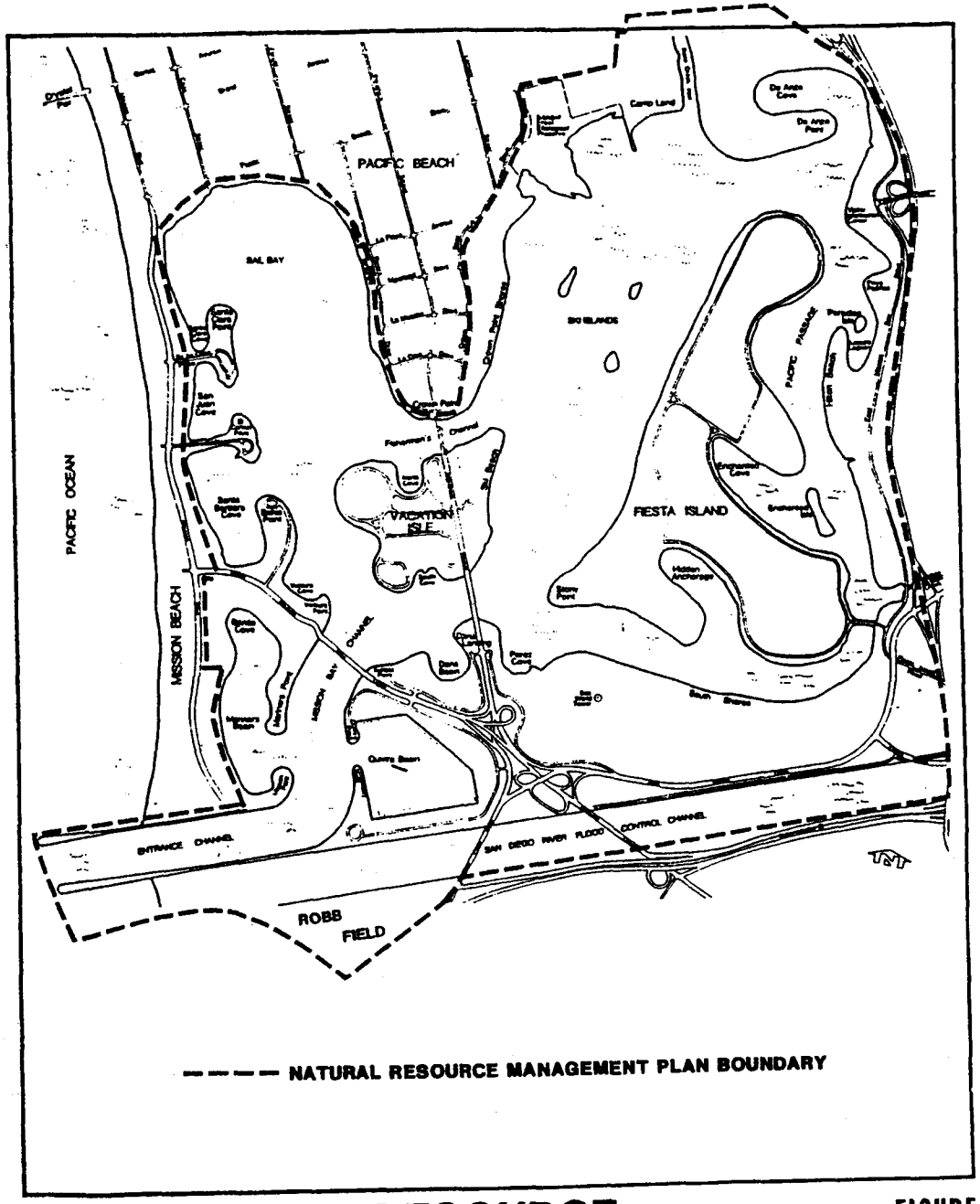
2. To provide a framework for mitigation acceptable to the City and resource and permitting agencies.

3. To provide opportunities for innovative resource enhancement in Mission Bay Park.

4. To establish a foundation for increased educational and research opportunities in the Park.

HISTORY

Until the late 1940's, Mission Bay was a shallow, unnavigable backwater supporting saltwater marsh, swamp, and mud flat habitats. A federally approved project for flood control of the San Diego River and for small boat navigation in Mission Bay began in 1946. As part of this project, dredging activities occurred from 1946 to 1961 until Mission Bay and the San Diego River Flood Control Channel reached their current configuration (Figure 1). Extensive public and private funding supported development of most of Mission Bay's shoreline. Fiesta Island and portions of South Shores are the only major areas yet to be developed or designated for particular land use (Figure 1).



NATURAL RESOURCE MANAGEMENT PLAN SETTING

Environmental Quality Division

CITY OF SAN DIEGO · PLANNING DEPARTMENT

FIGURE 1

AGENCY JURISDICTION AND APPLICABLE CITY PLANS

AGENCY JURISDICTION

A number of agencies have direct or indirect involvement with land use planning and permit approvals for Mission Bay Park. The primary agencies and their degrees of involvement with activities in the Park are as follows:

City of San Diego: The day-to-day management of Mission Bay Park is the responsibility of the Park and Recreation Department, operating under the authority of the City Manager. The Coastal Division of the Park and Recreation Department performs tasks such as repairing eroded shorelines, cleaning and grooming beaches, maintaining landscaped and ecological areas, and maintaining recreational facilities. Lifeguard Services is also a division of the Park and Recreation Department. The lifeguards provide law enforcement and promote aquatic safety on the Bay. The Coastal Division, Mission Bay Park Manager, and lifeguard office is located on Hospitality Point near the Entrance Channel.

Other City departments involved in Mission Bay Park include the Water Utilities Department, Planning Department, Property Department, Police Department, Fire Department, and General Services Department. Water Utilities involvement is focused on Fiesta Island, where City sludge drying beds are located. Water Utilities currently operates the sludge beds and maintains two least tern sites on the island. The involvement of Water Utilities will dissipate once the sludge beds are removed. Responsibility for that portion of Fiesta Island and the tern sites will then revert back to the Park and Recreation Department.

A primary involvmenet of the Planning Department is centered around the environmental review process. It is through this process that the agencies and the public become involved in the decisionmaking process for master plan and individual project proposals. The Planning Department serves as a liaison between the City, the public, and the agencies. A Mission Bay Park steering committee headed by the Planning and Park and Recreation departments allows for interdepartmental communication and planning for Mission Bay Park. The Planning Department also has a Resource Management Division whose primary purpose is the protection of environmental resources within the City of San Diego. The Long-Range Planning Division of the Planning Department is responsible for updating the Mission Bay Park Master Plan and developing other Specific Plans for areas, such as Fiesta Island, of Mission Bay Park.

California Coastal Commission: The California Coastal Commission (CCC) is charged with administering the California Coastal Act of 1976. This Act requires local governments to prepare a Local Coastal Program (LCP) for those areas located within the Coastal Zone. The LCP is intended to bring the local government's planning process into conformance with the policies

and provision of the Coastal Act. All LCP's include a Land Use Plan (LUP) and implementing ordinances. This Natural Resource Management Plan outlines resource policies and could serve as an element of the LUP for Mission Bay Park.

The Coastal Commission retains authority for all development projects within the Coastal Zone until the LCP is adopted. Once the LCP is implemented, permit authority reverts to the local agency. All projects within Mission Bay Park currently are under the CCC jurisdiction until the City adopts the LCP. Much of Mission Bay Park, however, will remain in the CCC jurisdiction since much of the Bay area is classified as tidelands. Under the Coastal Act, permit actions on tideland areas can be appealed to the CCC even if the LCP is adopted and being implemented. Thus, development proposals will be subject to CCC review indefinitely.

U.S. Army Corps of Engineers: The Army Corps of Engineers (ACE) exercises permit authority in Mission Bay Park for projects which require permits under either Section 10 of the River and Harbor Act of 1899 or Section 404 of the Clean Water Act. Projects which involve activities (e.g., dredging or placement of structures) in navigable water need a Section 10 permit. Projects which involve the discharge of fill or dredge material into waters of the United States must secure a Section 404 permit.

California Department of Fish and Game: Involvement of the California Fish and Game Department (CDFG) occurs one of two ways. For projects involving alteration of a streambed, a permit must be issued pursuant to Sections 1601-1606 of the CDFG Code. Within Mission Bay Park, this type of permit would be required for development or maintenance activities in Rose Creek, Tecolote Creek, or the San Diego River Flood Control Channel.

The second type of involvement would occur with the CDFG serving in an advisory capacity to the CCC or ACE.

U.S. Fish and Wildlife Service: The U.S. Fish and Wildlife Service (USFWS) acts in an advisory role with projects which require an ACE permit (Section 10 or Section 404). The USFWS also serves in an advisory capacity regarding CCC permits and other permit actions. Of particular importance to the USFWS is the status of plants and animals which occur on the List of Endangered and Threatened Species, which are protected under the Endangered Species Act of 1973. Two federally-listed, endangered species, California least tern and light-footed clapper rail, nest in Mission Bay Park.

National Marine Fisheries Service: The National Marine Fisheries Service (NMFS) is involved in a similar capacity as the USFWS. NMFS provides comments on ACE permits, CCC permits, and other permits, as appropriate.

Regional Water Quality Control Board: The Regional Water Quality Control Board (RWQCB) issues permits for activities in Mission Bay. Generally, a permit is required for any project involving dredging or filling of 5,000 cubic yards of material within the Bay waters. The RWQCB serves in an advisory capacity to the CCC and other agencies.

Other Agencies: Other agencies with jurisdiction in Mission Bay Park include the State Lands Commission and U.S. Coast Guard. The involvement of these agencies with natural resources in Mission Bay Park is limited.

CITY PLANS APPLICABLE TO MISSION BAY PARK NATURAL RESOURCES

The two major planning documents pertaining to Mission Bay Park are (1) the Mission Bay Park Master Plan for Land and Water Use (1978); and (2) the Local Coastal Program Addendum to the Mission Bay Park Master Plan for Land and Water Use (1982).

The following 1978 Master Plan recommendations affect natural resources:

> Establish a carrying capacity for natural resources and public facilities within the Park, and develop a management program to prevent overuse of the areas as the demand for outdoor recreation increases. (page 82)
>
> Limit or restrict the public's physical access to each area of the Park only for safety or environmental considerations.... (page 84)
>
> The Rose Creek Channel should no longer be dredged more than the minimum depth required for flood control purposes. (page 54)
>
> Monitor the use of the very northwestern portion of Fiesta Bay to insure that power boat activities do not unduly disturb the Northern Wildlife Preserve. (page 85)
>
> Restrict activities in the Flood Control Channel primarily to the area west of the Sunset Cliffs Boulevard Bridge, and require that any noise generating aquatic event in the Channel have the prior approval of the Park and Recreation Director. (page 85)
>
> Provide signing, fencing, and use restrictions in adjacent areas to protect the Northern and Southern Wildlife preserves. (page 89)
>
> Continue the existing water quality sampling program in Mission Bay, and expand monitoring activities to include factors relevant to the preservation of wildlife. (page 89)
>
> Establish an ongoing environmental monitoring program to provide periodic data on the status of the wildlife reserves and other sections of the Park. It is suggested that an agreement be established between the City and local colleges and universities, or an environmental consultant be retained on a continuing basis, to provide the service. (page 89)
>
> Develop a program with the Regional Water Quality Control Board to mitigate the possibly adverse effects of boating activities through spilled fuels, non-use of holding tanks, and dumping. (page 89)

> Rechannel the storm drains emptying into Mission Bay and Tecolote Creek to an environmentally suitable outfall. (page 89)
>
> Continue to set aside habitat essential to the preservation of rare and endangered species. Of special importance is the City's continued participation in the Least Tern Recovery Team, a multi-agency project to coordinate efforts for protection and enhancement of least tern nesting sites in San Diego. Public posting of all existing wildlife preserves should be instituted. (page 89)
>
> Limit dredging of Mission Bay waters to... 4) wildlife refuge habitat restoring and managing; and 5) restoring water circulation. Dredging shall be planned, scheduled, and carried out to avoid undue disruption to fish and bird breeding and migrations, marine habitats, and water circulation. (page 90)

The Local Coastal Program Addendum (1982) incorporates recommendations outlined in the 1978 Master Plan and further clarifies and reinforces those recommendations. The LCP adds the following clarifications:

> "The restoration of the Rose Creek/Northern Wildlife preservation should be part of a resource management program (work program for such a management program submitted as a separate document) to be developed to address the protection and restoration of sensitive habitats... A determination concerning the addition of Campland to the Northern Wildlife Preserve and excavation of the site to allow for marsh reestablishment, should be part of this program. The Coastal Conservancy should be involved in this as a restoration project." (page 20)
>
> The Least Tern Management Program is called out in the LCP as "a primary element of a more comprehensive Resource Management Program... Other management elements proposed include programs for the Kendall-Frost/North Reserve/Rose Creek Complex, San Diego River Flood Control Channel...". (page 27)

EXISTING CONDITIONS

Mission Bay Park is a 4,600-acre recreational park in southern California. Figure 1 shows the Park location northwest of downtown San Diego, bounded by Interstate 5 to the east, the community of Pacific Beach to the north, Mission Beach to the west, and Ocean Beach to the south.

The existing conditions outlined in this section are summarized primarily from the Mission Bay Park Shoreline Restoration and Stabilization Project Environmental Impact Report (1989).

BIOLOGICAL RESOURCES

Biological resources in Mission Bay Park include a wide range of marine habitats, a prime example of coastal salt marsh, and a variety of birds, including endangered species.

MARINE RESOURCES

Five different marine communities occur in Mission Bay: sand bottom, mud bottom, hard bottom, eelgrass meadows, and open water.

Sand Bottom: Sand bottom habitat is found along shoreline intertidal zones (area between extreme high and low tides) and in high energy water movement areas, such as the Entrance Channel, the Bay bridge channels, and at the mouth of the Flood Control Channel. The dominant invertebrates in this habitat include polycheate worms, armored sand stars (Astropecten armatus), swimming crabs (Portunus xantusii), sea pansy (Renilla kollikeri), and sea pen (Stylatula elongata). The population of sand dollars (Dendraster excentricus) in Mission Bay has fluctuated in the past but is currently dense in the Entrance Channel. Fish associated with sand bottoms in the Bay are California halibut (Paralichthys californicus), diamond turbot (Hypsopsetta guttulata), barred sand bass (Paralabrax nebulifer), and spotted sand bass (Paralabrax maculatofasciatus).

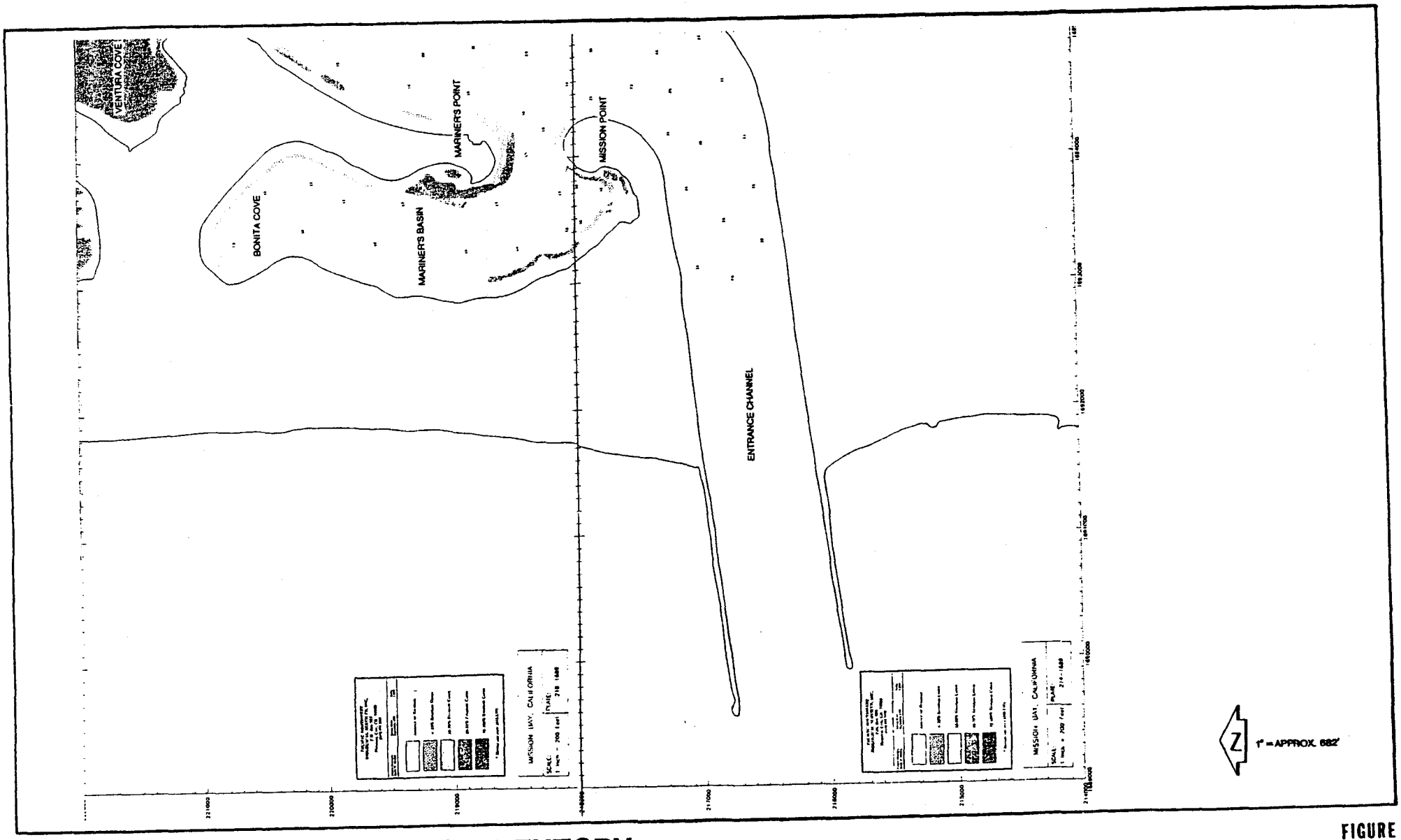
Mud Bottom: The dominant subtidal (below the area of tidal fluctuation) habitat in Mission Bay Park is mud bottom. Mud bottom habitat, however, also occurs from intertidal mudflats in the Northern Wildlife Preserve to the deepest part of the Bay and in the Southern Wildlife Preserve. This habitat is a more stable substrate and has a higher organic content than sand. It is present in areas of slow water movement and seasonal sediment deposition. Typical species found in this habitat are moon snails (Polinices and Natica spp.), California bubble snail (Bulla gouldiana), polycheate worms, swimming crabs, ghost shrimp (Callianassa spp.), mud shrimp (Upogebia pugettensis), a tubicolous anemone (Pachycerianthus spp.), and light-bulb tunicate (Clavelina hunstsmani). Fleshy stalked bryozoan (Zoobotryon verticillatum) densely populate some areas during the summer. Fish frequenting mud bottom habitat include California halibut, diamond turbot, bat ray (Myliobatis californica), butterfly ray (Gymnura

marmorata), and long-jawed mudsucker (Gillchthys mirabilis). Round rays (Urolophus halleri) are abundant in this habitat. Shallow (less than three feet), protected subtidal areas with either mud or sand bottoms, are important as nursery habitat for juvenile California halibut.

Hard Bottom: Hard bottom habitat in Mission Bay is associated with manmade hard substrate, such as riprap, bridge and pier pilings, docks, and concrete storm drains. Organisms in the Entrance Channel, west of West Mission Bay Drive Bridge, are found in greater numbers than in other hard substrate areas of the Bay. This is due to the preference for the cooler, less turbid water, the more intense water motion, and the less variable salinity conditions found in the Entrance Channel. Species commonly occurring in this habitat include: low-growing coralline algae (Corallina vancouveriensis, Bossiella orbignina, Gigartina spp.); giant kelp (Macrocystis pyrifera); sea fans (Muricea californica and M. fruticosa); sea stars (Pisaster giganteu P. ochraceus); sea urchins (Strongylocentrotus franciscanus and S. purpuratus); and mollusks (Astraea undosa, Aplysiavaccaria spp., Haliotis spp.). Fish associated with the Entrance Channel riprap are garibaldi (Hypsypops rubicundus), kelpfish (Gibbonsia spp.), giant kelpfish (Heterostichus rostratus), and kelp surfperch (Brachyistius frenatus). Other hard substrate habitat in the Bay is dominated by bay mussel (Mytilus edulis), rock scallop (Hinnites multirugosus), barnacles (Tetriclita squamosa and Balanus amphitrite), algae (Egregia laevigata and Gigartina, spp.) and macroalgae (Sargassum muticum and Codium fragile). Fish associated with hard substrate in the Bay include kelpbass (Paralabrax clathratus), barred sand bass (Paralabrax nebulifer), California scorpionfish (Scorpaena guttata), and opaleye (Girelle nigricans).

Eelgrass Meadows: Eelgrass (Zostera marina) is an aquatic grass which grows on the low intertidal to high subtidal slopes in Mission Bay and the Flood Control Channel. Eelgrass plays a particularly important role in the marine ecology of bay and channel waters. Eelgrass is a direct food source for some fish and bird species. Invertebrates attached to eelgrass serve as a food source for many fish species inhabiting eelgrass beds. Disintegrating eelgrass supports amphypods and phyloplankton populations, which are sources of food for fish in the water column. In addition to a primary and secondary food producer, eelgrass plays an important role by providing a structural component to bay and channel bottoms. Eelgrass beds also provide protection for shrimps, crabs, scallops, and juvenile fish.

Substantial eelgrass habitat is present in Mission Bay and the Flood Control Channel, second in area only to mud bottom habitat (EIR 1989, PCBS 1988). Eelgrass meadows graduate into mud bottom. Eelgrass distribution in Mission Bay during 1988 is shown in Figures 2A to 2F. Future eelgrass surveys updating the 1988 data will be available in the Mission Bay Park Natural Resource Management Plan - Technical Appendices, a separate document.



MISSION BAY EELGRASS INVENTORY

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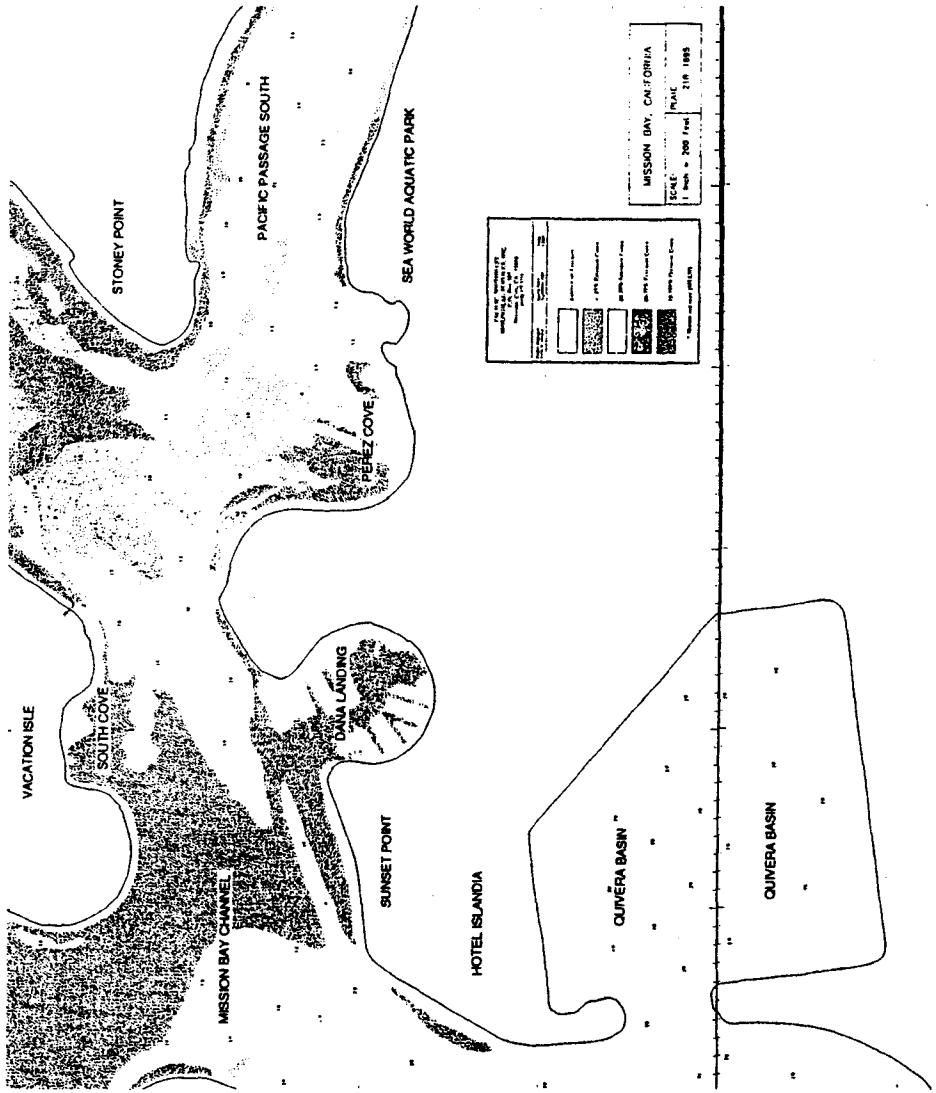
SOURCE: PACIFIC SOUTHWEST BIOLOGICAL SERVICES, 1988

FIGURE 2A



MISSION BAY EELGRASS INVENTORY

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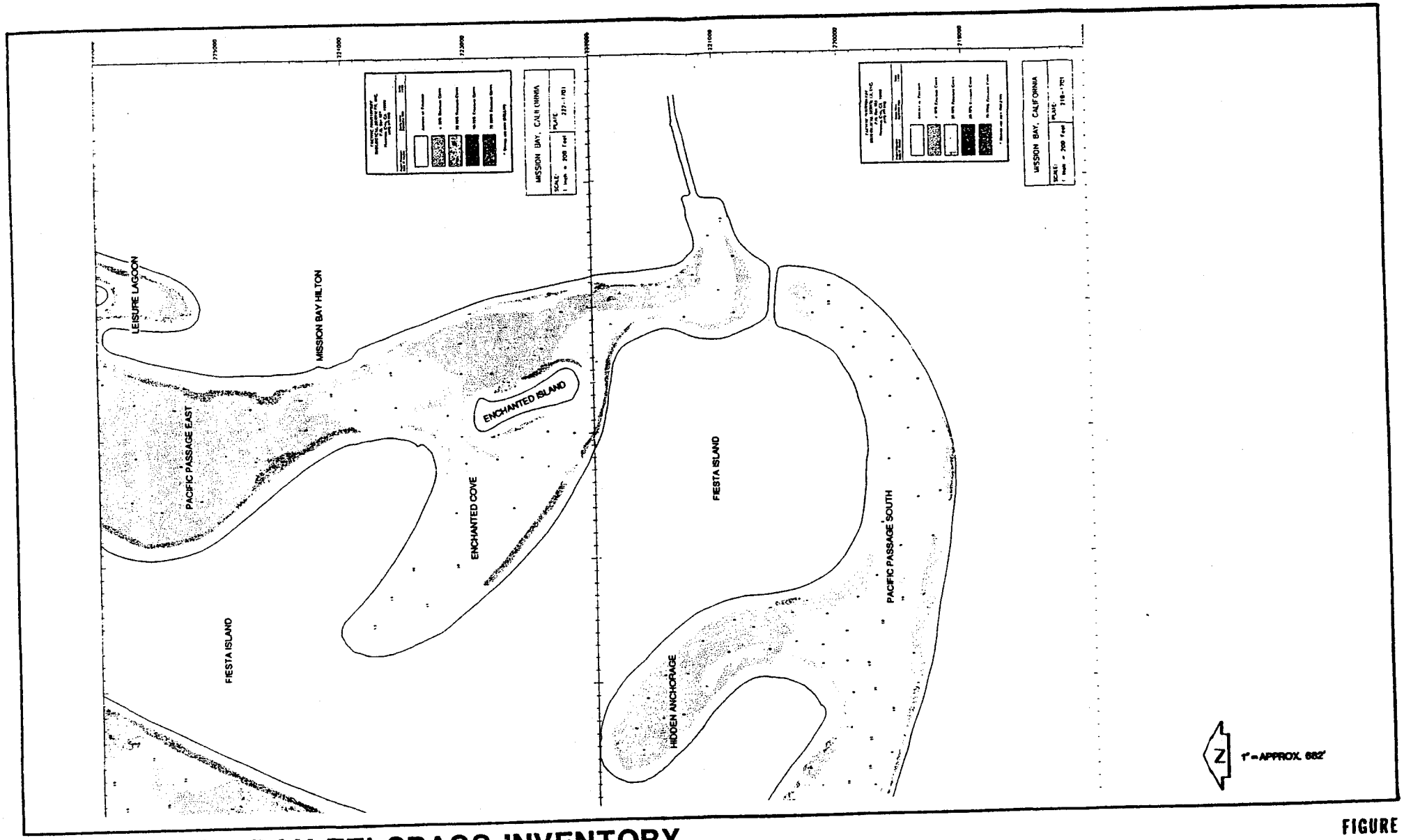
FIGURE
2B



MISSION BAY EELGRASS INVENTORY

FIGURE 2C

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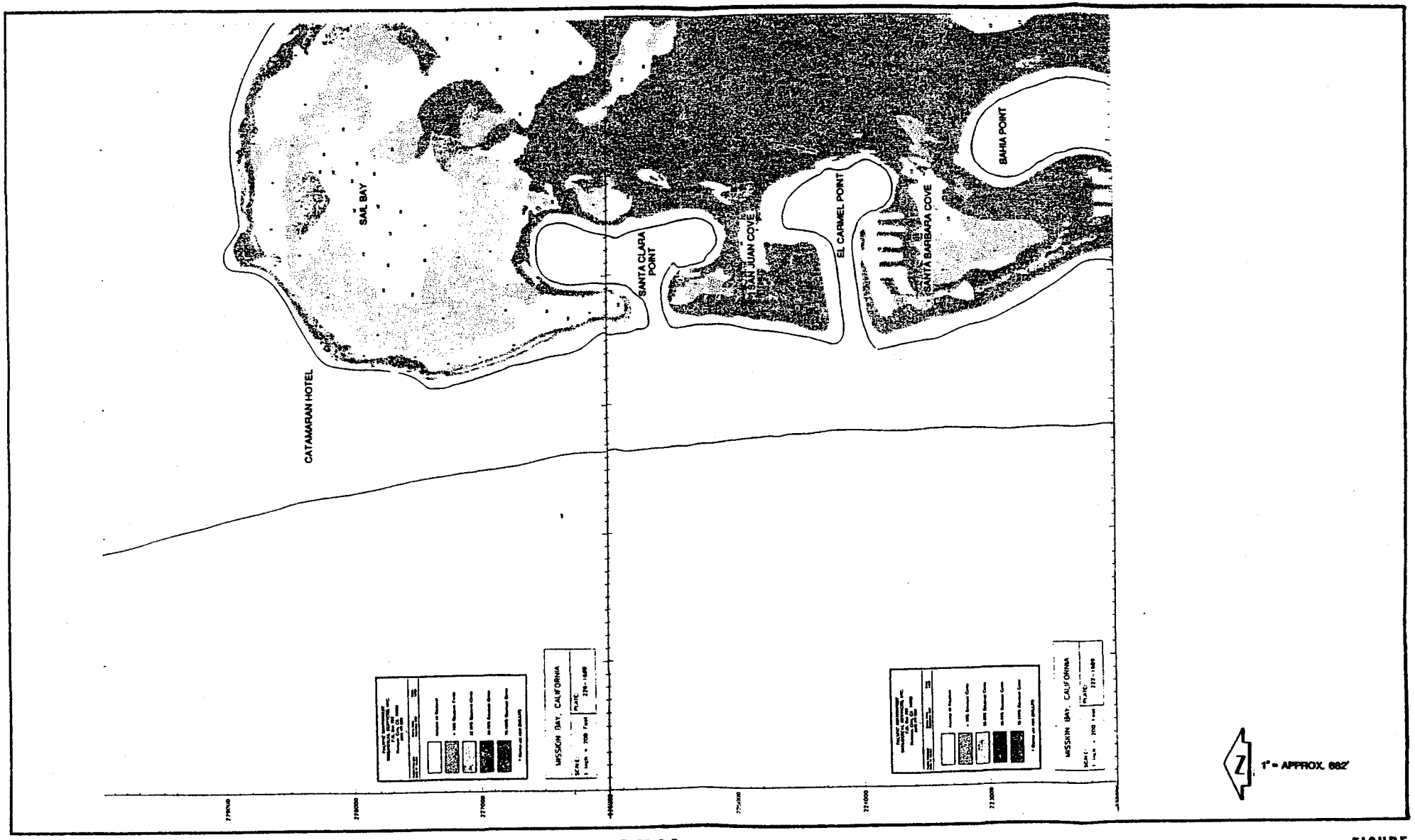

MISSION BAY EELGRASS INVENTORY

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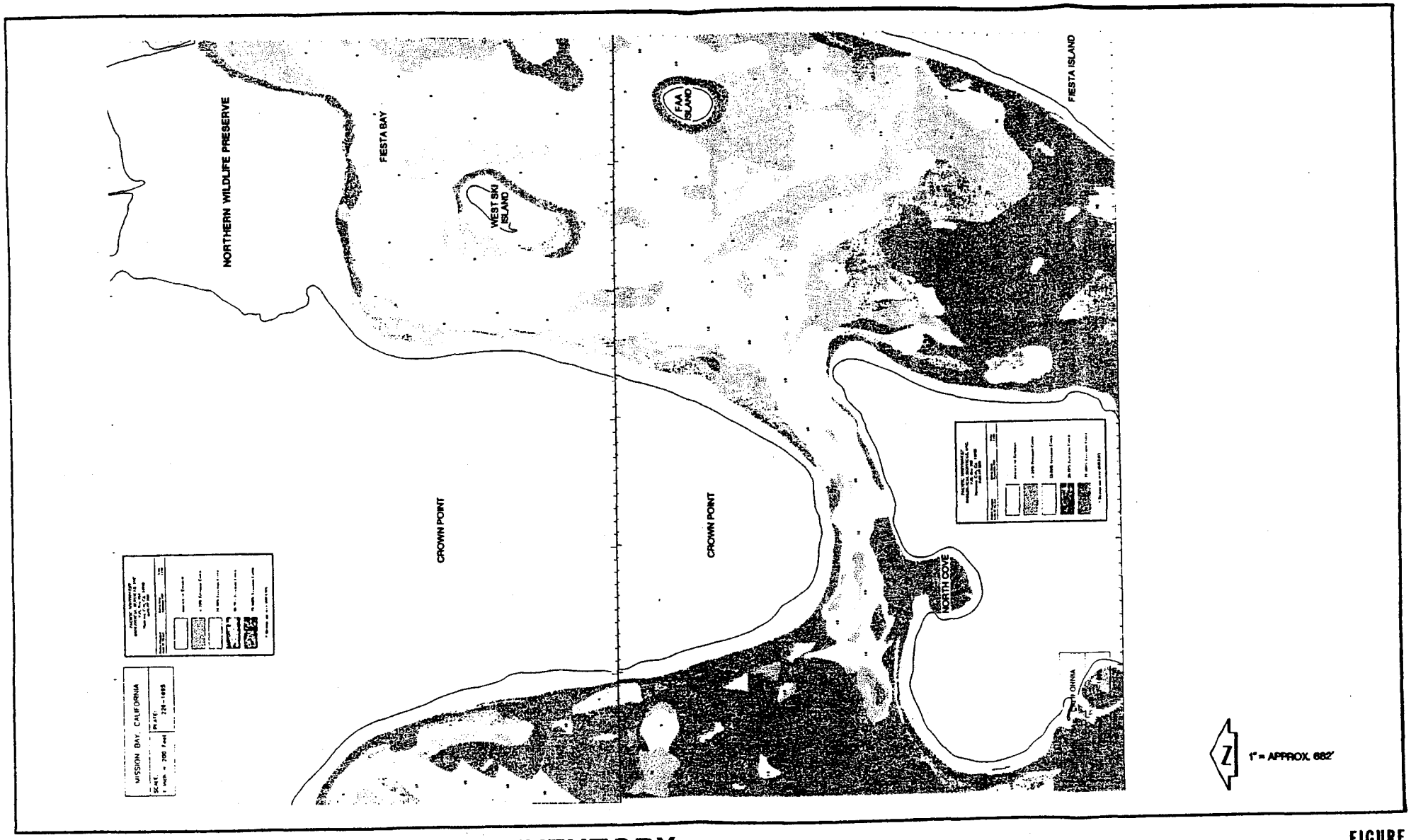
FIGURE
2D



MISSION BAY EELGRASS INVENTORY

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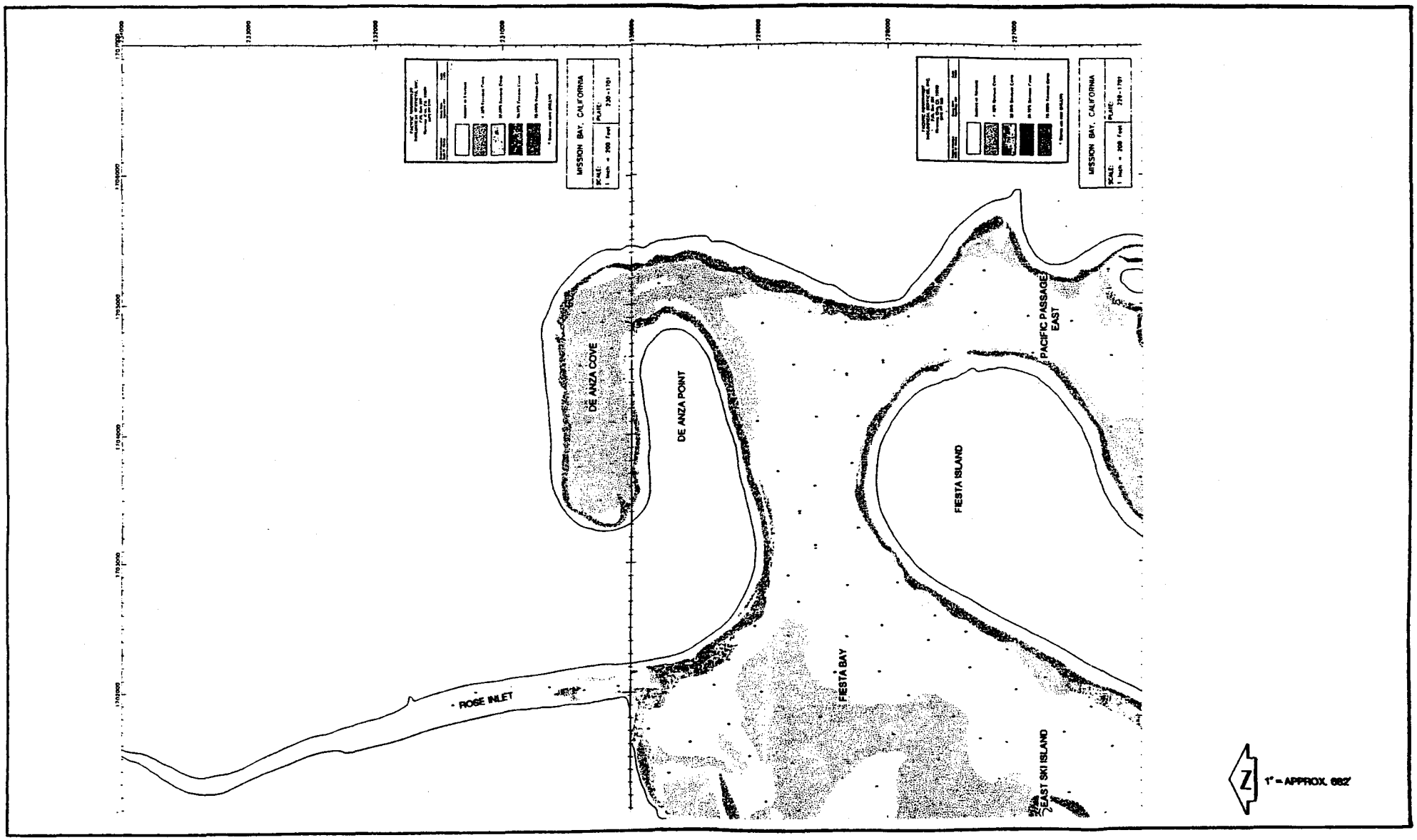
FIGURE 2E



MISSION BAY EELGRASS INVENTORY

FIGURE 2F

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The extent of eelgrass beds in Mission Bay and the Flood Control Channel fluctuates in response to seasonal conditions and water quality. Factors which affect eelgrass distribution include light, water quality (turbidity), and substrate. Eelgrass grows in water as shallow as +1 Mean Lower Low Water (MLLW) down to -6MLLW where the water temperature is warm and the light is good. At depths between -6 and -9MLLW, eelgrass scatters widely across the bottom due to marginal conditions. In deeper water, eelgrass does not receive the temperature and light needed for growth. Years of heavy rainfall create more turbid conditions and discourage eelgrass growth. Shading from dock structures and boats has been shown to prevent eelgrass growth in the Bay. Turbidity caused by propeller action in shallow water may also impact normal growth. Eelgrass distribution is also impacted by dredging and construction activities in shallow areas. The last major eelgrass beds in southern California are found in Mission Bay and San Diego Bay. This limited distribution increases the importance of the eelgrass habitat in Mission Bay.

Dominant organisms found in eelgrass beds include algae (Ceramium flaccidium), stalked bryozoan (Zoobotryon verticillatum), epiphytic bryozoan (Membranipora spp.), and broad-eared scallop (Leptopecten latiauratus). Small gastropods (such as chink snail, Lacuna marmorata, and painted limpet, Notacmea depicta) graze in the epiphytic (attached to but causing no harm) growth on the eelgrass blades. Sea hares (Aplysia californica) graze in the eelgrass. Twenty species of fish have been found in Mission Bay eelgrass beds. The most abundant species are gobies (Gobidae spp.), topsmelt (Atherinops affinis), and California halibut (Paralichthys californicus). Other representative species include bay pipefish (Syngnathus griseolineatus), dwarf surfperch (Micrometrus minimus), giant kelpfish, and bay blenny (Hysoblennius gentilis).

Open Water: Many organisms are not restricted to specific habitats in the Bay and the Flood Control Channel; these are called pelagic or water column species. Phyloplankton and zooplankton (microscopic plants and animals which move passively with the tides) in Mission Bay include diatoms, dinoflagellattes, polychaete and gastropod larval, copepods, cladocerans, and uerochordates. High densities of moon jelly fish (Aurelia aurita) have been documented periodically in Mission Bay. Pelagic fish in the Bay and the Channel include schools of topsmelt, striped mullet (Mugil cephalus), anchovies (Engraulis mordax and Anchoa spp.), and queenfish (Seriphus politus).

Several sportsfish, including California halibut, kelpbass, barred sand bass, California barracuda (Sphyraena argentea), and Pacific bonita (Sarda chiliensis), inhabit Mission Bay.

WETLAND RESOURCES

Only one type of wetland habitat occurs in Mission Bay Park: coastal salt marsh.

Coastal Salt Marsh: Considered one of the best examples of coastal salt marsh remaining in southern California, the Northern Wildlife Preserve is located at the northeastern section of Mission Bay Park (Figure 3). The Preserve is comprised of about 15 acres of City-owned land and 16 acres owned by the University of California at San Diego (UCSD) and known as the Kendal-Frost Mission Bay Marsh Reserve. This Northern Wildlife Preserve is the last remnant of salt marsh in Mission Bay. The marsh vegetation is influenced by runoff and tidal action. Lower elevations are dominated by cordgrass (Spartina foliosa); mid elevations by saltwort (Batis maritima) and pickleweed (Salicornia virginica and S. bigelouvii); and higher elevations by Suaeda californica, alkali-theatu (Frankenia grandifolia), and sea lavender (Limonium californicum). Two invasive species, river mangrove (Aegiceras corniculatum) and manawa (Avicenia marina resinifera), planted in the Preserve in 1966-69 threaten the integrity of this habitat. Annual attempts by UCSD to erradicate these species has reduced the numbers of these species and effectively removed their intrusion.

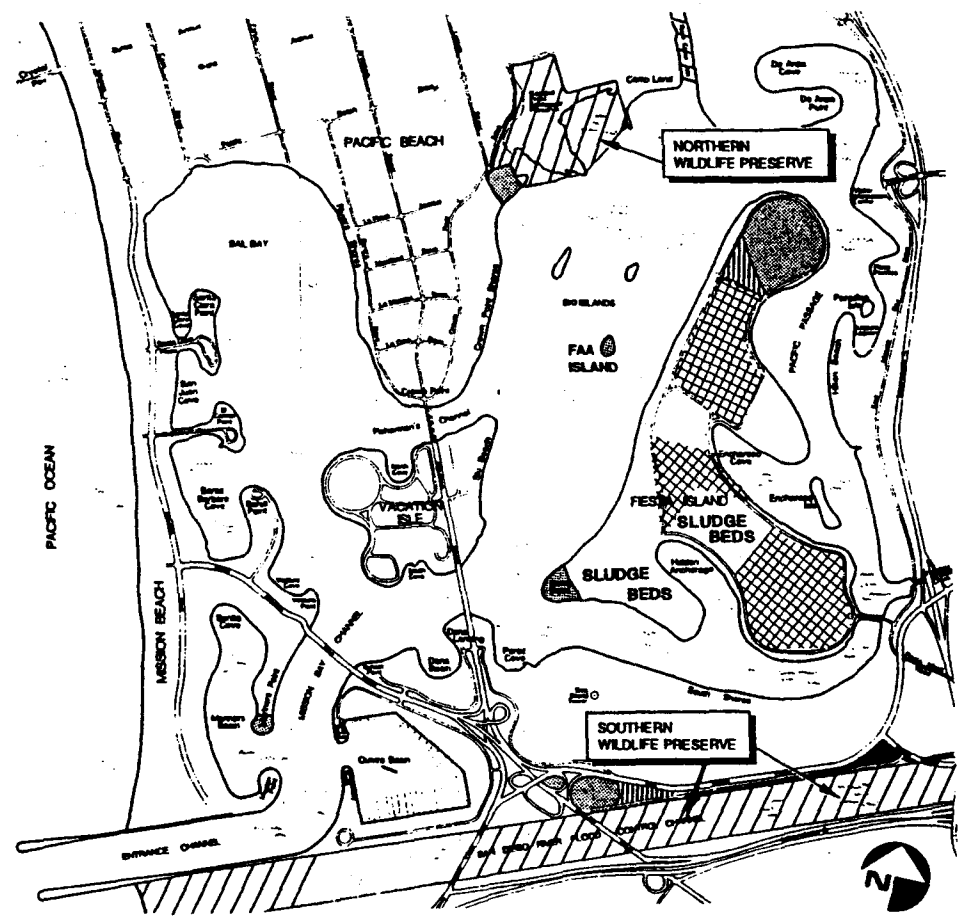
Rose Creek inlet is not included in a Preserve but contains small patches of marsh habitat along both sides of the creek channel north of Pacific Beach Drive. At the mouth of the Creek, near Grand Avenue bridge, patches of cordgrass grow and further up the creek pickleweed is present. The creek vegetation changes to brackish, disturbed wetland midway between Grand and Garnet avenues. This overgrown, weedy vegetation includes mulefat (Bacharris glutinosa), castor bean (Ricinus commonis), and willow (Salix, spp.).

The Southern Wildlife Preserve salt marsh is located in the Flood Control Channel (Figure 3). This salt marsh is a less diverse marsh than that present in the Northern Preserve due to the fluctuations in salinity. These fluctuations result from the introduction of large volumes of fresh water released from upstream reservoirs or created during flood events. The dominant vegetation in the Preserve and the rest of the Flood Control Channel shifts depending on the degree of freshwater influence. The primary species currently found in the salt marsh are pickleweed, cord grass, and salt wort. The eastern end of the Channel (near Interstate 5) includes more brackish or freshwater species, such as cattails (Typha spp.) and spiny rush (Juncus acutus).

TERRESTRIAL RESOURCES

Natural habitat is limited in Mission Bay Park. Most of Mission Bay Park is parkland and maintained beaches. The majority of natural habitat in the Park is part of a preserve system (Figure 3). A 'preserve' designation in Mission Bay Park indicates an area set aside and maintained by the City of San Diego for the purpose of protecting and enhancing wildlife, wildlife habitat, or other natural resources. These preserves include:

- Northern Wildlife Preserve, including the University of California San Diego's Kendall-Frost Mission Bay Marsh Reserve, located in the northern part of the Bay, east of Crown Point Shores (discussed under Wetland Resources).



SALT PAN HABITAT

SALT MARSH/MUDFLAT HABITAT

COASTAL STRAND/NUTTALL'S LOTUS PRESERVE

DESIGNATED LEAST TERN BREEDING AREA

RUDERAL VEGETATION/WITH AREAS OF DISTURBED COASTAL STRAND HABITAT

TERRESTRIAL HABITAT AND WILDLIFE PRESERVE SYSTEM

Environmental Quality Division

CITY OF SAN DIEGO · PLANNING DEPARTMENT

FIGURE 3

- Southern Wildlife Preserve located in the San Diego River Flood Control Channel east of West Mission Bay Drive Bridge (discussed under Wetland Resources).

- Seven least tern nesting sites (FAA Island, North Fiesta Island, Stony Point, Cloverleaf, South Shores, Crown Point Shores, and Mariner's Point).

- Two salt pan habitat preserves: North Fiesta Island, adjacent and west of the least tern site, and South Shores, adjacent and east of the South Shores least tern site.

- Coastal Strand/Nuttall's Lotus Preserve south of Sea World and Friars Road intersection.

The following is a discussion of the three terrestrial habitat-types found in the Park: salt pan, coastal strand, and disturbed habitats. Mammals, reptiles, and birds inhabiting or frequenting Mission Bay Park are also discussed.

Salt Pan: Salt pan habitat is actually higher elevation marsh habitat. In Mission Bay Park, salt pan habitat is found within the Northern Wildlife Preserve, on North Fiesta Island adjacent to the least tern nesting site, and on a ten-acre site next to the least tern nesting site between Sea World and the Flood Control Channel (Figure 3). This habitat is drier in nature than the marsh and the ponding that occurs on-site is seasonal. Vegetation growing in a salt pan is tolerant of the high salinity remaining in the soil as the seasonal water evaporates. The dominant species is pickleweed. Other species found include sea rocket (Cakile maritima), and goldenbush (Haplopappus spp.). This habitat is important for the state-listed, endangered Belding's savannah sparrow (Passercalus sandwhichensis spp. beldingi) which feeds solely on pickleweed. Some federally-listed, endangered California least terns (Sterna antillarum spp. browni) have been known to nest on salt pan habitat.

Coastal Strand: Coastal strand is a native habitat type which invades unstable habitats. It historically occurs on sandy beaches and dunes along the entire coast of California. Recreational use of coastal beaches in San Diego has virtually eliminated this habitat. Coastal strand habitat in Mission Bay Park is found on the sandy soil in the central portion of Fiesta Island, north of the Over-the-Line Tournament area, in the southern end of Fiesta Island, and in the South Shores area on a seven-acre habitat preserve (Figure 3). Much of the coastal strand habitat found on Fiesta Island is growing on old dredge spoil and is poor quality habitat.

The loose sand, sea salt, and other unusual conditions allow coastal strand species to develop where other plants have difficulty. Plant species found in the central portion of Fiesta Island include bur sage (Ambrosia chamissonis), sand verbena (Abronia maritima, A. umbellata), sand beach evening primrose (Oenothera spp.), Atriplex leucophylla, and the non-native

sea rocket. The Nuttall's lotus (Lotus nuttalianus), historically found in native coastal strand habitat, is not found in central Fiesta Island. This annual species is not officially listed by federal or state wildlife agencies. It does, however, appear on the U.S. Fish and Wildlife Services' listing of taxa under consideration (USFW, 1988). The California Native Plant Society (1988) lists this species as sensitive. Nuttall's lotus grows in the southern end of Fiesta Island and within the South Shores area on hard-packed, non-sandy soil in association with pampass grass (Cortaderia selloana, C. atacamensis), broom baccharis (Baccharis sarathroides) and other invasive species. The only other coastal strand species typically found with Nuttall's lotus is the beach evening primrose. The seven-acre habitat preserve in South Shores is provided for the reestablishment of coastal strand habitat including bur sage, sand verbena, beach evening primrose, and Nuttall's lotus.

Disturbed Habitat: The last remaining terrestrial habitat in Mission Bay Park is ruderal (growing in disturbed areas) upland vegetation. This vegetation has invaded the dredge spoil deposits on Fiesta Island and portions of South Shores (Figure 3). The prominent plant on Fiesta Island is broom baccharis, a native species which is a common invader of disturbed areas. The troublesome pampass grass is also firmly established in the southern end of Fiesta Island. Brome grasses (Bromus spp.) and other weedy species are common in this area. The soil where these plants are established tends to be a harder packed soil, containing more fine particles than the beach sand which characterizes other parts of Fiesta Island. This soil type also is evident on South Shores, where vegetation includes broom baccharis, pampass grass, deerweed (Lotus scoparius), and Myoporum laetum. In some sandy areas on Fiesta Island and South Shores, sea rocket and the spring annual Chrysanthemum coronarium dominate with elements of coastal strand habitat also evident.

Mammals and Reptiles: A very limited number of mammal and reptile species occur in Mission Bay Park due to the limited area of undeveloped land. Five species of mammals have been observed in the Park: desert cottontail (Sylvilagus audubonii), black-tailed jack rabbit (Lepus californicus), California ground squirrel (Spermophilus beecheyi), western harvest mouse (Reithrodontomys megalotis), and house mouse (Mus musculus). Only two reptile species are found in the Park: western fence lizard (Sceloporus occidentalis) and side-blotched lizard (Uta stansburiana). Western harvest mice are found primarily in salt marsh habitat. The other mammal species and two lizard species usually occur in any vegetated, undeveloped area in Mission Bay Park.

Avifauna: Birds comprise the majority of the terrestrial wildlife resources in Mission Bay Park. The Park is located within the Pacific Flyway and, therefore, is an important regional habitat for resting, feeding, and, to a lesser extent, migrating birds. Residents birds also use the available habitat for feeding, resting, and breeding. The most significant habitat areas for birds include the Northern Wildlife Preserve (including Kendall-Frost Marsh Reserve) and the Southern Wildlife Preserve.

Open water areas provide resting and, for wintering ducks, feeding areas. In the Park, wintering ducks concentrate in the coves and shoreline areas around Fiesta Island, and, to a lesser extent, other coves around Mission Bay and some parts of the Flood Control Channel. Upland habitat on Fiesta Island, South Shores, and other areas support a limited number of terrestrial bird species.

The City of San Diego currently is conducting a Park-wide bird survey. The results from the first quarter (October-December) are available in Appendix B of the Mission Bay Park Natural Resource Plan - Technical Appendices (separate document). Prior to this survey, bird censuses were conducted by Reiger and Beauchamp in 1975 for the whole Park and by Sitro (1979) for the Northern Wildlife Preserve.

Birds have three principal activities (feeding, resting and breeding) which require certain habitats. The following discussion identifies which habitats support these activities in Mission Bay for shorebirds (including terns and gulls), waterfowl, terrestrial birds, and sensitive species.

Shorebirds: Shorebirds feed in the intertidal areas of Mission Bay Park exposed during low tides. The mudflats of the Northern and Southern Wildlife preserves expose the greatest area during low tide and provide feeding habitat for large numbers, about 60 percent, of the shorebirds (City of San Diego, 1989). Other areas in the Bay do not have such large numbers due to the narrow intertidal shoreline and high level of human disturbance. The tidal action in the Flood Control Channel is one to two hours behind Mission Bay. This out-of-sync timing allows mudflat exposure at different times, thereby providing an alternative area for shorebirds to use when the other areas become inundated. The most numerous shorebird species are western sandpiper (Calidris mauri), semipalmated plover (Charadrius semipalmatus), black-bellied plover (Pluvialis squatarola), least sandpiper (Erolia minutilla), American avocet (Recurvirostra americana), marbled godwit (Limosa fedoa), willet (Catoptrophorus semipalmatus), killdeer (Charadrius vociferus), dowitchers (Limnodromus spp.), sanderling (Crocethia alba), and red knot (Calidris canutus). The most frequently observed gulls and terns are California gull (Larus californicus), ring-billed gull (Larus delawarensis), Bonaparte's gull (Larus philadelphia), and Forster's tern (Sterna forsteri). The California least tern (Sterna antillarum browni), a federally-listed endangered species, is a visitor in the Park from April to September. The City of San Diego is conducting a foraging study, from May through August 1989. The study results will be inserted in Appendix C of the Mission Bay Park Natural Resource Plan - Technical Appendices, a separate document.

During periods of mudflat inundation, resting areas outside the two preserves are required. Potential resting areas available in Mission Bay Park include the North Fiesta Island salt pan and least tern site, Mariner's Point, other portions of Fiesta Island (Stony Point, eastern and southern shorelines), Crown Point, Riveria Shores, and various other shorelines in the Park.

Only a few shorebirds breed and nest in Mission Bay Park. The most notable nesting species, the California least tern and light-footed clapper rail (Rallus longirostrus levipes), are discussed under sensitive species. Another bird nesting in salt pan and salt marsh area is the Belding's sacannah aparrow (Passerculus sandwishensis belding). Breeding by shorebirds in the Park is greatly restricted due to the small amount of vacant land with minimal disturbance. Low numbers of black-necked stilt (Himantopus mexicanus), American avocet, and killdeer have nested on the salt pan areas of South Shores. A successful great blue heron (Ardea herodias) rookery is located on South Shores across the Bay from Stony Point.

Waterfowl: Waterfowl are present in Mission Bay Park in great numbers during the winter months. Censuses in Mission Bay indicate the Park supports at least ten thousand waterbirds during winter (Mission Bay Park Shoreline Restoration and Stabilization Project EIR, 1989). The most common species or groups of waterfowl are scaup (Aythya spp.), American wigeon (Anas anerucabys), ruddy duck (Ovyura jamaicensis), northern pintail (Anas acuta), brant (Branta bernicla), bufflehead (Bucephala albeola), northern shoveler (Spatula clypeata), surf scoter (Melanitta perspicillata), gadwall (Anas strepera), cinnamon teal (Anas cyanoptera), green-winged teal (Anas carolinensis), canvasback (Aythya valisineria), mallard (Anas platyrhynchos), and merganser (Mergus spp.). The Northern and Southern Wildlife preserves support the highest concentrations of waterfowl. The large expanse of these areas and the relative isolation provide the best resting and feeding areas during high tides. When low tides limit the open space in these areas, the waterfowl must move to other open water areas in Mission Bay and the Flood Control Channel. These open water areas are most heavily used during nighttime hours and weekdays when human disturbance levels are low. Hidden Anchorage and the open water along South Shores has had substantial waterfowl use in the past; however, the introduction of intensive personal motorized watercraft use has displaced the birds to other areas (Rieger and Beauchanop, 1975).

Eelgrass beds in the open water are especially significant as feeding areas for waterbirds. Most waterfowl species, such as brant, feed on eelgrass. The large number of fish associated with eelgrass beds also attracts fish-eating birds, such as the least tern and California brown pelican (Pelecanus occidentalis californicus).

Waterfowl are not known to breed or nest in Mission Bay Park because they are not present in the Park during their breeding season.

Terrestrial Birds: Three categories of terrestrial bird species occur in Mission Bay Park: species nesting in upland habitats; migrating species,such as raptors, using open areas for foraging; and urban species inhabiting developed areas around the Bay.

Upland species inhabiting areas of ruderal (growing in disturbed areas) vegetation on Fiesta Island and South Shores include house finch (Carpodacus mexicanus), horned lark (Eremophilia alpestris), western meadowlark (Sturnella neglecta), mourning dove (Zenaidura macroura), and burrowing owl (Athene cunicularia). Observed on Fiesta Island are loggerhead shrike (Lanius ludovicianus), and golden-crowned sparrow (Zonotrichia atricapilla).

Several raptor species utilize the open, disturbed upland areas as foraging habitat. These species include marsh hawk (Circus cyaneus),red-tailed hawk (Buteo jamaicensis), prairie falcon (Falco mexicanus), and American kestrel (Falco sparverius). The raptor population is limited due to human presence and the limited number of trees or other tall structures which raptors use for perches. The Park supports few, if any, nesting raptors.

Urban species, adapted to and inhabiting developed areas in and around Mission Bay Park include: house sparrow (Passer domesticus), starling (Sturnus vulgaris), and rock dove or pidgeon (Columba livia).

SENSITIVE SPECIES

Sensitive species using Mission Bay Park fall into three categories: species officially listed by federal and state wildlife agencies; species listed as candidates for official listing by these agencies; and species considered unique, limited in distribution, or thought to be undergoing regional population decline.

Nuttall's lotus, discussed earlier under Coastal Strand habitat, is the only rare plant listed by the California Native Plant Society (CNPS, 1988) in Mission Bay Park. The City of San Diego has created a seven-acre preserve for this plant along Sea World Drive (Figure 3).

Three endangered bird species (California least tern, Belding's savannah sparrow, and light-footed clapper rail) nest in Mission Bay Park.

California Least Tern: The California least tern is both federally- and state-listed as endangered. As a migratory bird, the least tern is present in Mission Bay Park only during its breeding and nesting season, approximately April to September.

Least terns nest colonially and prefer open areas with sandy, shell substrate and little, if any vegetation. Historically, the least terns have used eleven different sites in Mission Bay Park for nesting. Since the early 1980's, however, least terns have nested every year on FAA Island and on Mariner's Point in 1989. In 1988, 50 fledgings produced from 79 nests were found on FAA Island. In 1989, 30 fledglings produced from 125 nests were found on FAA Island and no fledglings were found from the four nest on Mariner's Point.

The City has maintained seven least tern nesting sites as part of the Mission Bay Park California Least Tern Nest Site Management Team effort (Figure 3).

Five of the seven total nesting sites are designated "permanent" sites and were productive least tern nestings in the past. In 1986, the City entered into a verbal agreement with the U.S. Fish and Wildlife Service to set aside two other nesting sites, Mariner's Point and Crown Point Shores, for a five-year period. Mariner's Point has not supported least tern nesting since 1970 but was included for its nesting potential. Crown Point Shores has never been a least tern nesting site but is considered to have good potential as a site due to its proximity to the Northern Wildlife Preserve.

The original agreement with the Fish and Wildlife Service stated that if least terns have not nested on these sites during the agreed five-year period (1986-1990), sites can be released from the least tern nesting site designation according to the 1986 agreement. Four nests were found on Mariner's Point during the 1989 season; therefore, the Mariner's Point site loses its temporary status and is now a permanent site. This makes a new total of six permanent sites in Mission Bay Park. Crown Point Shores is still a temporary site.

The Mission Bay Park Least Tern Management Team is primarily comprised of representatives from California Department of Fish and Game; U.S. Fish and Wildlife Service; City of San Diego (Planning, Park and Recreation, and Water Utilities Departments); U.S. Army Corps of Engineers; California Coastal Commission, and University of California at San Diego; and the San Diego County Least Tern Recovery Team Coordinator (i.e., Elizabeth Copper in 1989). Each February, the team meets to decide what site preparation to undertake prior to April and the beginning of the next least tern season. Recommended treatments may include clearing of vegetation, importation of new substrate, fence and/or sign repair, installation of a chick protection fence, and placement of roof tiles for chick protection. Human intrusion and predators are ongoing problems and believed to have impacted nesting success. Increased vigilance by City personnel and least tern census takers in addition to keeping existing fences and signs in good repair is expected to help manage the human disturbance element. The City will be aiding the U.S. Fish and Wildlife Service and Department of Fish and Game in a predator control program.

California least terns feed on small fish, such as anchovy and topsmelt, in the upper one to two inches of open water habitats. The actual foraging areas in Mission Bay are unknown. A currently ongoing California least tern foraging study will hopefully indicate tern foraging habitat areas. The first year of the study is scheduled for completion in September 1989. It's hoped to have two more years of survey data to determine least tern foraging locations in Mission Bay Park.

Belding's Savannah Sparrow: The Belding's savannah sparrow, listed as a state endangered subspecies, is a small songbird endemic to California salt

marsh. This songbird typically nests in pure stands of Salicornia in coastal salt marsh and coastal strand habitats. Three locations in Mission Bay Park support Belding's savannah sparrow populations: the Northern Wildlife Preserve; the Southern Wildlife Preserve; and FAA Island, even though Salicornia is limited on the island. The Belding's savannah sparrow feeds on the tender tips of the Salicornia and on insects.

Light-Footed Clapper Rail: The light-footed clapper rail is listed as a federal and state endangered species. These secretive birds nest soley in coastal salt marsh habitat, particularly where cordgrass is abundant. Most of the clapper rails in California in 1980-1984 were concentrated in six marshes: Carpiteria Marsh, Anaheim Bay, Upper Newport Bay, Northern Wildlife Preserve (Kendall-Frost Marsh Reserve), Sweetwater Marsh, and Tiajuana Marsh. During the period from 1980 to 1985, the Northern Wildlife Preserve had an average of 16.8 pairs each year making it one of the most significant clapper rail habitats. In 1984, the number of nesting pairs peaked at 24. The Southern Wildlife Preserve supported an average of 1.8 pairs. In 1988, a University of California at San Diego's census found four individuals, probably not pairs, in the Northern Wildlife Preserve and one individual in the Southern Wildlife Preserve.

Other Sensitive Species: In addition, the California brown pelican, a state- and federally-listed endangered species, forage (search for food) in various parts of Mission Bay Park. This species occurs in coastal salt water and open ocean just offshore. The nearest breeding site is the Los Coronados Islands.

Three species found in Mission Bay Park are considered uncommon and declining in population. The burrowing owl inhabits grassland, agricultural land, and coastal areas. In recent years, one or two pairs of burrowing owl have nested in Mission Bay Park on Fiesta Island, the eastern segment of South Shores and near Robb Field. As a result of predation on least tern chicks on FAA Island, predator removal measures were instituted by other agencies in the late 1970's against loggerhead shrikes and burrowing owls on Fiesta Island. The snowy plover (Charadrius alexiandrinus nivosos) nests primarily on sandy ocean beaches and around drying margins of lagoons. The only snowy plover nesting recorded since 1975 is a single nest was reported in a University of California at San Diego survey in 1977. The third species, the American avocet is a common winter visitor. In Mission Bay Park, this species nested in low numbers near the sludge beds on Fiesta Island, within the salt pan areas of South Shores, and within the Flood Control Channel. American avocets only recently colonized San Diego County, and the local breeding population are not considered critical to the long-term success of this species.

LAND USE AND RECREATION

Mission Bay Park is a unique and valuable recreational resource because of its size, its urban coastal setting, and its diversity of uses. The Park is over seven square miles and 4,600 acres in size. The Mission Beach and

Pacific Beach communities bound the Park to the west and north, respectively (Figure 1). Interstate 5 is adjacent to the eastern portion of the Park and the southern edge just south of Robb Field, is bordered by the community of Ocean Beach. The Park has about 1,900 acres of land, 2,500 acres of water and 200 acres of preserve. The largest share (45 percent) of the parkland is public park and shoreline. Areas designated for lease development total about 492 acres (25 percent of the parkland) and are focussed primarily in the south, central (Vacation Isle), and western parts of the Bay. There is also a lease area on Tecolote Shores (Hilton Hotel) and the northeastern corner of the Park (De Anza trailer park and resort). The only industrial use in the Park is the City-owned sludge bed operation on south Fiesta Island. These sludge beds are scheduled for removal in 1995. In addition, Government Island is leased to the Federal Aviation Administration (FAA) for the purpose of maintaining airway control facilities. The remaining land is parceled among the 12 wildlife preserves (Figure 3) and vacant land still found in some areas of South Shores and the majority of Fiesta Island.

Much of the popularity of Mission Bay Park is due to the wide variety of available recreational activities. The Park serves more than 12 million people each year (80,000 people on an average peak day). The heaviest recreational use period is from Memorial Day through Labor Day. Areas along the eastern portion of Mission Bay Park tend to be used more intensively due to the proximity to Interstate 5. Land-based recreational activities include bicycling, skateboarding, golf, tennis, bird-watching, boat race viewing, baseball, camping, jogging, volleyball, use of playground equipment, over-the-line, walking, rollerskating, kite-flying, picnicking, sunbathing, and fishing. The 2,500 acres of water in Mission Bay Park support additional recreation such as waterskiing, rowing, fishing, kayaking, yachting, towing inflatables, general power boating, swimming, personal motorized watercraft (i.e., Jetskis), board sailing, sailing, the annual hydroplane and crew races, and regular power boat and sailboat races. Both public and private commercial recreational developments support these activities.

SAND

Mission Bay is located within the Mission Bay Littoral Cell, a 13.5-mile-long section of San Diego coastline located between Point Loma (to the south) and Point La Jolla (to the north). The San Diego River fed new sand material into Mission Bay until about 1946, at which time the river was channelized by the construction of levees. These levees contained the river until its discharge into the ocean, thus substantially reducing the influx of sand into Mission Bay. The current sources for sand within Mission Bay originate from occasional discharges from both Rose and Tecolote creeks, and from erosion of parklands within the Bay. The range in sand size found throughout Mission Bay varies from 0.16mm to 0.4mm, with an average grain size of approximately 0.2mm.

WATER QUALITY

Mission Bay Park's focal point is Mission Bay. Mission Bay is connected to the Pacific Ocean via the riprap-lined Entrance Channel (Figure 2). The Bay is a relatively small and shallow body of water of complex shape. Water depths below the 3.2-square-mile surface area of the Bay range from 7 to 20 feet.

POLLUTANTS

In recent years, Mission Bay experienced a lowering of water quality. In response, the City has undertaken a corrective program. Partially because of its complex shape, flushing and circulation conditions induced by tidal action are inadequate to transport pollutants out of the Bay. This is especially true of the eastern portion of Mission Bay. Runoff carrying pollutants and sediments enters the Bay through storm drains, drainage channels, and other discharge points. Currently, a total of 69 storm drains empty into the Bay. Major watersheds draining into Mission Bay include Rose Creek/San Clemente Creek watershed and Tecolote Creek watershed.

Contaminants, such as nitrates, nitrites, phosphorous, potassium, and heavy metals, have been identified in the Bay water. Many of these are urban contaminants deposited in the Bay via runoff but, apparently, levels are not yet excessively high (Tetra Tech, Inc., 1983).

In addition to urban runoff pollutants, sewage effluent enters the Bay as a result of sewer overflows or storm drainage. Sewage can also enter the Bay directly from boats, recreational vehicles, animals etc. This deposition results in high levels of coliform bacteria which indicate that disease causing organisms may be present. The presence of coliform bacteria is the most serious water quality problem in Mission Bay. Closures of sections of the Bay have occurred on several occasions for public health reasons due to high coliform bacteria levels.

The inability of Mission Bay, once contaminated, to rid itself of pollutants prompted the City to retain Tetra Tech, Inc. Tetra Tech studied the water quality problems in the Bay with particular emphasis on the poorly flushed eastern area. The results of the Tetra Tech Study (Water Quality Control Studies for Mission Bay Park, Tetra Tech, Inc., 1983) indicated that changing the Bay configuration would not appreciably improve flushing and circulation. Tetra Tech recommended constructing a system of interceptors for the major storm drains emptying into the Bay. This interceptor system would divert up to and beyond the minimum capacity of 100 gallons per minute (gpm) of polluted runoff and limited sewage flows from entering the Bay during dry weather. This runoff would be diverted into the sanitary sewage system. At the completion of all phases, this diversion project would intercept approximately 76 drain outlets.

The City has completed the East Mission Bay Storm Drain Interceptor System. The project area included the eastern shore of Mission Bay from Rose Creek Channel to Tecolote Creek Channel. All three phases have been completed. The City is also currently implementing a four-phase sewage interceptor system. Phase 1 is currently under construction in the Crown Point Shores and Sail Bay area. Phase 2 is scheduled for late 1989 for outlets in the Flood Control Channel, Quivera Basin, and Dana Basin. Phase 3 intercepts storm drains along the western shores of Mission Bay. Phase 4 includes storm drains in Ventura Cove, Riveria Shores, and additional interceptors in Rose Creek.

The Flood Control Channel drains the San Diego River watershed and serves as a control for a 100-year flood event. Six storm drains presently empty into the portion of the Flood Control Channel within Mission Bay Park. Occasional pollutant problems from runoff or sewage spills exist in the Flood Control Channel. Maintaining high water quality in the Channel is important due to the presence of sensitive wildlife habitat.

SEDIMENTATION

Rose and Tecolote creeks contain high concentrations of organically rich, fine sediment that aggravates the silting problem in the Bay (Tetra Tech, Inc., 1983). Rose Creek inlet required dredging to remove accumulated silt deposits. The dredging activities, which were necessary to maintain navigability for boaters from Mission Bay Boat and Ski Club, resulted in adverse impacts to marsh and riparian habitats growing on the shallow deposits. Although the impact to recreation will be lessened by the proposed relocation of the Boat and Ski Club to South Shores, the relatively rapid accumulation of silt if left unchecked could present long-term maintenance problems.

Tetra Tech, Inc., proposed two ways to reduce sedimentation problems in Mission Bay. Construction of a desilting basin at the mouth of Rose and Tecolote creeks would trap the sediment previously destined for Mission Bay. The sediment would be removed later from the basin as part of an ongoing maintenance program. The City of San Diego originally planned to address the sedimentation problem from Rose and Tecolote creeks through construction of desilting basins in these watersheds. Construction of a desilting basin, however, would impact the aesthetics of the canyons and do nothing to treat the source of the erosion problem.

The other solution Tetra Tech proposed for the sedimentation problem was construction of various erosion control measures and implementation of a watershed management program. The measures proposed included such items as revegetation of denuded areas and protection of stream banks to reduce the sediment yield from the watershed.

Woodward-Clyde Consultants was retained by the City to study the feasibility and effectiveness of erosion control measures. Erosion processes in Tecolote Canyon include streambank erosion, gully erosion, and

overland erosion. Additional problems in Tecolote Creek include damage to low water crossings, as well as damage to sewer lines. The study identified 41 areas within the watershed where improvements could be made to reduce the amount of erosion occurring in Tecolote Canyon. The implementation of erosion control measures in Tecolote Canyon would reduce the volume of sediment reaching Mission Bay by 40-50 percent by treating the cause of sediment production. A desilting basin would reduce the amount of sediment reaching Mission Bay by treating the effect of sediment production. The study indicates that by implementing a watershed management program as well as the sediment basin proposed by Tetra Tech, the sediment yield could be reduced by approximately 70 percent of its current value. The City of San Diego implemented these recommendations in 1988-1989.

The City had a similar study prepared for the Rose Creek/San Clemente Creek watershed in order to determine erosion problems and sediment yields. Approximately two-thirds of the Rose/San Clemente watershed lies east of Interstate 805 and is federal land (Miramar Naval Air Station). Erosion patterns and problems were found to be uniform throughout the entire watershed. No specific problem areas were identified. Only about seven percent reduction in sediment would result from proposed erosion control measures implemented at a cost of approximately $900,000. No further action has been taken to date due to the poor cost-benefit ratio.

STATEMENT OF PROBLEM

Planning in Mission Bay Park must consider a variety of land use interests with differing needs and objectives all sharing in Mission Bay Park. These needs and objectives are often in conflict, especially the human versus wildlife element. These interests include commercial development, public recreation, and environmental protection.

LEASE DEVELOPMENT

There is a need for visitor-oriented and marine-related services in Mission Bay Park. Of the 1,900 acres of land in Mission Bay Park, up to 492 acres (25 percent) are available for lease. Approximately 41 acres, of which 39 acres are in the South Shores area, are still potentially available for lease. Existing lease holders, especially hotels, are feeling pressure to expand and/or renovate their facilities to accommodate the growing demand for their services.

PUBLIC RECREATION

Mission Bay Park provides significant aesthetic, educational, and recreational opportunities. There are 27 miles of shoreline, 15.6 miles of which are for public use, and 2,500 acres of open water supporting various aquatic recreation. Continual erosion of the shoreline from tidal surge, boat waves, storms, and wind waves create the potential for visitor and boating accidents due to uneven beaches and shoaling in navigable waters. Safety is the number one priority in public parks. Restoration and maintenance of the Park's beaches to smooth, even slopes and elimination of submerged "holes" which are not visible to waders must be done on a continuous basis. Sand shoals increasing in size must be removed to avoid navigation hazards.

With the population of San Diego and visitors to San Diego increasing, the pressure on existing recreation areas increases. The number of available recreational water-oriented activities and the coastal location make Mission Bay Park a unique recreational resource much in demand. There is constant competition among the wide variety of recreation activities (e.g., sailing, motorboats, personal motorized watercraft) for the available open water.

ENVIRONMENTAL PROTECTION

Federal and state regulations mandate the protection and management of valuable wetland areas and sensitive natural resources. On the federal level, the primary directives are found in the Clean Water Act and the Endangered Species Act. Various sections of these Acts outline specific means for regulating the discharge of dredge and fill materials and the human interaction with federally listed endangered species. Other federal regulations relate to preservation of wetlands, coastal zone management, and flood control.

The State of California has measures in effect to protect state environmental resources. The California Department of Fish and Game Commission has a policy for protection of wetlands and requires measures to protect fish and wildlife. The California Coastal Act also protects wetlands in coastal zones.

The U.S. Army Corps of Engineers, California Coastal Commission, U.S. Fish and Wildlife Service, National Marine Fisheries Service, and California Department of Fish and Game exercise permit and agreement authority over most projects in Mission Bay Park. These agencies are charged with the protection of wetlands and carrying out federal and state regulations previously discussed. Mitigation for impacts to natural resources in Mission Bay Park has been on a project-by-project basis. This piecemeal approach does not ensure that protection of the overall Bay and river systems in the Park are given proper consideration. The agencies have found it increasingly difficult to grant approvals to projects which impact wetlands without a comprehensive plan for Mission Bay Park.

Increasing urban pressures in San Diego County and specifically adjacent to and within Mission Bay Park are impacting available habitat, wildlife foraging, and successful wildlife reproduction. In addition, studies indicate the sea level is rising at a faster rate than in the past due to global warming. Future rises in sea level could further impact coastal habitats, such as salt marsh, which involve tidal interaction. Human, cat, and dog intrusion on habitat preserves has become an increasingly severe problem as preserve areas are of limited space and wildlife has less chance to evade the increasing feline predation, canine disruptions, and human pedestrian and vehicle presence.

CONSTRAINTS AND OPPORTUNITIES

Mission Bay Park offers an opportunity to combine recreational and community planning with the protection and enhancement of biological resources.

The Mission Bay Park Natural Resource Management Plan recognizes the following constraints:

- The extent of existing development and recreational pressures in Mission Bay Park preclude ever returning all of Mission Bay to the salt marsh it was originally.
- The primary purpose of this Management Plan is to protect, preserve, and enhance natural resources in Mission Bay Park. Since, however, the Park is in an urban setting, the Park must serve multiple purposes and cannot serve solely as wildlife habitat.
- Protection of natural resources, as required by state and federal law precludes certain human activities (e.g., construction, dredging, recreation) from certain areas and during certain seasons (e.g., least tern nesting season).
- Undeveloped land remaining in the Park is limited.
- Area available for marine habitat mitigation in the Park is extremely limited.

Opportunities for preserving wildlife habitat and maintaining a valuable recreational resource include the following:

- Comprehensive planning can provide adequate protection measures for natural resources.
- Wetland habitats can be established in areas where they do not currently exist.
- Areas of degraded habitat exist which can be restored to improve the overall natural resource system in the Park.
- Habitat improvement or conversion can be used as mitigation for future losses.
- The Park and Shoreline land use designation and most recreational activities are relatively compatible with most natural resources.
- The Park preserve system can be used for educational and research purposes.

LAND USE PROPOSALS

Scheduled future land use projects in Mission Bay Park fall into two categories: City projects and private development projects. Most future development in the Park involves City projects such as roadway improvements, storm drain interceptors, development of park uses, and shoreline stabilization and maintenance. Private development proposals are less extensive involving primarily refurbishing and/or expansion of existing facilities within a leasehold and the approximately 41 remaining acres are available for lease. For both City and private development projects, compliance with the Mission Bay Park Natural Resource Management Plan and mitigation of impacts to natural resources will be the responsibility of the developer. Mitigation programs should incorporate the guidelines set forth in this Plan, as appropriate. The following list includes only those projects known at this time. Future additional projects will undoubtedly be initiated during the life of this Plan.

CITY PROJECTS

1. Dock refurbishment at De Anza Cove and Dana Landing (Park and Recreation Department) - in design.

2. Harbor patrol dock replacement at Hospitality Point (Park and Recreation Department) - in preliminary planning.

3. New boat ramp at the De Anza Cove (Park and Recreation Department) - in design.

4. Sail Bay continuing improvements: bicycle and pedestrian walkway and landscaping between Verona Court and Moorland Drive (Park and Recreation Department) - in design.

5. New comfort station at Santa Clara point (Park and Recreation Department) - out for bids.

6. Comfort station replacement at Ventura Cove and De Anza Point (Park and Recreation Department) - in design.

7. Small children's play area at Santa Clara Point (Park and Recreation Department) - budgeted for fiscal year 1990.

8. Shoreline Restoration and Stabilization Project (Park and Recreation Department) - master plan and environmental impact report in approval process.

9. Open channel drainage replacement with drain pipe at southern Crown Point Shores (Park and Recreation Department) - begin construction in September 1989.

10. Replace comfort stations at Bahia and El Carmel points and Crown Point Shores (Park and Recreation Department) - in design.

11. South Shores Development: nine-acre Bay and related development (Park and Recreation Department) - construction interrupted; project is being rebid.

12. South Shores Development: ten-acre seasonal wetland to be constructed on Fiesta Island as mitigation for South Shores development (Park and Recreation Department) - in design.

13. Sail Bay continuing improvements: pedestrian bridge across Briarfield Cove (Briarfield Boardwalk) to connect sidewalks (Park and Recreation Department) - in design.

14. Sail Bay Mitigation Program: reestablishment of offshore eelgrass beds (Park and Recreation Department) - second year of five-year monitoring program.

15. Mission Beach Drain Improvements (Engineering and Development Department - Storm Drains) - in contract negotiation.

16. Sunset Cliffs Boulevard Bridge Bike Path (Engineering and Development Department - Streets) - design review.

17. North Ingraham Street Bridge widening (Engineering and Development Department - Streets) - under construction.

18. Offshore Breakwater Project (City Manager's Office with U.S. Army Corps of Engineers) - project under consideration.

19. Sewer Pump Stations 11, 14, 15, and 16 redevelopment (Water Utilities Department) - in design.

20. Mission Bay Storm Drain and Sewage Interceptor System (Water Utilities Department) - in design.

21. Sewage Management Master Plan (Water Utilities Department) - in design.

22. Sidewalk along street adjacent to Northern Wildlife Preserve (Park and Recreation Department) - in design.

23. Handicapped play area at Tecolote Shores (Park and Recreation Department) - in design.

24. Tecolote Shores public parking lot adjacent to handicapped play area (Park and Recreation Department) - in design.

25. Fence replacement and viewing platforms at Northern Wildlife Preserve (Park and Recreation Department) - in design.

26. Signs at wildlife preserves (Park and Recreation Department) - in design.

PRIVATE DEVELOPMENT PROJECTS

1. Bahia Resort: Complete redevelopment of resort on existing leasehold - in design.

2. Princess Resort: Expansion of existing facilities within leasehold, possible future expansion of marina facilities and docks - in design.

3. De Anza Trailer Park Redevelopment: replacement of trailer park with hotel/shopping/recreation complex, may include a bridge joining Pacific Beach Drive across Rose Creek - in design.

4. Dana Inn Redevelopment (Dana Basin): waiting for City Council approval prior to beginning construction.

5. Carmel Point Rowing Center: new rowing facility, includes bulkhead - in design.

6. Youth Aquatic Facility: boat launch on Fiesta Island - in design.

7. Sea World: marina expansion - unknown status.

8. Seaforth Sportsfishing (Quivira Basin): redevelopment into hotel/ restaurant complex - in design.

9. Marina Village (Quivera Basin): redevelopment - under study.

10. Catamaran Hotel: extension of dock - in design.

BEACH MAINTENANCE

The City of San Diego needs to maintain Mission Bay Park shoreline areas for safety, sanitation, and shoreline stabilization reasons. Three types of beach maintenance activities occur in Mission Bay Park: grooming and cleaning of dry sand areas; removal of intertidal debris; and smoothing of intertidal sand.

Beach areas in the Park are groomed to smooth irregularities in the sand. The sand is also sifted through large sieves to remove trash and broken glass. These activities occur in the dry sand on a regular basis above Mean Higher High Water (MHHW). During the summer when human activity is high the sand is cleaned and groomed on a weekly basis. Cleaning and grooming occur less often, about twice a month, during winter months. The trash is taken to an area on Fiesta Island until enough is collected for hauling to a dump site.

Debris, including marine plants and animals washed ashore, is removed from the intertidal area of the beaches about twice a month and after a storm event. Removal is done after an extreme high tide occurs and the debris is washed to the highest elevation. Equipment enters the intertidal area only to move the debris out of the intertidal zone. The decaying marine plant and animal debris is brought to a site away from the public on Fiesta Island where it is allowed to decay. Any sand which can be retrieved is stockpiled for later use in replenishing sand beaches where erosion or storm events have depleted the beach.

Regular smoothing of cliffs created by storms, tidal action and, boat waves in the intertidal area is not currently done in Mission Bay Park. Such a maintenance program, however, is proposed in the Mission Bay Park Shoreline Restorative and Stabilization Project Plan to minimize erosion and excessive on Mission Bay beaches. Without regular maintenance to make beach slopes smooth and consistent, the tidal action would do its own smoothing of shoreline irregularities, carrying much of the sand into the Bay. If the water does the smoothing instead of beach equipment, sand is lost and cliffing begins to occur causing erosion and accretion problems.

Occasional beach replenishment is needed in Mission Bay Park. The additional sand is needed after a storm event has carried away an existing beach. Currently, additional sand is also placed on some beaches where sand has been lost by erosion before summer to accommodate the increase in visitor activity. The Mission Bay Park Restoration and Stabilization Project Plan proposes softscape methods which would reduce the frequency of need for beach replenishment. California Coastal Commission and U.S. Army Corps of Engineers permits are required for beach replenishment activity.

Some unavoidable accretion occurs in the Bay which can only be removed by periodic dredging. The Park and Recreation Department, Coastal Division, is proposing to undertake dredging in six areas of the Bay to remove submerged navigable hazards and accretion zones. Navigable hazards are present in Fisherman's Channel, west of Ingraham Street Bridge, and in the Entrance Channel, between South Vacation Isle and Dana Basin. As mudflats in the Northern Wildlife Preserve accrete more material, they extend further into the Bay. To avoid navigational problems, the City proposes to dredge the outer boundary, as defined in the attached bathymetry report, of the Northern Wildlife Preserve as needed to maintain the existing boundary. (Appendix A).

DEVELOPMENT GUIDELINES

The following guidelines and requirements are provided for the protection of sensitive natural resources. These requirements and guidelines should be incorporated into impact analysis and mitigation planning for any proposed project in Mission Bay Park, including City and private developer sponsored projects.

CALIFORNIA LEAST TERN

As a federally-listed, endangered species, the California least tern and its habitat are protected by the Endangered Species Act of 1973. The requirements listed conform with the Endangered Species Act to protect the least tern during its breeding season in Mission Bay Park. Limitations on human activity on or adjacent to designated least tern nesting sites are necessary for maintaining the attractiveness of the sites for breeding and nesting. Maintenance of good water quality will ensure that the least terns will be able to forage in Bay waters. Least tern nesting sites are designated on Figure 3.

1. No in-water construction or dredging will be permitted in Mission Bay or the Flood Control Channel from April 1 through September 15, the least tern breeding season. If in-water construction is required during this time, exceptions are possible, upon approval of the City, California Department of Fish and Game, and U.S. Fish and Wildlife Service. Any exception would have to meet the following criteria to preserve least tern nesting and foraging: use of silt curtains or similar devices around in-water construction activity; use of noise reduction or low noise equipment; and use of timing and location restrictions on activity to avoid interfering with breeding sites or major least tern foraging areas.

2. No direct impacts to permanently designated least tern nesting sites are permitted. The only exception is the Cloverleaf site, which may be converted in the future to landscaping if no least terns use the site. This land use change would require the approval of a mitigation replacement site by the resource agencies.

3. The following buffer zones for each least tern nesting site will be free of new structures with heights of over six feet, including fencing around the site. This will keep raptors from using a high vantage point to prey on least tern chicks.

   Permanently Designated Sites

   North Fiesta Island - 150 feet

   FAA Island - 150 feet

   Stony Point - 150 feet

   South Shores - 150 feet

   Cloverleaf - 100 feet

   Mariner's Point - 150 feet

   Temporarily Designated Sites

   Crown Point Shores - 100 feet

4. Special Use Permits for activities on Mariner's Point will require that the 150-foot buffer zone north of the least tern nesting site be free of all formal activities and activity structures (e.g., tents, stages, bands).

EELGRASS HABITAT

Eelgrass is important to the Mission Bay ecosystem as food, shelter, and nursery for many marine organisms and fish. Many of these animals provide food for larger marine life and birds. Eelgrass habitat in southern California is rapidly disappearing due to in-water development and increasingly poor water quality. Project impacts to eelgrass are direct (e.g., construction activity) and indirect (e.g., shading from structures or boats). Efforts must be made to maintain the eelgrass habitat available and improve water quality.

1. No net loss of eelgrass meadows is acceptable. A 1:1 replacement ratio of similar density is required for impacts to eelgrass habitat as delineated in the 1988 survey (Figures 2A-2F).

2. Mitigation is required in Mission Bay itself, if the impact occurs in Mission Bay. Mitigation is required in the Flood Control Channel or Mission Bay if the impact occurs in the Flood Control Channel.

3. New sand beaches below Mean Lower Low Water (MLLW) should be replanted with eelgrass whenever the slope is changed by maintenance activities and eelgrass beds are impacted.

4. Replanting efforts are best during low energy tides (late summer - early fall).

5. Any construction or dredging project in Mission Bay or the Flood Control Channel will buoy off areas from which it is restricted prior to the start of activity. This is to limit the extent of direct impacts to existing eelgrass.

6. Any construction or dredging project disturbing the substrate in Mission Bay or the Flood Control Channel will use silt curtains or

similar devices around disturbance areas. This will limit any adverse impact to water quality to the immediate construction area; thereby, reducing impacts to eelgrass and foraging birds.

7. Eelgrass surveys for a project site will be required before and after construction to determine the extent of impact. Mitigation requirements for eelgrass will be based on the amount of actual loss.

8. A mitigation program, including maintenance, would be required for impacts to eelgrass habitat. Requirements for this program are discussed under "Development Responsibilities," Page 48 of this plan.

MARINE AND TERRESTRIAL HABITAT

Salt marsh, salt pan, coastal strand, and open water habitats are important in a diversified, well-balanced wetland ecosystem. Each of these habitats provides for the needs of specific species. The remnants of salt marsh, salt pan, and coastal strand habitats in Mission Bay Park are especially important as these habitats are rapidly disappearing from California's coast. Without the habitat, the plant and animal species indigenous to that habitat will not be able to survive.

1. No net loss to any salt marsh, salt pan, coastal strand associated with a sensitive species, or open water habitat will be permitted without replacement of equal or greater habitat value.

   The healthy salt marsh found in the Northern Wildlife Preserve is the last remnant of the once extensive salt marsh in Mission Bay. The salt marsh in the Southern Wildlife Preserve is also flourishing; however, because of its location in a Flood Control Channel, a high flood event could damage portions of the marsh. Because these salt marsh areas are extremely sensitive to disruptive activities, no direct impact is permitted, unless required for protection or enhancement of the marsh. Should protection or enhancement measures become necessary, they should be done outside of least tern, clapper rail, and savannah sparrow nesting seasons and incorporate measures to contain and reduce the impact. Any proposed measure for the Northern Wildlife Preserve must be approved by the University of California at San Diego and the City joint management committee as well as appropriate resource agencies. Any measure proposed in the Southern Wildlife Preserve requires City and appropriate agency approvals.

2. Buffer zones serve a biological function by providing a separation and screening of wildlife habitat from human activity associated with human development. Land use within buffer areas will be limited to bikeways, walkways, and passive recreation, such as nature study, viewing, and picnicking. Buffer areas should be planted with appropriate vegetation native to southern California and compatible with the adjacent habitat. Measures should be taken to keep run-off from entering habitat reserves.

   Buffer zones around terrestrial habitats in Mission Bay Park which exclude any development are as follows: salt marsh - 100 feet; salt pan - 50 feet; and coastal strand - 50 feet.

   The only exceptions to buffer zone provisions are signs, buoys, boundary fences, and educational or research-oriented structures with City approval on a project-by-project basis. City approval will include environmental review.

DREDGING

Two types of dredging affect open water habitat: maintenance and construction dredging. Maintenance dredging primarily removes navigational hazards or retrieves sand accumulating as sand spits or accretion zones along the shoreline. The City has identified five areas that require periodic maintenance dredging (Figure 4). (For additional information on these areas, refer to the Mission Bay Park Shoreline Restoration and Stabilization Project Plan). Construction dredging is required for projects that require pilings or additional depth clearance.

In addition to requirement number 1 under "Least Terns" and requirement numbers 1, 3, 4, 5 and 6 under "Eelgrass," the following are required for proposed dredging in Mission Bay and the Flood Control Channel.

1. Dredging impacts to marine habitat will require a 1:1 replacement ratio. Impacts from maintenance dredging will require a one-time mitigation for lost resources. Subsequent maintenance dredging for the original location, which has already mitigated the impact, will not require additional mitigation each time it is dredged.

2. All dredging activities should comply with permit conditions of the U.S. Army Corps of Engineers, Regional Water Quality Control Board State Lands Commission, and California Coastal Commission. Permits issued by these agencies may specify additional requirements for timing of in-water construction, spoil disposal methods, and dredge sediment material testing.

3. Sand of good quality retrieved in dredging operation will be stockpiled on a non-sensitive, designated site on Fiesta Island upon approval of the City. This sand will be used later in replenishment if it is of the proper grain size for beach stabilization. If room is not available on Fiesta Island, other arrangements for dredge spoil disposal will need to be made and approved by the City and other appropriate resource agencies.

4. If the sand is determined by a qualified expert to be unclean, to contain toxic material, or to be of poor quality, it will be transported to a permitted landfill. Sand containing toxic material will be taken only to a landfill qualified to handle toxic material.

5. Dredging of the Northern Wildlife Preserve outer boundary as defined on the bathymetry map (Appendix A) is permitted if in the future the outer

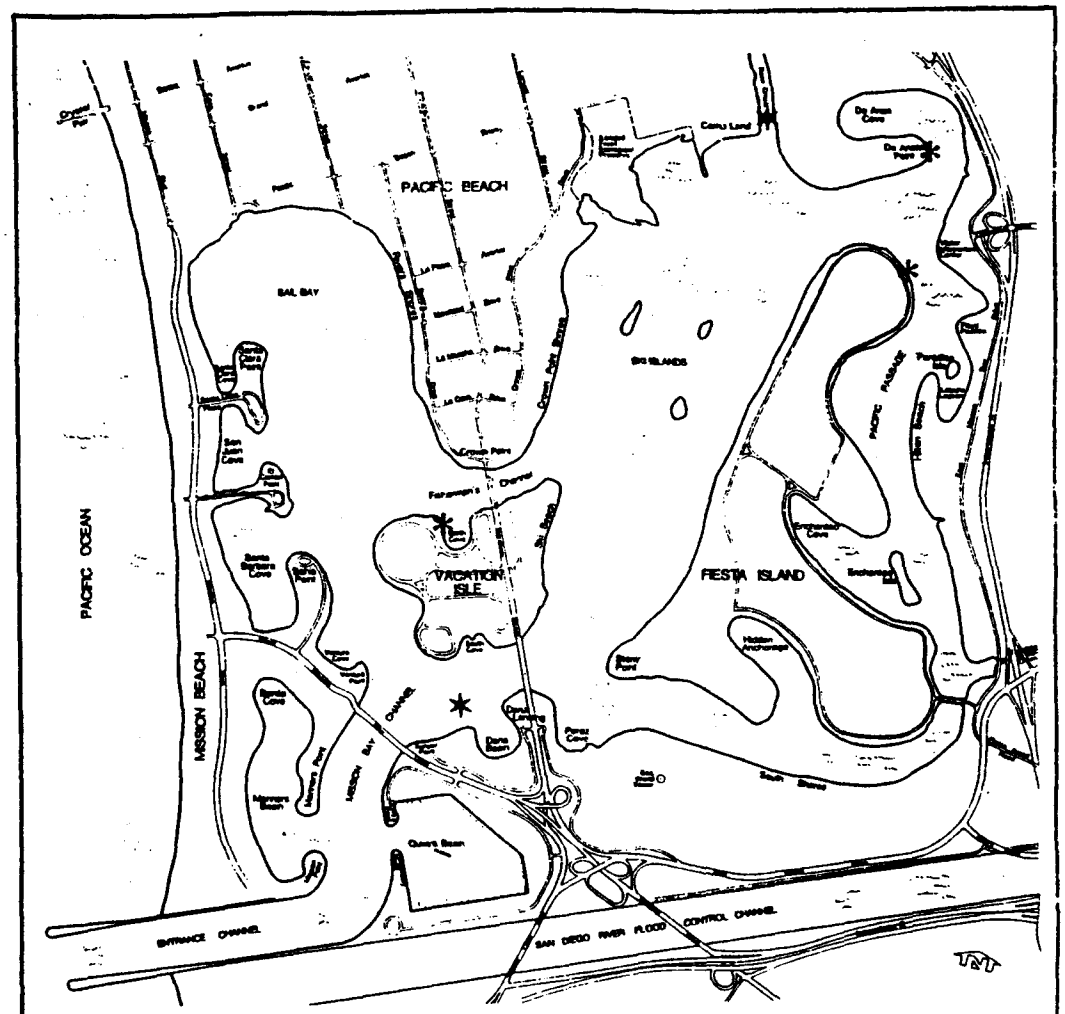
boundary moves further into the Bay. The future dredge line will be outside the minus ten mean sea level (MSL) contour to preserve as much eelgrass and marsh habitat as possible. Spot elevation checks will be done every two years at nine locations along the proposed dredge line, outlined on the bathymetry map. These elevation checks will be the basis for deciding if the boundary needs dredging. Impacts of the dredging operation will be determined and methods used to minimize impacts (e.g., noise reduction, silt curtains, etc.). Timing is especially important to avoid disturbance to nesting birds. Impacts to eelgrass will need to be mitigated the first time the area is dredged but not for subsequent maintenance dredging at the same location.

6. Potential erosion and sedimentation control measures for Rose Creek have been researched (Woodward-Clyde, 1986). This study concluded that no action by the City could eliminate more than seven percent of the sedimentation problem and those measures would have substantial environmental impacts. Dredging of Rose Creek, therefore, is still a necessity for flood control. Dredging of the Rose Creek area within Mission Bay Park will be allowed from Pacific Beach Drive south to the Bay for flood control. Rose Creek will not be dredged north of Pacific Beach Drive to protect mudflat and salt marsh habitats occurring further upstream. Soundings will be taken to determine bottom depths and the need to dredge will be based on low-tide boat draft requirements. Impacts from dredging operations will be determined and methods used to minimize impacts (e.g., noise reduction, silt curtains). Timing is especially important to avoid disturbance of nesting birds. Mitigation of impacts to eelgrass will be required the first time the area is dredged but not for subsequent maintenance dredging for the same location.

7. Sand reclamation and beach grooming and recontouring activity in areas adjacent to eelgrass beds will not require mitigation if silt curtains are utilized to avoid the secondary impact of drifting material and reduced water quality.

BEACH MAINTENANCE

Grooming and cleaning activities (smoothing and removing trash from the sand) in the dry sand above Mean Higher High Water (MHHW) will not require mitigation. Removal of debris washed ashore will not require mitigation if the activity occurs above Mean Lower Low Water (MLLW), removes as little sand as possible, and follows responsible construction practices. Smoothing tidal cuts in intertidal areas will not require mitigation if it is done above MLLW, above eelgrass beds, does not add sand, and follows responsible construction practices. Beach replenishment should be done only to replace sand lost in a storm event or to dress a beach prior to the summer visitor season. The City will not require mitigation for beach replenishment (the adding of sand in depleted areas) if it is done above MLLW, above eelgrass beds, and follows responsible construction practices. Beach replenishment requires an Army Corps of Engineers permit and a California Coastal Commission permit.



✱ MAINTENANCE DREDGING LOCATIONS - SHORELINE

✱ MAINTENANCE DREDGING LOCATIONS - OPEN WATER

MAINTENANCE DREDGING LOCATIONS

Environmental Quality Division

CITY OF SAN DIEGO · PLANNING DEPARTMENT

FIGURE 4

WATER QUALITY

1. All erosion and potential erosion areas should be landscaped, with the exception of the cliffs along Riveria Shores where irrigation runoff would aggravate the problem.

2. Irrigation systems should be designed and properly maintained to avoid the creation of erosion.

3. Dry flow interceptor systems should be maintained and operated to minimize dry weather surface contaminants from entering Mission Bay.

4. Runoff should be directed away from the Bay wherever possible.

5. Every effort should continue to be made to improve water quality for preserve areas and the Bay. The University of California Natural Reserve System and City of San Diego joint - management of the Northern Wildlife Preserve would include efforts to regularly monitor water quality in the Preserve.

6. Future changes to stream flows (instream discharge) in the San Diego River Flood Control Channel, Rose Creek, or Tecolote Creek should consider the natural resource management policies in Mission Bay Park.

MITIGATION OPTIONS AND GUIDELINES

TERRESTRIAL HABITAT MITIGATION

Mitigation options for impact to or loss of salt marsh, salt pan, and coastal strand habitats are limited to the creation of new habitat. Mitigation for wetland habitat requires special treatment to ensure the habitat value is offset. Some special requirements are listed below to maximize wildlife value of the newly created habitat. Additional requirements may be added should they be necessary for creation of a viable wetland habitat.

1. The replacement ratio for salt marsh habitat will be determined project-by-project based on the type and degree of indirect impact to the marsh. No direct impact or loss of salt marsh is permitted except as required for protection or enhancement of the marsh, as stated on Page 34.

2. The replacement ratio will be 1:1 for salt pan habitat within Mission Bay Park.

3. Assessment of impacts to coastal strand habitat will include quality of the habitat and identification of any sensitive species. Mitigation for loss of any sensitive species could include replacement at up to a 1:1 ratio.

4. A variety of habitat types should be created to encourage diversity of species.

5. Vertical and horizontal plant diversity should be established.

6. An irregular rather than straight shoreline or border should be created between habitat types to maximize the edge effect.

7. Wildlife areas of concentration should be created where vegetation is especially dense and extensive.

8. Only appropriate plants native to coastal southern California should be used in revegetation.

9. Human impacts should be considered in designing revegetation (e.g., use of thorny shrubs to limit access to sensitive areas).

10. Temporary irrigation, if necessary, should be provided to help establish new vegetation.

11. Any non-native or invader species should be removed on a regular basis.

12. The revegetation site should be monitored regularly and appropriate recommendations should be made for enhancing revegetation efforts.

EELGRASS HABITAT MITIGATION

Mitigation options for impact to or loss of eelgrass habitat is limited in Mission Bay Park. Mitigation banks seem the most economical and viable means of mitigating eelgrass impacts for greater losses. Mitigation banks actually allow for more habitat to be created than is currently required. This allows impacts from future projects to be mitigated without additional habitat creation. A project would "purchase" the area of eelgrass habitat needed to mitigate its impact from the developer of the bank. This is assuming the bank has available the acreage that is required and that the project wishing to purchase the mitigation habitat meets the following criteria: the project is water oriented; the project can only be built in or over the water; and the project is a permitted use. Available mitigation options are as follows:

1. New eelgrass beds could be created by elevating areas of the Bay or Flood Control Channel bottom to an appropriate depth for eelgrass growth.

2. Elevation of portions of smaller islands such as Enchanted Isle could be reduced, to create additional habitat.

3. Three options for mitigation and/or mitigation banks are:

   a. The top of East Ski Island and/or West Ski Island could be removed to form an underwater bench at minus 5 or minus 6 Mean Lower Low Water for eelgrass planting.

   b. Eelgrass could be planted in the South Shores embayment currently under construction.

      This assumes that the Sail Bay eelgrass mitigation has been satisfactorily met in the area designated in Sail Bay. If additional mitigation area is needed to satisfy the Sail Bay mitigation requirement, that mitigation has priority for use of the South Shores embayment.

   c. An embayment could be created in Fiesta Island and planted with eelgrass. This area should be on the western shore of the Island west of the road, where the current sludge beds are (Figure 5), where the new habitat would benefit the most from tidal action and good water quality.

ENHANCEMENT GUIDELINES

The guidelines subsequently outlined are provided for the enhancement and protection of natural resources in Mission Bay Park. The City is responsible for implementing these measures.

CALIFORNIA LEAST TERNS

1. The annual Mission Bay California Least Tern Management Program, a joint-agency effort, should be continued. This Management Team will continue to be comprised of representatives from U.S. Fish and Wildlife Service, California Department of Fish and Game, California Coastal Commission, U.S. Army Corps of Engineers, City of San Diego Park and Recreation Department and Water Utilities Department (until sludge beds are renewed from Fiesta Island), and San Diego County Least Tern Recovery Team Coordinator (e.g., Elizabeth Copper in 1989). Other least tern experts (e.g., private organizations or citizens) may be included. Every year, prior to March, the Management Team will meet to discuss that year's per site preparations for the upcoming least tern season. Preparations may include, but are not limited to Items 2, 3, 4, 5, and 6 listed below.

2. Signs, gates, and fences at least tern nesting sites (Figure 3) should be kept in good repair. New signs should be added and fencing added or replaced as needed.

3. Vegetation should be removed, the site graded, and new sandy, shell substrate should be added as needed.

4. Chick protection devices, such as a chick fence or roofing tiles for cover, should be added when needed.

5. U.S. Fish and Wildlife Service and California Department of Fish and Game should be aided in predator control efforts for nesting sites, especially on Fiesta Island and at South Shores.

6. Decoys should be placed by resource agencies on sites, deemed by the Least Tern Management Team to be safe (i.e., relatively free of predators), to attract least terns to the site(s).

7. One person once a week for sixteen (16) weeks should be provided to aid agencies in monitoring least tern nesting sites during the least tern breeding season.

8. Various City departments (e.g., Lifeguard Services, Police Department) should be alerted on the need to enforce keeping intruders off least tern sites.

EXPANSION OF PRESERVE SYSTEM

The preserve system in Mission Bay Park allows the protection and enhancement of sensitive ecological habitats and natural resources. Except for preserve maintenance, only limited educational and research activities are allowed within a Mission Bay Park preserve. The following recommendations would further protect the existing natural resource system in the Park by providing additional habitat base. Figure 5 illustrates proposed additions to the preserve system. A larger habitat base allows an expansion of population necessary to counterbalance the negative impact of a progressively urban influence and future threat of rising sea levels. Expansion of salt marsh upland habitat is important for balancing the negative effect of potential future rises in sea level. Rising sea level would result in existing intertidal areas becoming subtidal areas; thereby, creating a need for existing upland areas being available to become future intertidal areas. These measures do not conflict with existing recreational use or leaseholder activities in Mission Bay Park.

1. The entire Flood Control Channel should be considered part of the Southern Wildlife Preserve from Interstate 5 west to the point south of the east edge of Hospitality Point (see Figure 5). Waterfowl and shorebirds, in addition to least terns, use this area of the Channel regularly to hunt for food (forage). To minimize disturbance to birds, especially wintering waterfowl, inhabiting the Flood Control Channel, only non-motorized boats will be allowed to use the Channel west of Ingraham Street Bridge from April through September. Obtaining a park use permit from the Park and Recreation Department, Coastal Division, will be required prior to use of the Channel. The Coastal Division will instruct permit applicants on use restrictions and will limit permits to ten for any given day. Signs will be posted to delineate the new boundaries of the Southern Wildlife Preserve. Fishing is allowed in the Flood Control Channel west of Sunset Cliffs Boulevard. Wading in the Channel to fish is permissible only from Dog Beach.

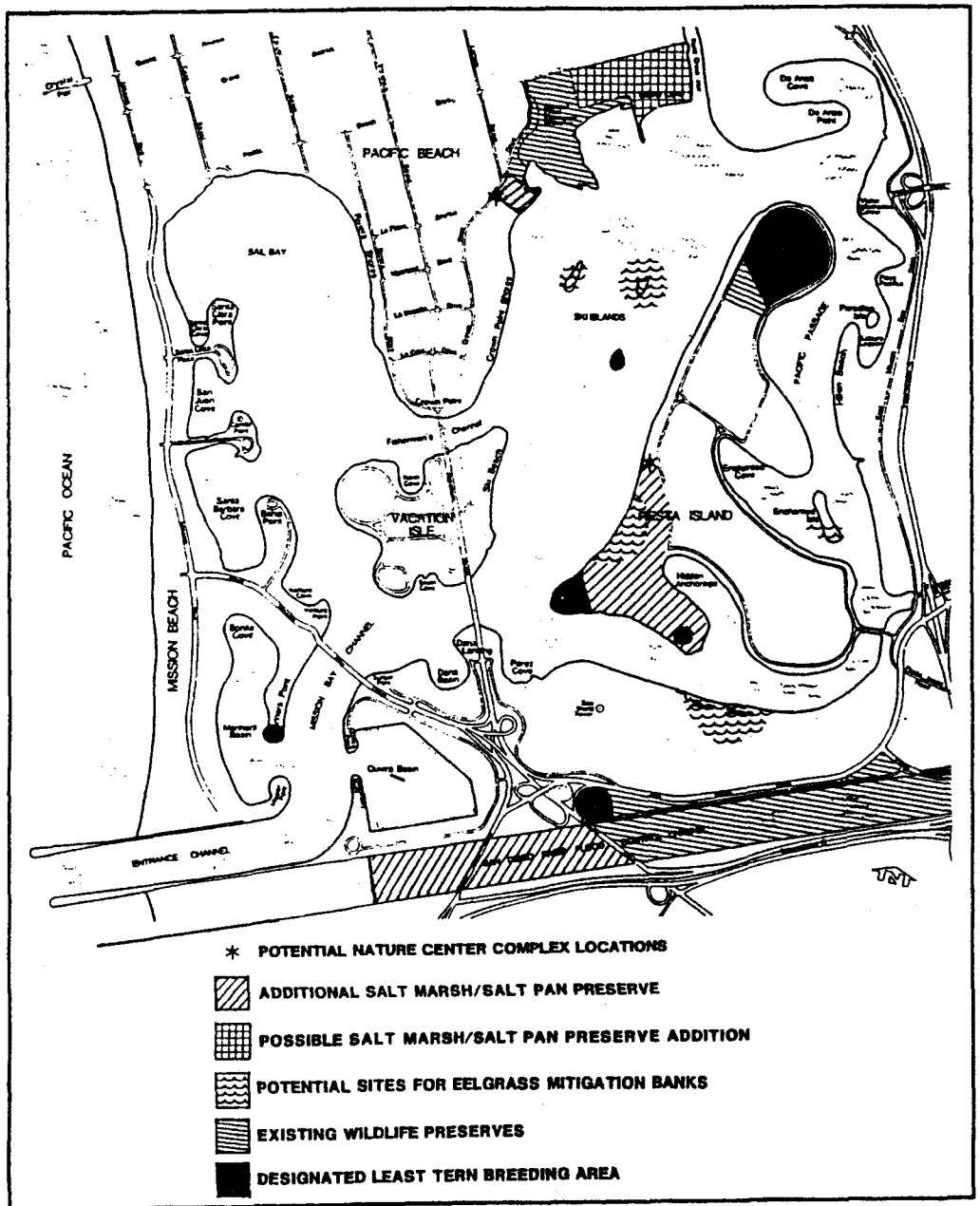
2. The Crown Point least tern nesting site should be made available for salt marsh/salt pan rehabilitation. This is an excellent opportunity to expand one of the most productive salt marshes in the state and the habitat for two other endangered birds (light-footed clapper rail and Belding's savannah sparrow). The use of this site is contingent upon the lack of least tern nesting on the site through the 1990 season. If no nesting occurs by September 1990, the City would have the prerogative of converting this site to wetland habitat. During the fund acquisition and design phase of the marsh restoration, the Crown Point site would continue to be actively managed as a least tern nesting site. If least terns have nested prior to the beginning of restoration, a portion of the site would be retained as permanent least tern nesting habitat. If least terns have not nested, the entire site could be restored to wetland habitat; however, consideration will be given to retaining a portion of the restored wetland area for least tern nesting. The revegetated salt marsh and salt pan habitat would be applied as mitigation credit for any future impacts to the natural habitat. The rehabilitation plan for this site should be designed by a qualified wildlife biologist with experience in successful marsh/wetland rehabilitation.

3. The 1978 Mission Bay Park Master Plan for Land and Water Use states that "consideration should be given to adding this area [Campland lease] to the Northern Wildlife Reserve upon termination of the lease [2017]". The Natural Resource Management Plan supports consideration of an eastern expansion of the Northern Wildlife Preserve to include part or all of the 15-acre Campland lease area. From a resource management perspective, eastern and western expansion of the Northern Wildlife Preserve salt marsh has a high priority. Such expansion would broaden the base for all of Mission Bay Park's natural resources in the face of urban pressure and future threat of rising sea level. Expansion of such a productive salt marsh as the Northern Wildlife Preserve is a unique opportunity in an area of urban development. The proposal to expand the Preserve to the west is dependent on least tern nesting activity and only a portion may be available for marsh expansion. Marsh expansion eastward should be considered, therefore, with other proposed options for future use of the Campland lease area. Consideration should also be given to the acquisition of the two-acre Frost property adjacent to the Preserve for wetland expansion by either the University of California Natural Reserve System or the City of San Diego.

4. The Cloverleaf least tern nesting site is a permanent site which has not been used since 1975, except in 1982. It is surrounded by high traffic roads, is less than an acre in size, and is difficult to maintain and monitor. For these reasons, it is recommended that the Cloverleaf site be released from a permanent nesting site designation and be returned for park use, such as landscaping. To mitigate the loss of the Cloverleaf site, one of the other existing permanent least tern nesting sites would be expanded by the approximate size of the Cloverleaf site.

5. The area (approximately 110 acres) currently supporting sludge beds on Fiesta Island west of the road, should be considered for a new preserve. A variety of habitats, such as salt marsh, salt pan, coastal strand, a least tern nesting area(s), and a small embayment planted with eelgrass would be created within the new preserve. The rehabilitation plan for this site should be designed by a qualified wildlife biologist with experience in successful salt marsh/wetland rehabilitation. This Fiesta Island Wildlife Preserve would serve as a mitigation "bank" for the habitat types created. The bank would provide mitigation credit for future projects. This mitigation credit system is discussed later under <u>Mitigation Options</u>.

6. Should additional least tern habitat be needed in the future because of increased least tern populations, overcrowding of existing sites, or conversion of the Cloverleaf site to park use, the Stony Point or North Fiesta Island least tern sites could be expanded. Areas for future additional least tern nesting sites could be West Ski Island or part of the new wetland preserve proposed on Fiesta Island that could be converted to least tern nesting habitat. Another possible site is the coastal strand habitat preserve (Figure 3) where least tern nesting would be a compatible use.



PROPOSED WILDLIFE PRESERVE ADDITIONS

Environmental Quality Division

CITY OF SAN DIEGO · PLANNING DEPARTMENT

FIGURE 5

NORTHERN WILDLIFE PRESERVE

1. More buoys should be installed to discourage boats and people from entering the Northern Wildlife Preserve from the Bay.

2. The existing fence should be replaced and the interior fence separating City property from University of California property removed.

3. University of California at San Diego is encouraged to continue their efforts to clear mangroves from the Preserve.

4. Viewing platforms should be built at several locations around the perimeter of the Preserve.

5. Pampass grass should be removed wherever possible, as it is an introduced species and provides habitat for predators that feed on least tern chicks.

6. A joint-management team comprised of a University of California, San Diego, representative and a Park and Recreation Department representative will meet regularly to discuss, evaluate, and attempt to solve preserve management problems. This team will also work cooperatively to maintain and/or expand the preserve data base and monitoring efforts.

7. A predator control program jointly sponsored by the City of San Diego and the University of California Natural Reserve System should be implemented for the protection of native, sensitive, and endangered preserve inhabitants.

FIESTA ISLAND

1. Pampass grass should be removed.

2. Where appropriate, native vegetation should be used in landscaping.

FLOOD CONTROL CHANNEL AND SOUTHERN WILDLIFE PRESERVE

1. Continue the removal of pampass grass from the Flood Control Channel banks to maintain flood protection as well as to eliminate an ecologically undesirable plant.

2. Interpretive and informational signs will be placed along the boundaries of the Southern Wildlife Preserve.

MISSION BAY PARK

Landscaping along preserve buffers and in non-public use areas should emphasize native plants.

EDUCATION/RESEARCH

The natural habitat preserve system in Mission Bay Park provides wonderful educational and research opportunities. The following measures are designed to utilize some of those opportunities in a wise, nondisruptive manner.

1. Standard informational, educational, and boundary signs will be developed for least tern, salt marsh, salt pan, and coastal strand preserves.

2. Signs will be strategically placed for maximum benefit and designed or placed to avoid use by foraging raptors.

3. The data base for Mission Bay Park will be kept current. The data base will be updated by January of every year. City-sponsored surveys include:

   a. Eelgrass/underwater habitat survey - every three years using the same methodology as described in the scope of work provided in Appendix A of the Mission Bay Park Natural Resource Plan - Technical Appendices document.

   b. General year-long bird survey - every five years using the same methodology described in the study provided in Appendix B of the Mission Bay Park Natural Resource Plan - Technical Appendices document.

   c. A California least tern foraging study will be conducted annually from 1989-1991. The methodology for the first year (1989) is provided in Appendix C of the Mission Bay Park Natural Resource Plan - Technical Appendices document.

   Data obtained from or in cooperation with other organizations include:

   a. Annual least tern nesting data - Least Tern Recovery Team, U.S. Fish and Wildlife Service.

   b. Fish population studies - National Marine Fisheries Service and Hubbs Research Institute.

   c. Clapper rail and Belding's savannah sparrow population and nesting data and other information collected in the Northern Wildlife and Southern Wildlife Preserves - University of California at San Diego.

   d. Water quality data - Regional Water Quality Control Board.

4. A nature center complex, including a system of nature trails, will be developed in Mission Bay Park. The possible locations are: 1) Fiesta Island as part of the new preserve system, closest to the road; or 2) the western edge of the Crown Point Shores expansion of the Northern Wildlife Preserve (assuming this site is released from the least tern nesting site designation) (Figure 5). The proposed nature center complex will include: a nature trail system along the fringes of the marsh, closest to the nature center; interpretive exhibits and signs; observation platforms; and a small structure (about 1,000 square feet) for lecture, orientation, and meeting purposes. The Nature Center complex design will maintain the integrity of the marsh environment and limit the potential for human disturbance. All structures will be built prior to habitat restoration, excluding dredging of embayment if Fiesta Island site is chosen, to eliminate impacts to newly rehabilitated habitats. A design will be prepared for the Nature Center complex and surrounding preserve by a designer knowledgeable of interpretive centers and salt marsh/salt pan rehabilitation.

5. Zones for educational and research uses will be identified for each preserve as well as buffer areas with no human disturbance.

6. Graduate student proposals for studies to gather unknown information on natural resources will be reviewed by the Mission Bay Park Technical Advisory Committee. The committee will recommend certain studies for funding. Potential funding would come from grants or the City. If the City will be funding a study, the City would have the ultimate choice of which study to fund.

IMPLEMENTATION

FEDERAL AND STATE AGENCY PERMITS AND AGREEMENTS

In addition to City of San Diego permits, any proposed project must obtain a California Coastal Commission Permit and a U.S. Army Corps Engineers 404 and/or Section 10 permits if dredging or deposition of material is proposed. Permit requirements of the State Lands Commission and Regional Water Quality Control Board would also have to be met for dredging activities or inwater construction. This Natural Resource Management Plan was undertaken partly to facilitate and expedite the federal and state permit process. This Plan provides the basis for a common understanding among government agencies, including City of San Diego, U.S. Army Corps of Engineers, U.S. Fish and Wildlife Service, National Marine Fisheries Service, California Coastal Commission, California Department of Fish and Game, and private interests, regarding projects affecting natural resources in Mission Bay Park and the manner in which mitigation is to be undertaken.

Representatives from the City and five agencies, listed above, actively participated in the development of this Plan to ensure that the mitigation requirements are consistent with policies of their respective agencies. It is anticipated, therefore, that projects planned in conformance with the Natural Resource Management Plan will meet the requirements of the other permitting agencies, and permit processing can be simplified and the time minimized. This will provide increased certainty to applicants concerned with the granting of permits for their projects and to agencies concerned with the protection of natural resources.

A nationwide permit from the Army Corps of Engineers to cover City shoreline maintenance would further simplify the permitting process. This type of permit would cover all maintenance outlined in the Beach Maintenance section under "Land Use Proposals" for a five-year period and negate having to obtain individual permits for each action. It would be beneficial if a similar arrangement could be made with the Coastal Commission.

Federal and state agencies will be notified of all proposed projects affecting natural resources and the Natural Resource Management Plan. This includes land and water-oriented development proposals. Mitigation plans and mitigation monitoring reports for individual projects will also be submitted to these agencies for their review and comment. If a mitigation plan can be approved concurrent with the City's review process, federal and state permit processing will be expedited.

DEVELOPMENT RESPONSIBILITIES

The Natural Resource Management Plan covers three general categories of proposals: 1) new development or redevelopment of land and water; 2) park and shoreline maintenance activities; and 3) habitat enhancement. It will

be the responsibility of the City or public applicant to plan, implement, maintain, and monitor the mitigation effort. The applicant is also responsible for consulting with state and federal resource agencies early in the planning process. A list of agencies for consultation is included in Appendix D in the Mission Bay Park Natural Resource Plan - Technical Appendices.

Mitigation Planning: For any development plan, the project applicant will have a biological consultant conduct a site-specific field survey. This survey will include underwater habitats, if any water-oriented aspects are proposed, to determine the type and extent of natural resources and to identify possible mitigation requirements. A qualified biologist with wetlands experience must perform the field work and consultation.

If a revegetation plan is required, a biological consultant, who may work with the applicant's landscape architect and/or planner, will outline the mitigation proposal. Revegetation plans will contain the following: a landscape plan which addresses in detail the compensation concept and design criteria; the types and extent of habitats to be developed; grading requirements (if any); plant materials to be used; method of planting; and plans for maintenance and monitoring of the revegetation. The City will review and approve revegetation plans before project approval is granted.

A binding mechanism will be instituted to ensure an applicant will implement, maintain, and monitor the mitigation effort as planned and approved. This mechanism can be a bond or other means of assuring funds will be available to complete the mitigation program. In cases where mitigation habitat area is to be purchased from an already existing City mitigation bank, the acceptability of the project as a participant in the bank will need to be approved by the City and the required mitigation area purchased prior to project development.

Mitigation Implementation: Mitigation programs will be implemented according to mitigation plans preceding or coincident with project construction. This includes the purchase of mitigation area from a mitigation bank. Wherever necessary, exotic or invader vegetation will be removed and an irrigation system will be installed to water plants until they have become established.

After project construction is complete, a second habitat survey of impacted areas will be conducted by a qualified biologist to ensure the success of the mitigation plan.

Mitigation Maintenance: Mitigation and enhancement plans will include a long-term monitoring program to determine the success of the plan and identify maintenance needs. In the first three to five years after plan implementation, monitoring will be conducted and reports made to the Park and Recreation Department on a regular basis. The frequency of monitoring will be determined during the mitigation plan approval process. After the first three to five years, mitigation sites will be monitored to obtain

information regarding species and quantity and quality of their growth. An annual report of the monitoring effort will be prepared and submitted to the Park and Recreation Department. The report will address plant survival, vegetative cover, the success of establishing designated habitats, and recommended actions necessary to accomplish full mitigation. Resource agencies will receive copies of mitigation monitoring reports.

The applicant will be responsible for maintaining revegetated mitigation sites for five years from the date the planting is completed. Replacement of vegetation and elimination of undesirable species will be undertaken as part of the mitigation maintenance program.

Any vegetation that dies or is otherwise damaged within the first few years due to flooding, disease, over-or under-watering, vandalism etc., will be replaced by the applicant. Vegetation should be monitored on a regular basis and replaced as needed to fulfill mitigation plan conditions.

In order for mitigation areas to be successfully established, non-native plants which compete with native plants for light and space must be controlled. Non-native species, such as giant reed (Arundo donax), pampas grass (Cortaderia atacamensis), castor bean (Ricinius communis), and tamarisk (Tamarix spp.) must be removed from all mitigation sites. Any non-native plants should be removed biannually during the five-year maintenance period. Once removed, the plants should be disposed of in a landfill.

CITY RESPONSIBILITIES

Planning for the protection and enhancement of natural resources in Mission Bay Park is an important part of the Mission Bay Park Master Plan, Local Coastal Program Addendum. The Mission Bay Park Natural Resource Management Plan is in conformity with and should be used in conjunction with the Master Plan and the Local Coastal Program Addendum.

The City Planning and Park and Recreation departments are responsible for the administration of the Natural Resource Management Plan. The Planning Department will review all public and City development proposals to determine conformity with the Natural Resource Management Plan. The California Environmental Quality Act (CEQA) process will be applied to determine the environmental impacts of development proposals and identify mitigation measures and alternatives to reduce impacts to Mission Bay Park's natural resources.

The Park and Recreation Department is responsible for conducting maintenance activities in the Park in compliance with the Natural Resource Management Plan. The Park and Recreation Department will review public and City project plans along with revegetation and mitigation plans to ensure the projects meet the requirements and objectives of the Natural Resource Management Plan. Enhancement projects and a current data base are also the responsibility of the Park and Recreation Department. Mitigation bank development will be developed and administered by Park and Recreation.

Funding for enhancement, management, and preserve maintenance for the Park's natural resource system can come from a variety of sources. Items outlined in this management plan are listed below with possible funding sources.

1. Mission Bay Least Tern Management Program

   a. Predator Control - one person for six months (March-September), annually, via contract with USFWS or CDFG or City sources for implementation of a predator control program. Potential funding: operating budget.

   b. Nesting Site Monitor - provide one person once a week for sixteen weeks to help monitor nesting sites. Approximately 130 hours a year. Potential funding: intern program.

   c. Management and Improvements to Sites - Potential funding: operating budget.

2. Expansion of Preserve System

   a. Extension of Southern Wildlife Preserve - no cost to implement.

   b. Extension of Northern Wildlife Preserve to Include Crown Point Shores Least Tern Nesting Site and, possibly, a portion or all of the Campland lease area - grading, revegetation, and fencing required. Potential funding: Environmental License Plate Grant; Coastal Conservancy; possible future state bond initiatives; capital outlay fund.

   c. Creation of New Wildlife Habitat Preserve and Embayment in South Fiesta Island - grading, dredging, revegetation, and fencing required. Potential funding: Environmental License Plate Grant; Coastal Conservancy; possible future state bond initiatives; cost recovery for embayment as an eelgrass mitigation bank could come from future City and developer projects purchasing mitigation area from the bank; capital outlay fund.

   d. Mitigation Bank in South Shores Embayment - planting of eelgrass and monitoring program. Potential funding: Coastal Conservancy; cost recovery from future City and developer projects purchasing mitigation area from the bank; capital outlay fund.

3. Removal of pampass grass from Fiesta Island and Northern and Southern Wildlife Reserves - Potential funding: operating budget.

4. Placement of Additional Buoys Along Northern Wildlife Preserve - 15 additional buoys to discourage boaters and jet skiers from entering the salt marsh. Potential funding: Environmental License Place Grant; Coastal Conservancy.

5. Informational, Directive, and Educational Signs - additional permanent signage needed for seven least tern and five (possibly six) wildlife preserves, approximately 150 signs. Potential funding: Environmental License Plate Grant; Coastal Conservancy; possible future state bond initiatives; operating budget.

6. City-sponsored Surveys

   Eelgrass/underwater habitat survey by consultant (approximately 600 hours and $16,000 (1988 dollars) for equipment and computer time);

   General bird survey by interns or consultants (approximately 500 hours); and

   California least tern foraging study by consultant (annual cost estimate for the three-year (1989-1991) study is $18,000 per year (1989 dollars).

   Potential funding: operating budget.

7. Nature Center Complex- includes nature trails, observation platforms, structure (approximately 1,000 square feet), fence, signs, and interpretive displays. Potential funding: Environmental License Plate Grant; Coastal Conservancy; possible future state bond initiatives; capital outlay fund.

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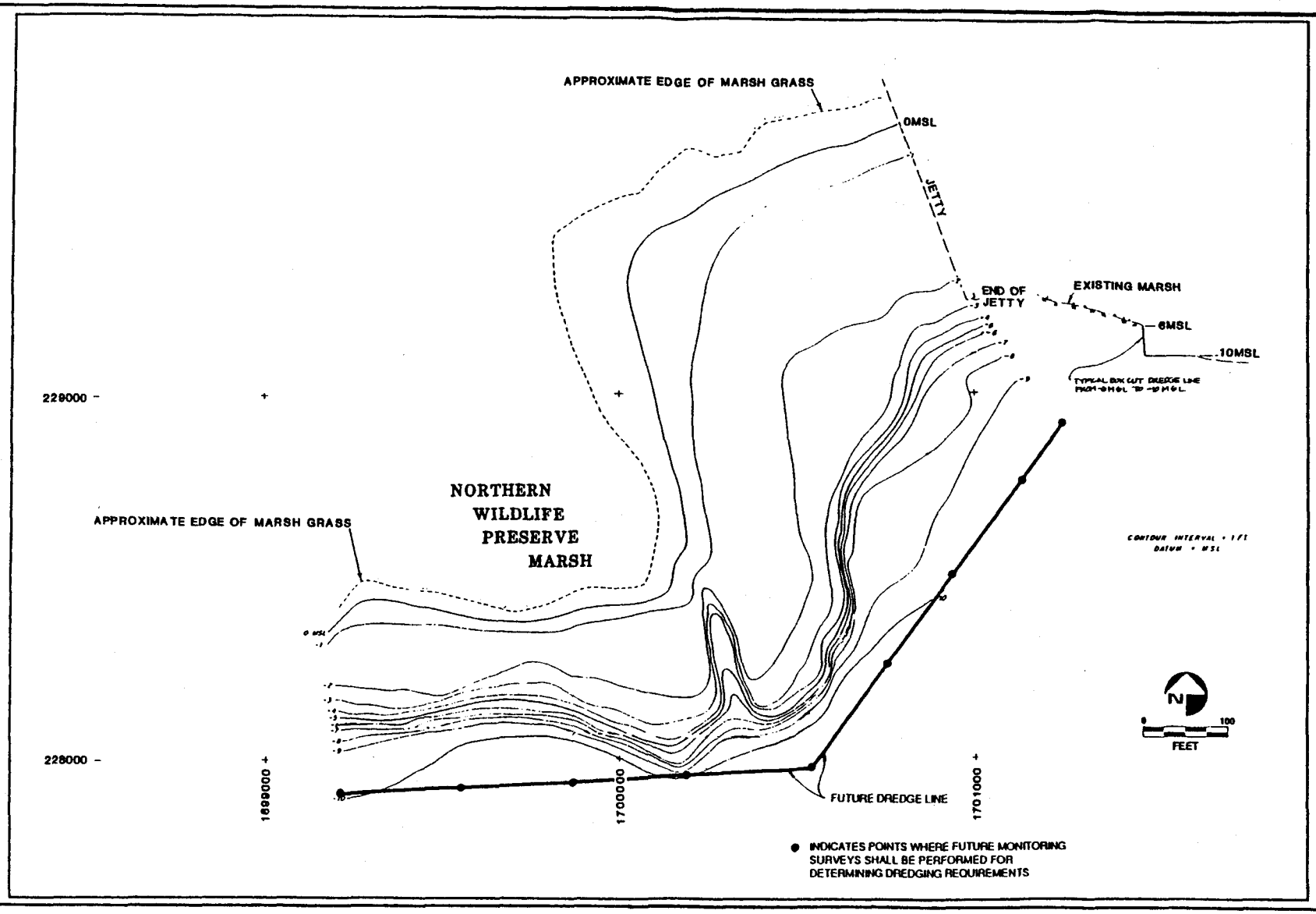


BATHYMETRY MAP AND PROPOSED DREDGELINE FOR NORTHERN WILDLIFE PRESERVE

Environmental Quality Division

CITY OF SAN DIEGO · PLANNING DEPARTMENT

APPENDIX

A

Appendix F

MISSION BAY PARK REGULATIONS

Prepared by

City of San Diego

MISSION BAY REGULATIONS

Speed

BASIC SPEED LAW — Local and State laws prohibit the operation of any vessel or other watercraft at a speed greater than is reasonable and prudent, and at no time at a speed that endangers life, limb or property.
CONTROLLED SPEED AREAS —
(1) Speed limits are posted on buoys and signs throughout the bay, at the entrances and inside controlled areas. Basically, West Mission Bay, all narrow channels, and coves have controlled speed.
(2) The speed limit from sunset to sunrise (night-time) is five nautical miles per hour (5 kts) in all areas of the bay.
(3) The speed limit is five nautical miles per hour (5 kts) in the following areas: (a) within 100 ft. of the shoreline of Mission Bay including the shoreline of Fiesta Island and Vacation Island, (b) within 200 ft. of any dock or landing float to which boats are made fast or is being used for the loading or unloading of passengers; and (c) under any bridges.
(4) The speed limit is limited to steerage way only (no wake) in all marina areas and basins.
(5) The speed limit in Sail Bay is limited to 5 mph from 11:00 a.m. to 5:00 p.m., from May 1st through October 31st.
OPEN SPEED AREA — Fiesta Bay in the eastern half of Mission Bay is the only area with no daytime speed limits, except the specific situations listed above.

Waterskiing

(1) Fiesta Bay in the eastern half of the bay is the main waterskiing area, with three designated beach landing and take-off zones. Beach landings and take-offs are prohibited in all areas not posted with signs for these purposes.
(2) Sail Bay in the northwest part of the bay, between Santa Clara Point and Riviera Shores, has one zone designated for beach landing and take-off; but it is only open for limited waterskiing at the following times:
(a) May 1st through October 31st — sunrise to 11 a.m., and 5 p.m. to sunset; (5 mph from 11 a.m. to 5 p.m.);
(b) November 1st through April 30th — sunrise to sunset (daytime).
(3) Waterskiing is prohibited in all other areas of the bay.
(4) In addition to the operator, every vessel towing a skier must have an observer at least 12 years old. The operator must watch ahead, and the observer must watch the skier and advise the operator of any hazards or when the skier falls. All occupants of the boat must remain seated during operation.
(5) Waterskiing and similar activities are prohibited between sunset and sunrise (night-time).
(6) No waterskier or the towing boat shall operate within 100 ft. of another boat, canoe, paddleboard, float, swimmer or fisherman. Also, no waterskier or the towing boat shall operate within 100 ft. of any beach, except for taking-off and landing in the prescribed areas posted for that purpose by the City.
(7) Motorboats in all waterski areas shall adhere to a counter-clockwise pattern (turning towards port/left) at all times.
(8) Observers or operators must signal with a red ski flag in the air whenever there is a person or hazard in the water adjacent to or in the vicinity of their boat. The operator must cut the motor completely when picking up a person from the water into the boat.
(9) Tow lines must not exceed 75 feet in length.
(10) No person shall use any hang glider, ski kite, parasail, or similar device from the water or land in Mission Bay Park.
(11) No vessel may operate within 200 feet of the shoreline of an area designated for waterski landing or take-off, except a vessel actively involved in towing a waterskier.

Personal Watercraft

Jet Skis, Wet Bikes, Dyna-Foils, Wave-Runners, Wave-Jammers, and similar types of watercraft may use any of the boating areas, following all of the regulations for powerboats. There is a special personal watercraft area at the east end of South Pacific Passage, where boats are prohibited; however, operators using the area must comply with the 5 mph speed zone immediately outside of the area. A second personal watercraft area exists at the south end of North Pacific passage. Between sunset and 9:30 a.m. all craft must travel at less than 5 mph. Operators are also responsible for obeying all other existing safety regulations.

Sailing

(1) Sailboats are permitted in all boating areas throughout the bay; however, the entire West Bay is meant mainly for sailing, with controlled speeds for powerboats. Sail Bay is limited to 5 mph from 11 a.m. to 5 p.m., May 1st through October 31st, and the rest of the West Bay is 5 mph at all times. Sailboats are cautioned to stay away from Waterski Zones and Swimming Areas.
(2) Sailboat operators should check the height of their mast with the vertical clearance markers before attempting to sail under any bridges.

Required Equipment, Registration, and Age Restrictions

(1) All vessels must comply with California and U.S. Coast Guard requirements for minimum safety equipment. The basic items for all boats include Personal Flotation Devices (PFD's or life preservers) for each person on-board, navigation lights for night-time operation, and some sort of sound-signaling device. Powerboats are generally also required to have a fire extinguisher, muffler, back-fire flame control, and ventilation system. Most boats are also required to carry Visual Distress Signals on-board for emergency use. Boat operators should check with the Lifeguard Service, Police or Coast Guard to determine the specific equipment required for their boat.
(2) Boats must comply with California laws for vessel registration. Basically, all undocumented vessels using or on the waters of California must be currently registered in this State, except:
(a) vessels currently registered in another state or federal numbering system, and such vessel is not within California for more than 90 days;
(b) foreign vessels temporarily using the waters of the United States;
(c) public vessels of a city, county, district, state or the United States;
(d) a ship's lifeboat (not used for recreational purposes);
(e) any class of vessels exempted by the state or federal government; and
(f) any sailboat 8 ft. or less in length, and any vessel propelled solely by oars or paddles.
(3) Vessel registration is performed by the Department of Motor Vehicles, and boat owners should contact their local DMV office for more information.
(4) The boat registration certificate/card is required to be carried on-board the vessel at all times, and must be presented to any peace officer upon request.
(5) No person may permit any other person under the age of 12 years old to operate, nor may any person under the age of 12 years old operate:
(a) any motorboat towing any person:
(b) any motorboat designed to carry only one person; or
(c) any motorboat with an engine of more than 10 horsepower, unless an adult (over 18 years old) is on-board; except for using a dinghy between a moored vessel and the shoreline.

Reckless, Negligent, and Intoxicated Operation

(1) No person shall use any vessel, or manipulate any waterskis, aquaplane or similar device in a reckless or negligent manner so as to endanger the life, limb or property of any person. [Misdemeanor.] Endangerment includes, but is not limited to, the following acts:
(a) riding on the bow, gunwales or transom of a powerboat (without adequate protective railing);
(b) any action causing any waterskis, aquaplane or similar device, or the person thereon to collide with any object or person;
(c) maneuvering towed skiers or other devices so as to pass the towline over another vessel or its skier; or
(d) navigating any vessel, skis or other devices between a towing vessel and its tow(s).
(2) No person shall operate any vessel, or manipulate any waterskis, aquaplane or similar device while under the influence of intoxicating liquor, any drug, or the combined influence of intoxicating liquor and any drug; or when addicted to any drug. [Misdemeanor.]
(3) No person shall operate any vessel, or manipulate any waterskis, aquaplane or similar device who has a blood-alcohol level of 0.10% or more. [Misdemeanor.]
(4) No person shall operate any vessel, or manipulate any waterskis, aquaplane or similar device while under the influence of intoxicating liquor, any drug, or the combined influence of intoxicating liquor and any drug; and while so operating do any act forbidden by law or neglect any duty imposed by law for the use of the vessel, waterskis, aquaplane or similar device, which act or neglect proximately causes serious bodily injury to any person other than himself. [Felony.]
(5) Persons lawfully arrested for intoxicated operation must submit to a chemical test of their blood, breath or urine to determine the alcohol or drug content of their blood.

Boating Accidents

(1) The operator and owner of any vessel involved in a collision, accident or other casualty must stop and render any preactical assistance to the other persons involved (without serious danger to his

own vessel or crew), and also to give his name, address, and vessel identification in writing to any injured person or the owner of any property or vessels damaged. Failure to stop and give the required information is a misdemeanor for accidents involving property damage only, and a felony for accidents involving injury, death or disappearance.
(2) Accidents where a person dies or disappears from a vessel must be reported immediately, by the quickest means available, to the nearest enforcement agency.
(3) Written accident reports are required to be filed with the California Department of Boating and Waterways on official forms, which may be obtained from the Lifeguard Service or Police Department:
(a) within 48 hours if: a person dies within 24 hours after the accident, a person disappears, or an injured person requires more than first-aid treatment; and
(b) within 10 days if: a person dies more than 24 hours after the accident, or damage to the vessel and other property totals more than $200.

Anchoring, Mooring, and Beaching

(1) Vessels may be anchored during the daytime anywhere in the bay, except:
(a) Swimming Areas,
(b) Waterski Landing/Take-Off Zones, and
(c) any position that obstructs navigation and/or is prohibited by signs.
(2) Vessels may anchor or moor overnight in North Mariner's Basin only. The time limit for overnight transient/guest anchorage is 72-hours in any seven-day period, and an adult must remain on-board overnight.
(3) Vessels are prohibited from tying to all aids to navigation (buoys) at all times. Vessels are also not allowed to tie up to a private mooring buoy without a permit from the Lifeguard Services Division.
(4) Overnight boat beaching is allowed only in designated areas after obtaining a permit from the Lifeguard Services Division. (Some areas have time restrictions.)
(5) Vessels and trailers shall not be left on the beach overnight in Sail Bay from 10 p.m. to 7 a.m., Sunday through Thursday. Overnight beaching in Sail Bay is only permitted on Friday and Saturday nights and the night before a City holiday.
(6) A permit is required to place, construct or use a mooring in Mission Bay. Any such moorings must comply with the specifications set by the Lifeguard Services Division.
(7) It is unlawful to use, tie up to, or occupy any float, dock or other harbor facility without first obtaining permission from the owner thereof. Use of the public docks is limited to 15 minutes for loading and unloading passengers and supplies on recreational boats; while commercial uses are expressly prohibited.
(8) It is unlawful to beach, anchor, launch, or retrieve boats, vessels or personal watercraft of any type in areas marked by signs prohibiting such actions.
NOTE: Any vessel found in violation of these and other regulations is subject to be impounded by the Lifeguards or Police and fees charged for the impounding; and the operator or owner may be prosecuted if applicable.

Launching and Removal of Boats

(1) Boats may only be launched and removed at areas designated by the City. There are four concrete public launch ramps at various locations in the bay, and one hard-sand, hand launch area located on El Carmel Point.
(2) It shall be unlawful to launch or remove any vessel over any seawall, sidewalk, street end, public or private property, except at locations or businesses designated for such purposes.

Noise Levels

(1) The exhaust on every motorboat shall be effectively muffled at all times to prevent any excessive or unusual noise.
(2) Motorboats must not exceed the following noise levels (measured at a distance of 50 ft.) based on the manufacture date of their engine(s):
(a) built before January 1976 — 86 dbA;
(b) built on or after January 1, 1976 and before January 1, 1978 — 84 dbA; and
(c) built on or after January 1, 1978 — 82 dbA.

Dogs and Other Animals

(1) No person shall bring any dog, whether leashed or unleashed, on any public beach or public park in the City of San Diego between the hours of 9 a.m. and 6 p.m.; except for seeing-eye guide dogs, and except for on Fiesta Island (not in Youth Camp) and at north Ocean Beach (at the Flood Control Channel). A leash, maximum length of 8 ft., is required at all other times.
(2) It is unlawful to bring, leave, turn loose or allow to go loose, any animal in any beach area or park in the City of San Diego.

Beach Fires, Litter, and Glass

(1) Fires are permitted **only** in the concrete fire rings provided by the City (on most beach areas). Barbecue grills are permitted as long as they do not damage grass or shrubbery, or heat-up the sand/dirt. Hot coals must be dumped into either a fire ring or the special concrete containers designated for that purpose.
(2)It is unlawful to litter, or to deposit waste or rubbish of any kind, or discharge any refuse matter of any description upon the waters, shorelines, beaches or other park areas in the City of San Diego and Mission Bay Park.
(3)Bottles, glasses, cups, and any other glass beverage containers are prohibited on all beach areas, including adjacent sidewalks and park areas.

Swimming

(1) Swimmers should use the designated Swimming Areas, which have lifeguards on-duty daily during the summer season. Swimming and wading is prohibited in all waterski zones, and swimmers should not swim in speedboat areas or far away from shore. If you want to swim a long distance — swim parallel to the shoreline where there are fewer boats and help is close by; do not swim across coves or channels.
(2) It is unlawful to jump or dive from any bridge in Mission Bay; or to swim, dive or play in the Mission Bay Channel.

Fishing

Fishing is permitted in all areas of the bay, except in Swimming Areas, Waterski Landing and Take-Off Zones, Special Events Area, Personal Watercraft Area, and from any bridge. Fishermen in boats should stay away from waterski areas, and are not permitted to anchor in or near the center-span of bridges, or so as to obstruct the free navigation of any area.

Parking

(1) Most public parking lots in Mission Bay Park and the beach areas are closed from 2 a.m. to 4 a.m. daily (with a possible $50 fine); except Dana Basin and West Bonita Cove parking lots. There is a 72-hour maximum limit for parking in all public areas, not otherwise restricted, including streets.
(2) At Santa Clara Point, unattached boat trailers are prohibited between 2 a.m. and 5 a.m. daily.
(3) Parking any vehicles, motorcycles or trailers on any sidewalks, grass, beaches or other park areas not designated for parking is prohibited at all times. Driving off of the paved streets and parking lots is also prohibited.
NOTE: Parking facilities are limited and usually filled during the summer months; for this reason, beach and bay visitors are encouraged to car-pool or use public transportation as much as possible.

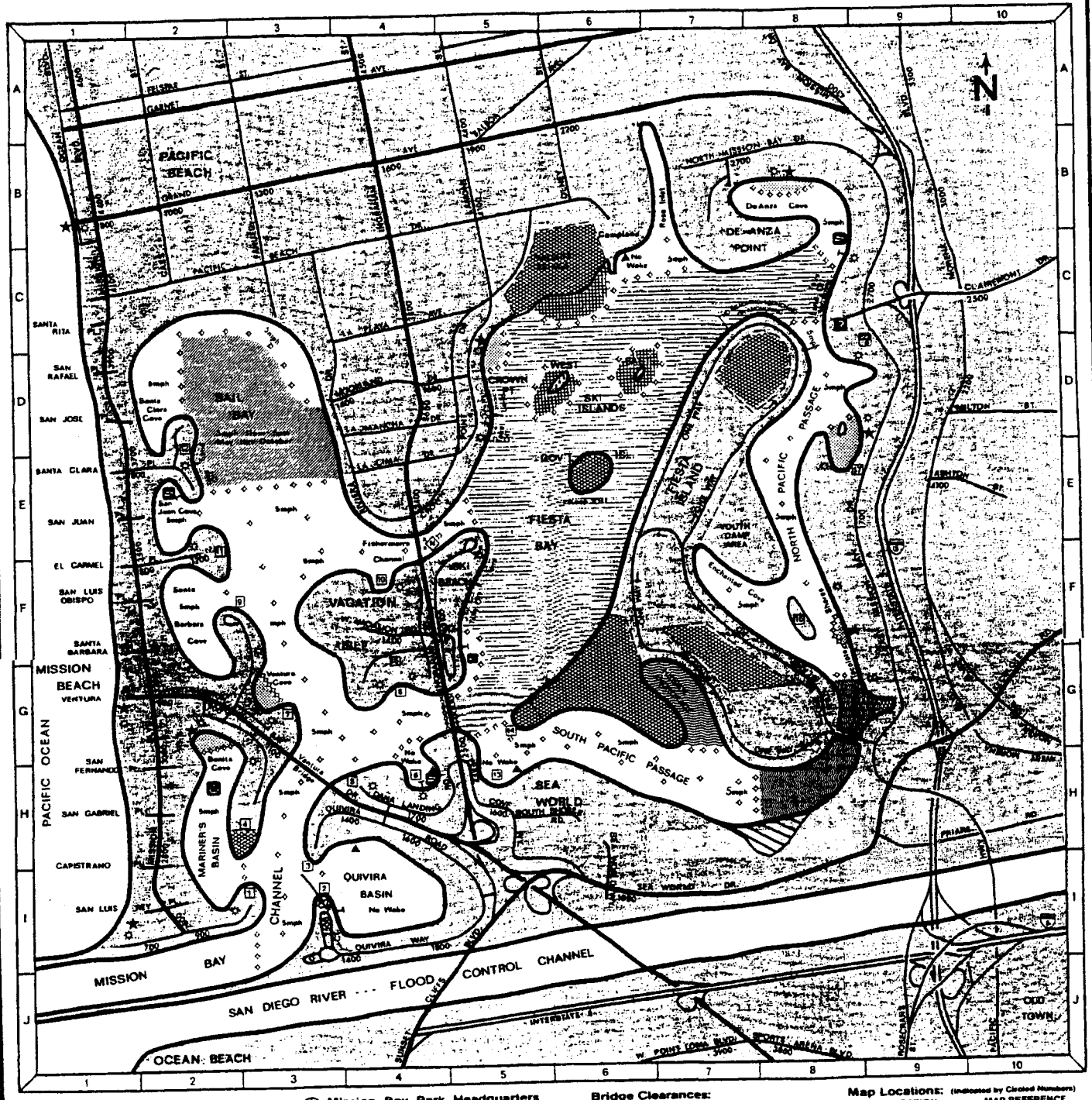
Camping

(1) It is unlawful for any person to camp, sleep or lodge overnight on any public beach or in any public park in the City of San Diego.
(2) It is unlawful to erect, maintain, use or occupy any tent or similar structure on any beach or park area, unless at least two sides are open with an unobstructed view from the outside.
(3) There are two Youth Camp areas provided for organized youth groups, such as Boy Scouts, YMCA, Girl Scouts or similar groups with adult supervision. The areas are located on Vacation Isle and Fiesta Island, with limited availability. A permit (with fee) is required from the Coastal Division office in advance.

Penalties

(1) Any person in violation of "operating under the influence" and doing any forbidden act or neglecting any required duty, which act or neglect causes serious injury to another person, is guilty of a felony and shall be punished by imprisonment in the state prison, or in the county jail for not less than 90 days or more than one year, and by a fine of not less than $250 nor more than $5,000.
(2) Any person in violation of most other boating and park regulations is guilty of a misdemeanor and may be subject to a maximum penalty of imprisonment in the county jail for up to one year, and a fine of up to $1,000, or by both imprisonment and fine. Some violations have lower penalties, and some penalties increase with multiple violations.

MISSION BAY PARK



LEGEND:

- Open Speed/Waterskiing (Daytime Only)
- Waterski Landing/Take-Off Zone (Observe Signs; Counter-Clockwise Direction)
- Sailing Area/Controlled Speed (Read Regulations for Details)
- Special Event Waterski Area (Permit Required for Use)
- Personal Watercraft Area (No Boats)
- Swimming Area (No Vessels)
- Sand Bar (Use Caution)
- Closed Area - Keep Out!
- Mission Bay Park Headquarters (Coastal Division/Lifeguard Services Division)
- Lifeguard Station
- Lifeguard Boating Safety Unit
- S.D. Police Harbor Unit
- Navigational Buoy
- Public Restroom
- Public Dock (15 min. limit)
- Public Launching Ramp
- R. V. Pump-Out
- Transient Vessel Anchorage (72 hr. Limit per Week)
- Visitor Information Center
- Fuel Dock

SPECIAL NOTE: The North Ingraham Street Bridge at Fishermen's Channel is scheduled for re-construction from mid-1988 through mid-1990 and will be closed to vessel passage.

Bridge Clearances: (At Mean Low Tide: 0.0 ft.)

	VERTICAL	HORIZONTAL
Ventura Bridge	42 ft.	116 ft.
So. Ingraham St.	43 ft.	130 ft.
No. Ingraham St.	35 ft.	125 ft.

(See Special Note about construction)

Depths: (At Mean Low Tide: 0.0 ft.)

Mission Bay Channel	20 ft.
Mariner's Basin	20 ft.
Quivira Basin	20 ft.
All Other Areas	8 ft.

Radio Beacon: (North Channel Jetty)

317 MHz "M B" -- ----

Map Locations: (Indicated by Circled Numbers)

NO.	LOCATION	MAP REFERENCE
1	Mission Point	1, 3
2	Hospitality Point	1, 3
3	Islandia/Quivira Point	H, 3
4	Mariner's Point	H, 3
5	Sunset Point	H, 4
6	Dana Basin	H, 4
7	Ventura Point	G, 3
8	South Cove	G, 4
9	Bahia Point	F, 2
10	North Cove	F, 4
11	El Carmel Point	E/F, 2
12	Santa Clara Point	D/E, 2
13	Perez Cove	H, 5
14	Stony Point	G, 5
15	Model Yacht Pond	G, 4
16	Enchanted Isle	F, 8
17	Leisure Lagoon	E, 8

SCALE: 1 in. equals approx. 1200 ft.

0 1200 2400 3600 ft.

0 1 2 3 in.

REVISED JULY, 1988

Appendix G

DESIGN GUIDELINES

Prepared by

Wallace Roberts & Todd

CONTENTS

I. OVERVIEW **1**
Using the Guidelines 1
Special Provisions 2

II. SITE DESIGN **3**
Views and Access 3
Parkland 6
Shore Access 7
Roads and Parking 10
Bikeways and Pedestrian Paths 13
Lighting 15
Furnishings and Fences 16

III. LANDSCAPE **17**
Beach/Coastal Strand 17
Coastal Sage Scrub 20
Mediterranean 22
Parkland 24

IV. ARCHITECTURE **25**
Overall Intent 25
Building Height and Massing 26
Materials and Facade Treatment 28

V. SIGNAGE **31**
Sign Standards 32
Advertising 33

FIGURES

1. Aerial View of Mission Bay Park 2
2. Public Access Corridor 5
3. Public Use Zone - Bulkhead/Rip-Rap Areas 8
4. Public Use Zone - Beach Areas 8
5. Roads and Parking 11
6. Low-Speed Bikeway and Pedestrian Path 13
7. Beach/Coastal Strand Landscape at Sail Bay 18
8. Beach Side Landscape 19
9. Coastal Sage Scrub Landscape 21
10. Mediterranean Landscape 23
11. Potential Development of Quivira Basin 29

I. OVERVIEW

This report summarizes the Design Guidelines proposed to guide the continuing development of Mission Bay Park as it further matures into a unique, world-class water-oriented recreation area.

The Design Guidelines address functional and aesthetic issues in the following categories: Site Design, Landscape, Architecture, and Signage. By necessity, the Guidelines are general in nature, not site-specific. As the Park develops, more detailed designs will be conducted on a project-specific basis in accordance with the goals and objectives of the Master Plan Update.

USING THE GUIDELINES

The Design Guidelines should be used as a "baseline" from which to develop project and site-specific design solutions for Mission Bay Park. They provide minimum standards, where necessary, along with specific statements of design intent to help designers generate creative and innovative solutions for all Park improvements.

In the relatively unimproved areas of the Park, namely Fiesta Island and South Shores, the Guidelines should be applied fully as new park improvements are contemplated. In established areas of the Park, the Guidelines should be relaxed where overriding existing conditions preempt their implementation. In such cases, the provisions of the Guidelines should be pursued "to the greatest extent possible," as conditions permit.

SPECIAL PROVISIONS

By virtue of their site layout or level of improvement, some areas of the Park require special design consideration and/ or exemption from Guideline provisions. Reference to such cases is made in the Guidelines under the heading "Special Condition, page 9."

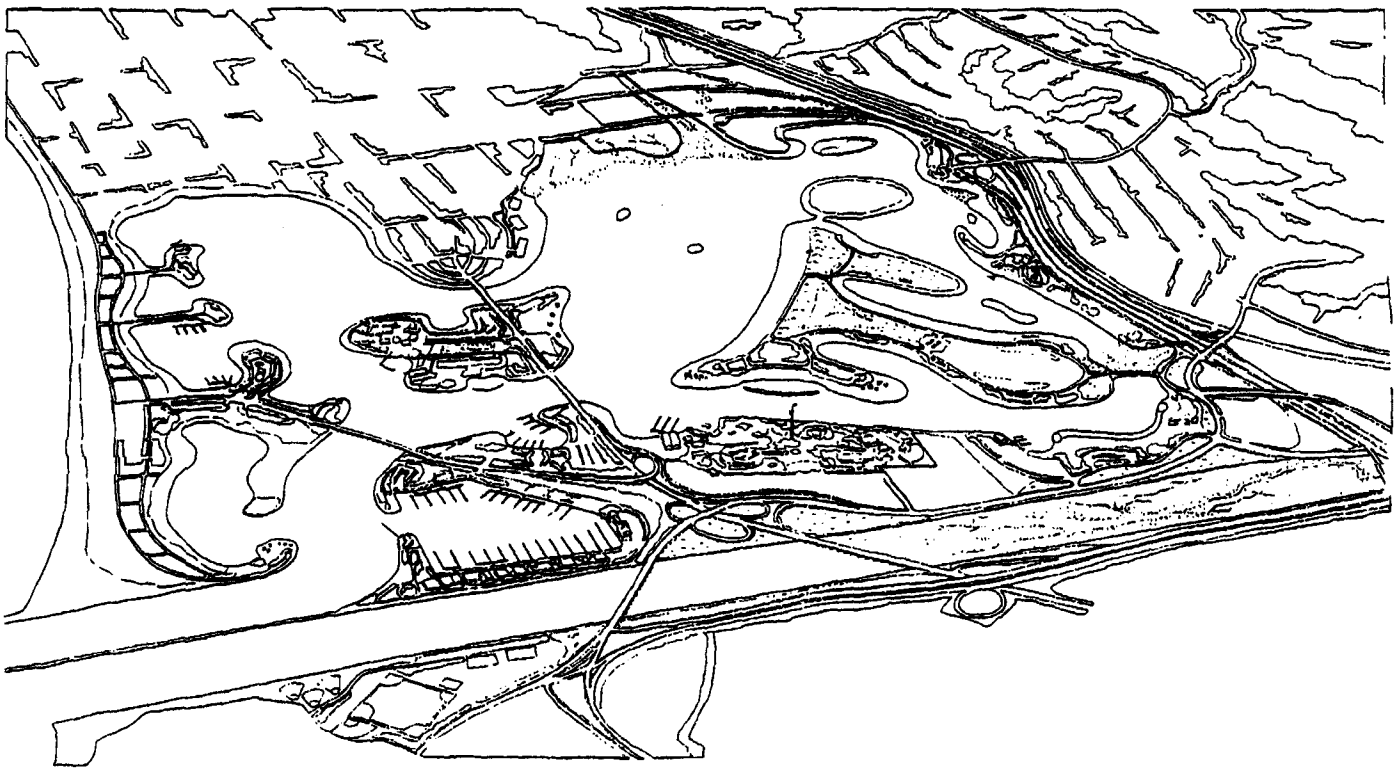


Fig 1: Aerial View of Mission Bay Park
(As described in the Master Plan Update)

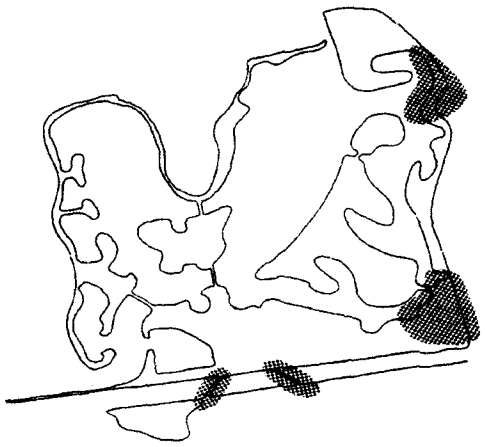
II. SITE DESIGN

Site design includes the overall control of views, the organization of public recreation areas, roads, parking and paths, and the types of furnishings required to support recreational activity. The general intent of the Site Design Guidelines is to ensure optimum, secure, and comfortable visual and physical access to the shore areas and water bodies of Mission Bay.

VIEWS AND ACCESS

Mission Bay Park is highly visible from a number of public roadways. These include the southbound lanes of I-5 between Grand Avenue and Clairemont Drive; the westbound lanes of 1-8; the Friars Road, Pacific Highway, and Mission Bay Drive entrances; the Midway Drive, Ingraham Street and Sunset Cliffs Boulevard bridges; and Clairemont Drive as it descends from the Clairemont hills, among several surrounding roadways. The Park area visible from any one of these vantage points is called a viewshed.

1. Viewshed Controls: To ensure as unencumbered and amenable a view of the bay environment as possible, no structure, earthform, or landscape feature should be constructed within the major public view corridors, or viewsheds, so as to impede, diminish or negatively affect the view of the Bay's environment.



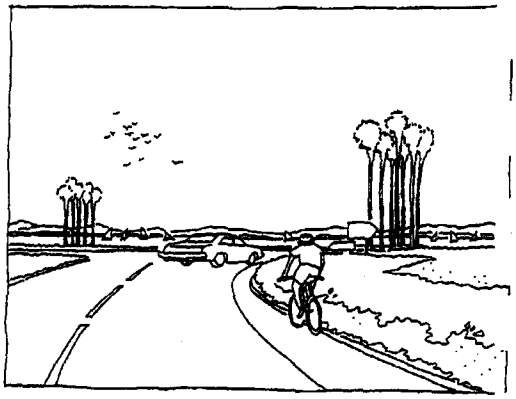
Viewsheds

2. Public Access Corridors: Around Sail Bay and the western coves and basins, views of the Bay from public access corridors should be maintained and enhanced. Palm trees or other landscape features placed along the beach to meet the landscape provisions of these Guidelines should not screen more than half the view of the water as seen one block away from the Park from any of the public access corridors (see Figure 2).

Property owners within 300 feet of any proposed beach improvements affecting private view corridors should be notified and allowed input when such projects are in the schematic design phase.

3. Billboards: Consideration should be given to examining and enforcing the City's billboard policy with the aim of restricting the placement of billboards that block the view of the Park from surrounding roadways and public access corridors.

4. Gateways: It is normal for entrances to urban Parks to be marked or "posted" by signs and special landscaping. However, Mission Bay Park is characterized by its expansiveness, particularly as seen from the approach roads to the Park. Accordingly, the Park's regional gateways (roadways leading to South Shores, East Shores and Fiesta Island) should stress open views into the Bay, containing as little visual clutter and interference as possible. The arrival experience should be felt like a "release," or open view, rather than a "pinch," or framed view. "Welcome to Mission Bay Park" signs should be part of the gateways, but designed as secondary, not primary, features.



Gateway

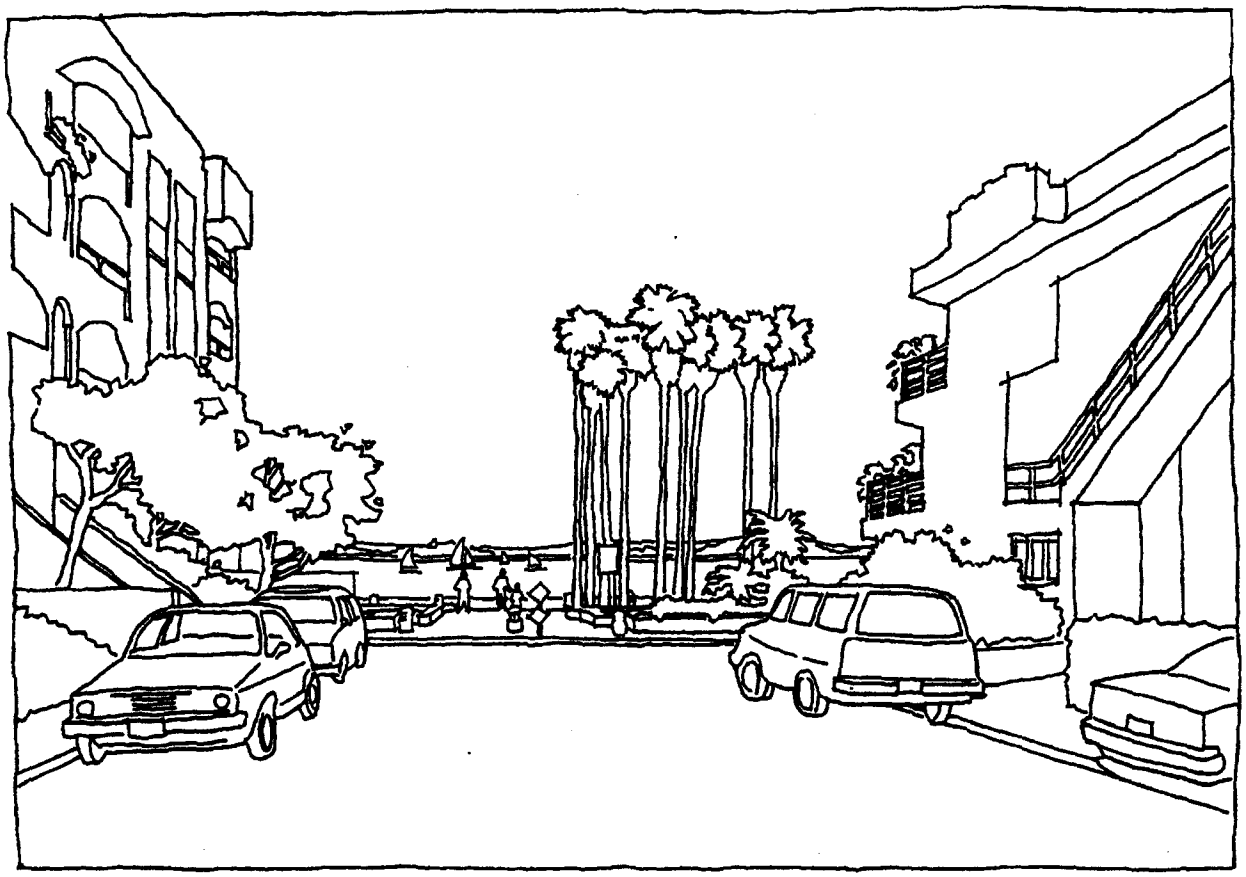
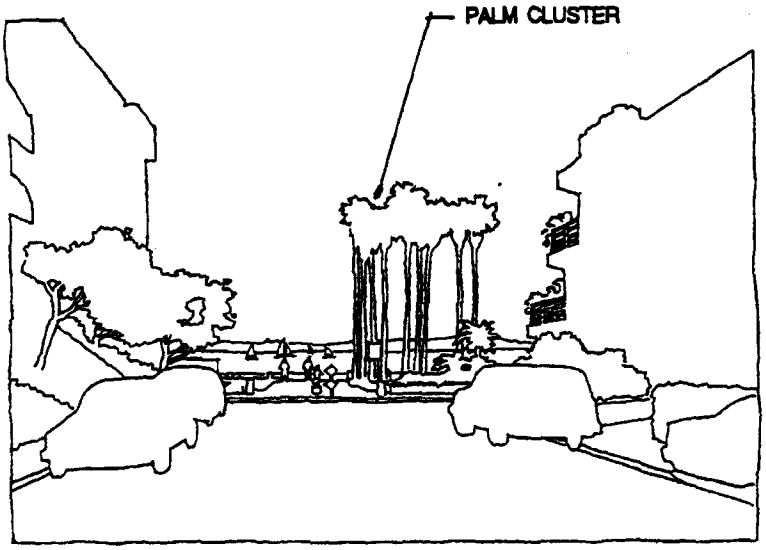


Fig.2: Public Access Corridor

/ EQUAL	/ EQUAL /
/OPEN VIEW	/FILTERED VIEW/



As is discussed further in this report, the perimeter of the Park should have a consistent, naturalistic and coastal-oriented landscape treatment. The intent is for visitors to be aware as they arrive at the Park that they have entered a distinctive area of San Diego. Each entry road, therefore, will function as a gateway, without the addition of artificial, forced "gateway features."

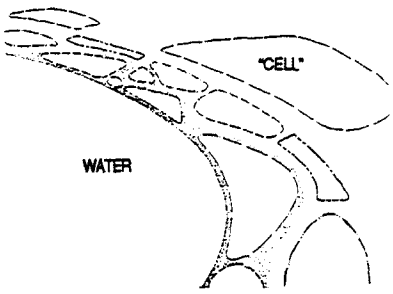
Signage informing visitors of Park events and directing them to their destinations should be part of the Park gateway areas. Such signage, however, should not dominate the view from entrance roadways and paths.

PARKLAND

Parkland is defined as the turfed areas adjacent to the Park's beach and water areas. Parkland areas are used for picnicking, sunbathing, kite-flying, and informal play, and are in very high demand at Mission Bay Park.

5. Water Influence Zone: Following on-site investigations, it has been determined that the primary parkland zone in level areas of the Park lies within 300 feet of the water line. Beyond this distance, the water becomes barely visible and the shore becomes difficult to police. Accordingly, new regional parkland areas should be planned to take maximum advantage of this water-influence zone, providing a variety of recreational environments from wide open beach areas to shady, more intimate picnic groves and open play areas. Roadways and secondary recreation facilities should be planned beyond 300 feet from the shore.

6. Activity "Cells": Within the primary water influence zone, parkland areas should be designed as a series of discrete recreation "cells," each with its own spatial character according to the planned activity it is intended to accommodate. For example, the turfed areas should have both open "cells" for informal play and shaded, palm-planted "cells" more suitable for lounging and picnicking. Some turf areas should be in close proximity to the water, while other areas should be more removed, allowing for a deeper beach.



Activity "Cells"

Similarly, beach areas should contain wide and narrow areas, used, respectively, for play and for sun bathing "out of the line of fire." The "cell" approach will generate a meandering turf frontage offering a variety of views and spaces in what otherwise is a linear, homogenous landscape.

7. **Active, Informal Play Areas:** Turfed areas lying inward from the park road should be designed to accommodate active, informal play — not scheduled league or tournament activities (excluding Robb Field and the Pacific Beach Athletic Fields). Alternatively, where appropriate, portions of these areas should be mounded or sloped to encourage passive activities with improved views of the water.

8. **Restroom Facilities:** Restroom facilities should be placed to the rear of the parkland zone, proximate to parking areas for easy service and maintenance and to minimize their obstruction of the water.

SHORE ACCESS

As a water-oriented recreation area, the Park's shore should remain accessible for public use throughout its length. Public access to the shore should be secure and safe, providing sufficient visibility from adjoining facilities and allowing access by patrol and emergency vehicles. In addition, such access should be sufficiently wide to permit the Park's landscape to flow through it, maintaining its continuity along the shore.

9. **Public Use Zones:** Within leasehold areas, a 150-foot minimum public use zone should be maintained along the beach areas of the shore measured from the mean high water line (elevation +2.01 MSL datum). Along bulkhead or rip-rap areas of the shore, a 50-foot minimum public use zone should be maintained measured from the top of bulkhead or rip-rap. The Park's combined bicycle and pedestrian path should be sited within the public use zone.

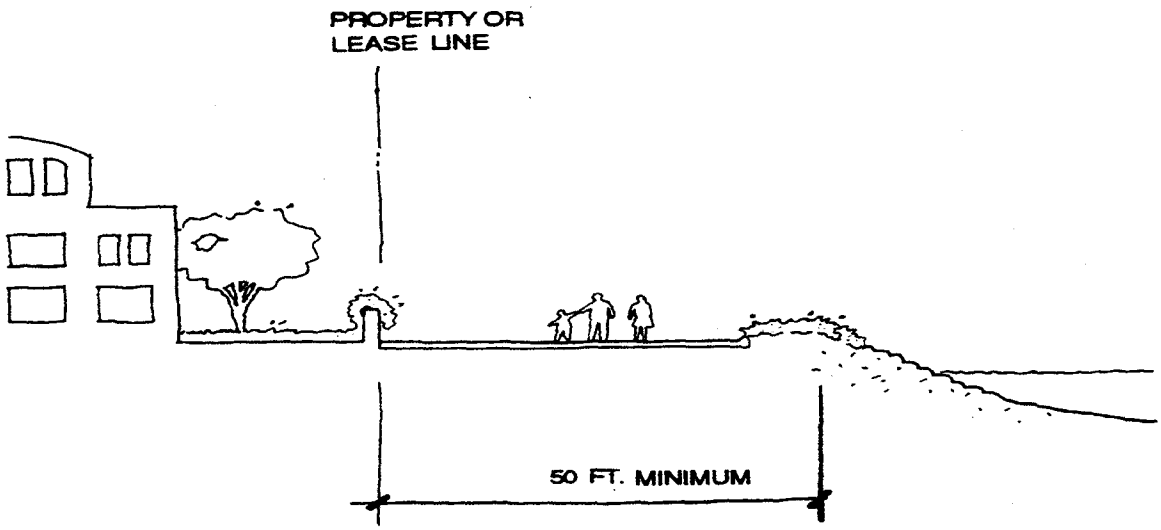


Fig.3: Public Use Zone - Bulkhead/Rip-Rap Areas

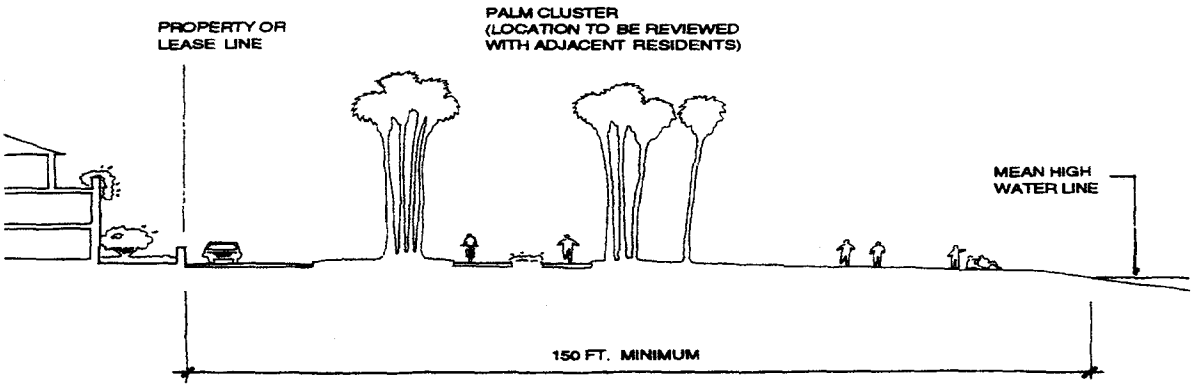
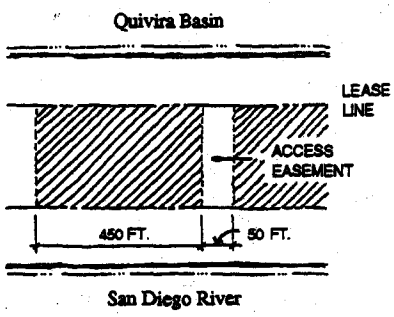


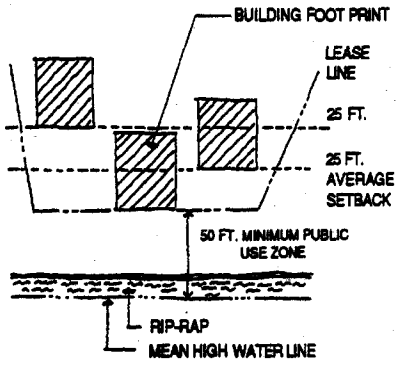
Fig.4: Public Use Zone - Beach Areas

Special Condition - Bahia Point: Because of the narrow land area available for the continuing operation and redevelopment of the Bahia Hotel, the public access zone may be narrower than as stipulated above, so long as a continuous, smooth-curved pathway for bicycles and pedestrians is provided along the entire perimeter of the Point.



Special Condition - Quivira Basin: Due to the proximity of the Bay to the San Diego River in the southern portion of Quivira Basin, access easements between the two shores should be maintained at intervals of not less than 450 feet. For security reasons, and contrary to the public use zone, these would be easements within a leasehold, and should be permitted to be secured after hours. The easements should not be less than 50 feet in width between any proposed buildings.

Special Condition - De Anza Cove: To minimize impact of any proposed development to the envisioned habitat areas at the outfall of Rose Creek, the public use zone should be not less than 100 feet in width on all sides facing the wetland areas, regardless of the shore treatment.



Building Setback

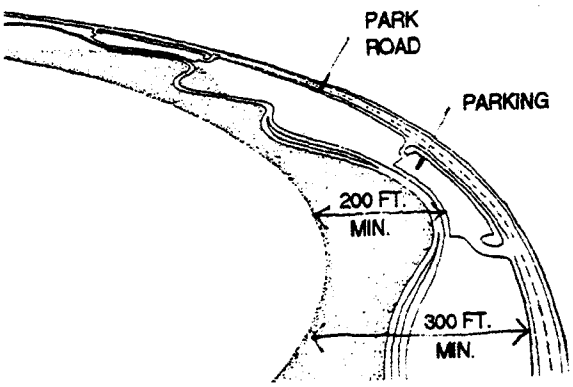
10. Building Setbacks: In leasehold areas, buildings and landscape should be sited with the aim of enhancing the experience and use of the Park's waterfront (see following sections on landscape and architecture). Creating a varied building frontage along the public use zone to allow for landscape planting and other amenities between buildings would support this objective. To this end, buildings shall be set back an average of 25 feet from public use zones.

Swimming pools, terraces, lawn and planting areas should be placed in the setback areas. The intent is to use these setback areas as a means to add interest and visual amenity to the public use zone immediately adjacent to the water . For the purpose of computing the average setback depth, buildings sited beyond 50 feet from the public use zone should not be part of the calculation. This guideline will encourage a varied building frontage ranging from zero to 50 feet, or conversely, a uniform minimum setback of 25 feet from the public use zone.

ROADS & PARKING

The Park's roads and parking areas serve access, emergency and security functions. Such facilities should be conveniently sited to serve the recreation areas of the Park, but without detracting from the landscape, the views, and the physical space required for recreation. Notwithstanding the guidelines that follow, all new roadway and parking improvements should meet design criteria for safety as set by the City's Engineering and Development Department.

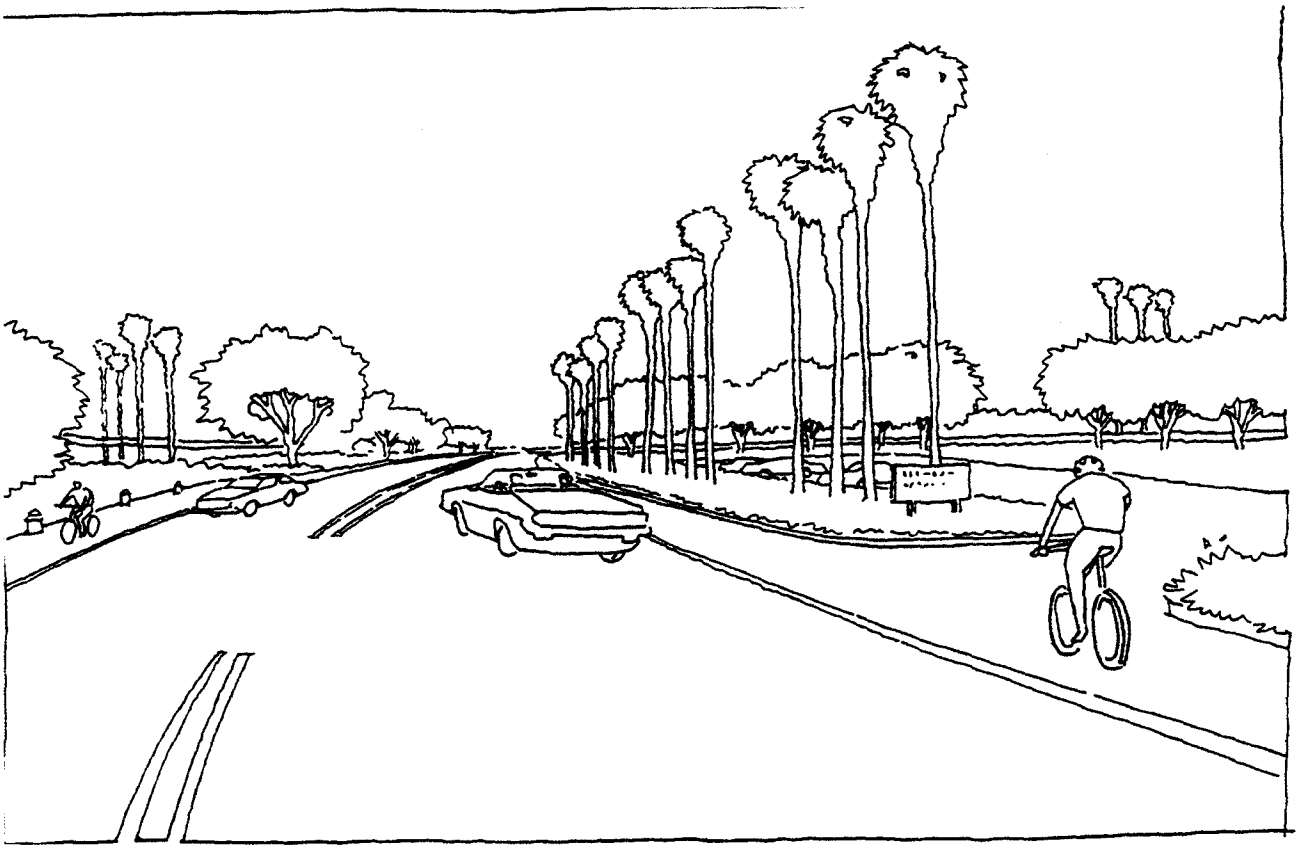
11. Waterfront Clearances: Park roads should be placed outside the 300-foot beach frontage zone wherever possible. Parking lots should be spaced along the road and, where physically possible, not closer than 200 feet from the mean high water line. This guideline will result in a 200 to 220-foot minimum parkland depth, which is adequate for flexible play and recreation and for supervising the waterfront from the park road and parking areas. Parking lots should be limited in size (not continuous) along the park road. This would allow for a greater depth of parkland between the lots, which enhances visual access to the water while creating larger areas for picnics and play.

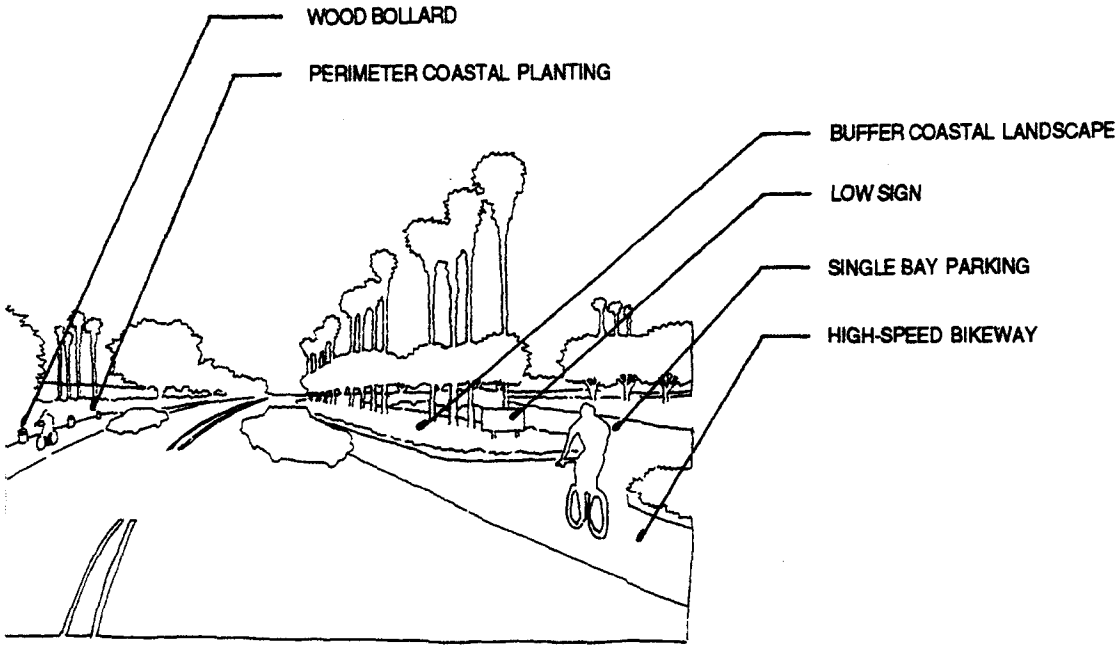


Park Roads & Parking

12. Roadside Parking: To maintain views of the Bay, patrolling of parkland areas, and to enhance circulation safety, curbside parking along the park road should be prohibited in new development areas, and eliminated in existing parkland areas to the greatest extent possible. Any "lost" parking should be regained in the proposed overflow parking area in South Shores, which will potentially be served by a public tram on peak days.

13. Roadway and Parking Design: To reinforce the Park's unique aquatic identity, roadways and parking areas, and all right-of-way features such as lights, signs, curbing, etc. should be uniquely different in material, form, color and texture from that of surrounding city streets. Asphalt paving, for example, should have a coarser texture, or a different stone for aggregate; curbs could be deleted and colorful landscape brought to the edge of the road (where vehicle control is necessary, bollards in place of curbs should be considered); and street lights and signage poles should be of a distinctive style.




WOOD BOLLARD
PERIMETER COASTAL PLANTING
BUFFER COASTAL LANDSCAPE
LOW SIGN
SINGLE BAY PARKING
HIGH-SPEED BIKEWAY

14. Provisions for Persons with Disabilities: The design of parking areas shall comply with the Americans with Disabilities Act of 1992. In addition, water access for persons with disabilities should be provided throughout the Park, where appropriate.

14a. Commercial Parking Standards - The following minimum parking standards shall apply to all new development, additions or redevelopment of existing leaseholds within the Park. Upgrading of existing leaseholds parking facilities can take the form of surface parking, underground parking or parking structure, where appropriate and size requirements permit. The total number of required parking spaces may be relaxed (up to 1/3) where uses overlap within a leasehold and such multiple use is documented by site specific analyses or shared parking studies.

HOTEL	1.0 space per guest room without kitchen 1.0 space per studio unit with kitchen 1.0 space per one-bedroom unit with kitchen 2.0 spaces per two-bedroom unit with kitchen 1.0 space per 300 gross square feet for hotel operations
RESTAURANT	1.0 space per 200 gross square feet, including outdoor dining areas
BANQUET ROOM	1.0 space per 200 gross square feet
MEETING or CONFERENCE FACILITIES	1.0 space per 200 gross square feet
RETAIL	1.0 space per 500 gross square feet
SCIENTIFIC RESEARCH & DEVELOPMENT	1.0 space per 500 gross square feet
MARINA	1.0 space per three boat slips
BOAT MAKING, REPAIR & SALES	1.0 space per 1,000 gross square feet

SPORTS FISHING	20 spaces per charter fishing boat mooring space
AMUSEMENT/THEME PARK	Parking requirements shall be determined by detailed traffic/parking analyses

BIKEWAYS AND PEDESTRIAN PATHS

Recent statewide, as well as localized, surveys on recreation confirm that walking, jogging and bicycling are highly preferred recreation activities in California. This is also the case in Mission Bay Park according to the telephone survey conducted as part of the Master Plan Update. Functionally, the paths should afford the highest possible degree of safety and suitability for moving around the Park. Because of their high use, the paths should be envisioned as a likely target for the Park's art program, both as a means to guide people to art installations and as art works in and of themselves. In the words of artist David Antin, "the paths should be viewed as a vehicle for 'terrain drama,' whereby sections of the walkways, with the use of distinctive materials, could express the unique qualities of every environment in the Park."

15. Types and location of Paths: The Park's paths serve two main user groups: pedestrians, joggers, and other individuals on foot; recreational bicyclists, in-line roller skaters and other individuals on wheels. To meet the needs of each group, each type of path should be designed as a separate and dedicated Park facility.

The conflict between pedestrians and cyclists/skaters primarily involves individuals that ride for exercise and/or commute on bicycles rather than for a casual, relaxed recreation. The first group, or touring cyclists/skaters, prefers to ride on the park road to avoid potential conflict with pedestrians. For this reason, dedicated class 2, paved bicycle lanes should be provided along the park road, while a "combination" pedestrian and bicycle (low-speed) path should be provided within the parkland, beach and waterfront promenade areas of the Park.

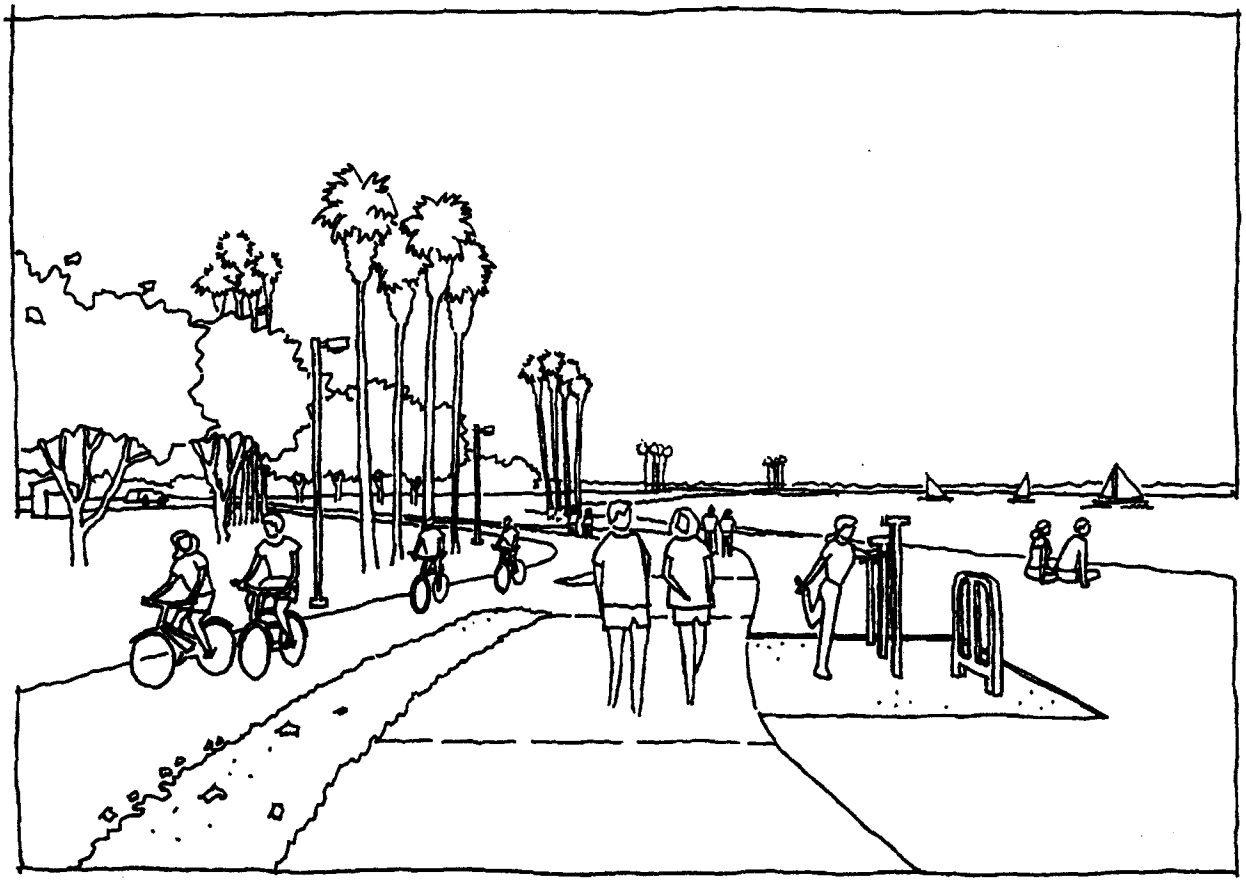
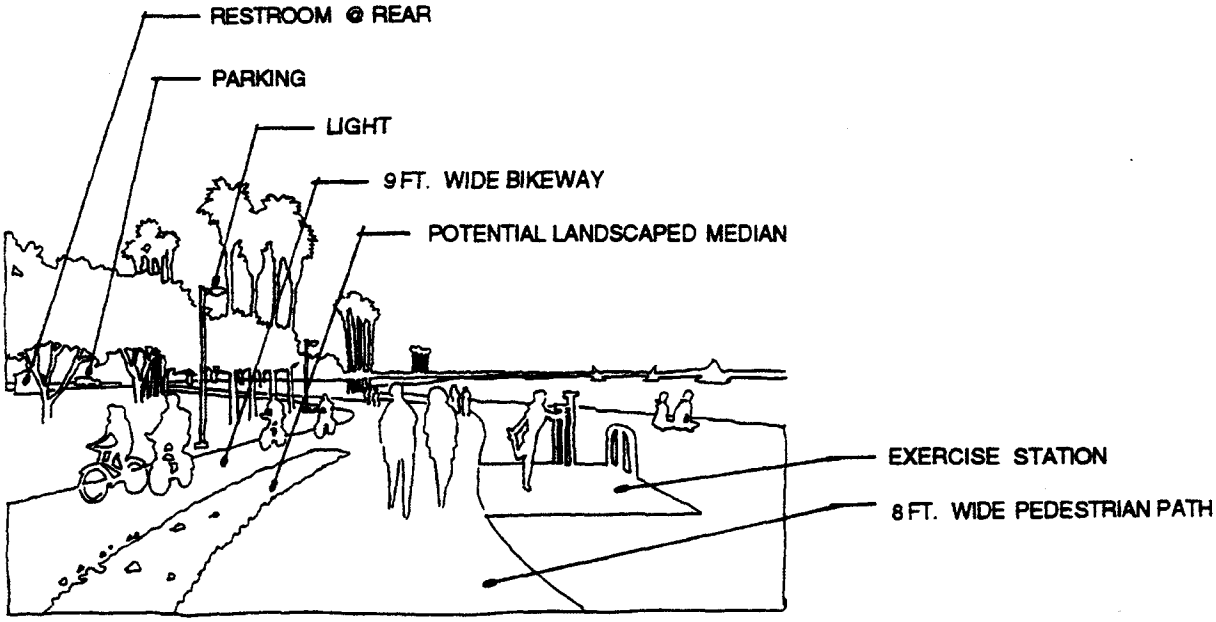
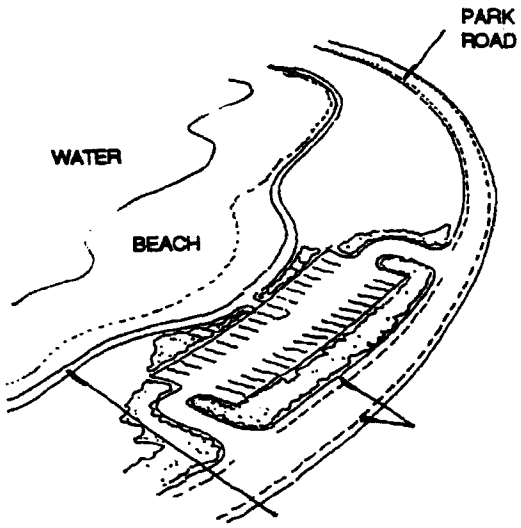


Fig.6: Low-Speed Hikeway and Pedestrian Path





"Combined"Path & High Speed Bikeway

16. "Combined" Pedestrian and Bicycle Path: The combined pedestrian and low-speed (posted 5 m.p.h.) bicycle path should have a minimum width of 17 feet: 9 feet dedicated for bicycles and skaters (and service and emergency vehicles), and 8 feet dedicated for pedestrians. Pedestrians should circulate in the section closest to the water. A four to ten-foot landscape strip should separate the two sections wherever possible. The combined path should also meander along the parkland, varying in proximity to the water to afford as diverse and enjoyable an experience of the Bay as possible.

In constrained, narrow areas of the waterfront, the landscaped median may be dispensed; in such cases, the overall width of the path should not be less than 16 feet, and a painted line should separate the foot path from the bikeway.

In all cases, clearly marked symbols or signage should inform park users of the function of each path.

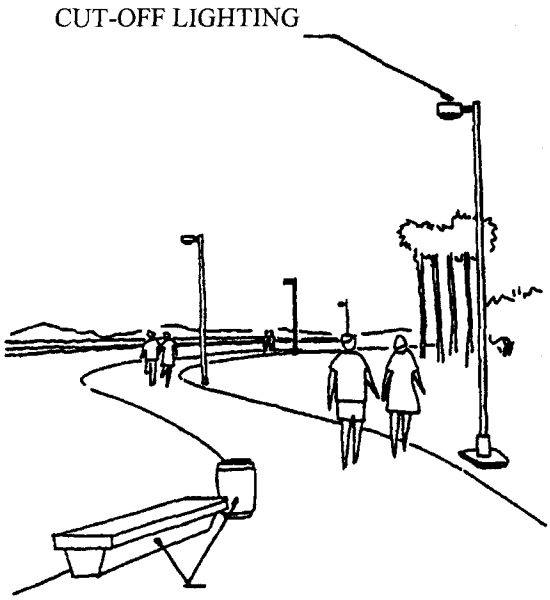
LIGHTING

Lighting in the Park serves two functions, security and nighttime use. Currently, no areas of the Park are lit for nighttime use, which encourages the use of illicit or undesirable activities while limiting the Park's potential hours of legitimate operation.

17. Parking and Path Lighting: In recognition of their recreational and functional value, the Park paths and parking areas should receive a continuous level of illumination for nighttime use and security purposes. As nighttime use would be less than daytime use, only a portion of each parking lot should be lighted, preferably that area closest to the water to provide residual illumination into parkland or beach areas.

18. Lighting Standards: Lighting should be provided by cut-off, non-glare pole fixtures. The height of light fixture shall be 12 to 15ft above the adjacent surface of the path. 2-1/2 to 3-1/2ft height bollard-type lights should be used where the combined path fronts residential and/or resort hotel areas so as not to affect the nighttime view of the Bay from residences and guest rooms.

The level of illumination should be a minimum of 1/2 footcandle at ground level. Average to minimum uniformity ratio shall be no greater than 4 to 1 within the paved area. Ambient light supplied by surrounding buildings should be considered when determining the lighting requirements for the Park.



Lighting & Furniture

FURNISHINGS AND FENCES

Park furniture includes picnic tables, benches, waste receptacles, drinking fountains, lighting, flagpoles, bike racks, hot-coals dispensers and other miscellaneous features. The Park's furniture should be durable and vandal resistant. More importantly, it should be inconspicuous; that is, be a background element that serves its purpose without detracting from the landscape.

19. Furnishing Standards: The Park's furnishings should be reasonably consistent and compatible in style throughout the Park, and of durable materials and forms that blend with the landscape. Light sand blasted, natural color concrete is a durable and inconspicuous outdoor furniture material. It should therefore be predominant in the Park.

To blend with the landscape, any necessary metal furnishings, such as bike racks, for example, should be painted in neutral, matte tones, or be plastic coated. Bike racks should be placed to the land side of the bicycle path. Free-standing, portable, metal waste receptacles should be phased out.

20. Fences and Walls: One of the amenities of Mission Bay Park is its openness. In most areas of the Park, the eye can rove around without being obstructed by walls, screens and other barriers. Some barriers are unavoidable, how-ever, such as fences between public areas and private leaseholds. In such areas, utility or security fences should be as inconspicuous as possible and be screened by landscaping. In no case should barriers, hedges or fences exceed a height of 7 feet; taller fences would become too prominent in the context of the Park and begin to be seen as a visual barrier rather than an access control feature.

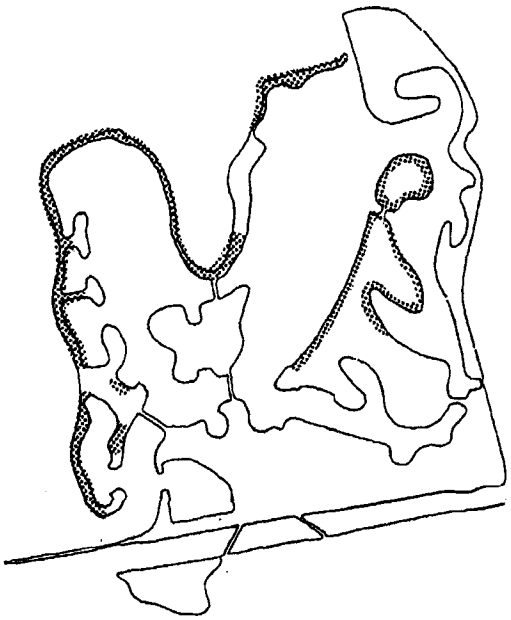
III. LANDSCAPE

The general aim of the Park's landscaping is to help define Mission Bay Park as a special recreation resource, uniquely different from other City parks in form and character, and attuned to the Bay's coastal setting. It is also and objective to reduce the consumption of water for irrigation by emphasizing the use of drought-tolerant plants wherever not in conflict with the Park's recreation and land use functions. To meet these objectives, and to ensure that the Park's landscape efficiently accommodates the various planned recreation activities, tour broad landscape types are recommended: Beach/Coastal Strand; Coastal Sage Scrub; Mediterranean; and Parkland. These landscape types reinforce the overall land use pattern proposed for the Park as defined in the Master Plan.

BEACH/COASTAL STRAND

The Beach/Coastal Strand landscape is associated with the open beach areas, such as in Sail Bay or the west side of Fiesta Island.

21. Coverage and Intent: In the Beach/Coastal Strand landscape, the sandy (beach) areas should be "backed up" by front line dune and strand plants such as Beach Sand-Verbena (Abronia maritima, A. umbellata), Beach Evening Primrose (Oenothera spp.), and Beach Saltbush (Atriplex leucophylla). The placement of these plants should be restricted to buffer areas and non-activity zones like the stretch on Sail Bay between the public path and the residential fencing. The intent is twofold: 1) to add low-scale color and texture to the long stretches of sand, and 2) to create more naturalistic recreation areas emphasizing the native coastal landscape.



Beach/Coastal Strand

The Beach/Coastal Strand landscape should also border the Park's existing and proposed marsh areas so as to establish and ecologically integrated wetland and upland landscape to the greatest extent possible.

22. Use of Palm Trees: Mexican Fan Palms should be among the plants to be considered in the Beach/Coastal Strand landscape. These plants would break the long stretches of sand providing shade and more intimate gathering areas. The palms should be placed in widely spaced clusters, sited to minimize their impact upon the views from adjoining homes, apartments or Park access roads. Palms should not be placed in the vicinity of Least Tern nesting sites.

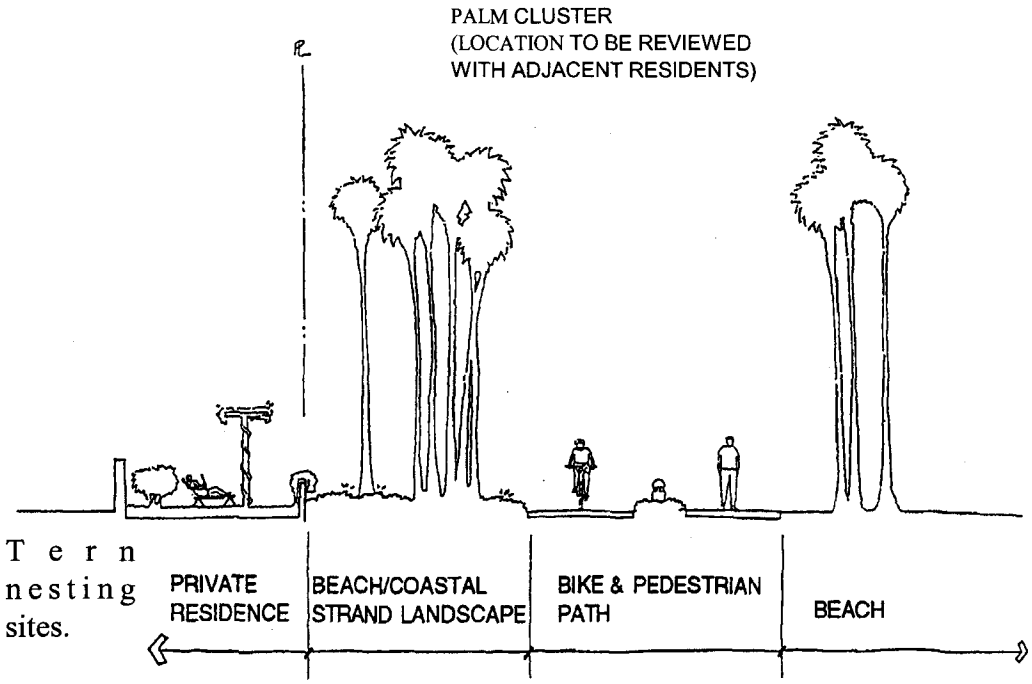


Fig. 7: Beach/Coastal Strand Landscape at Sail Bay

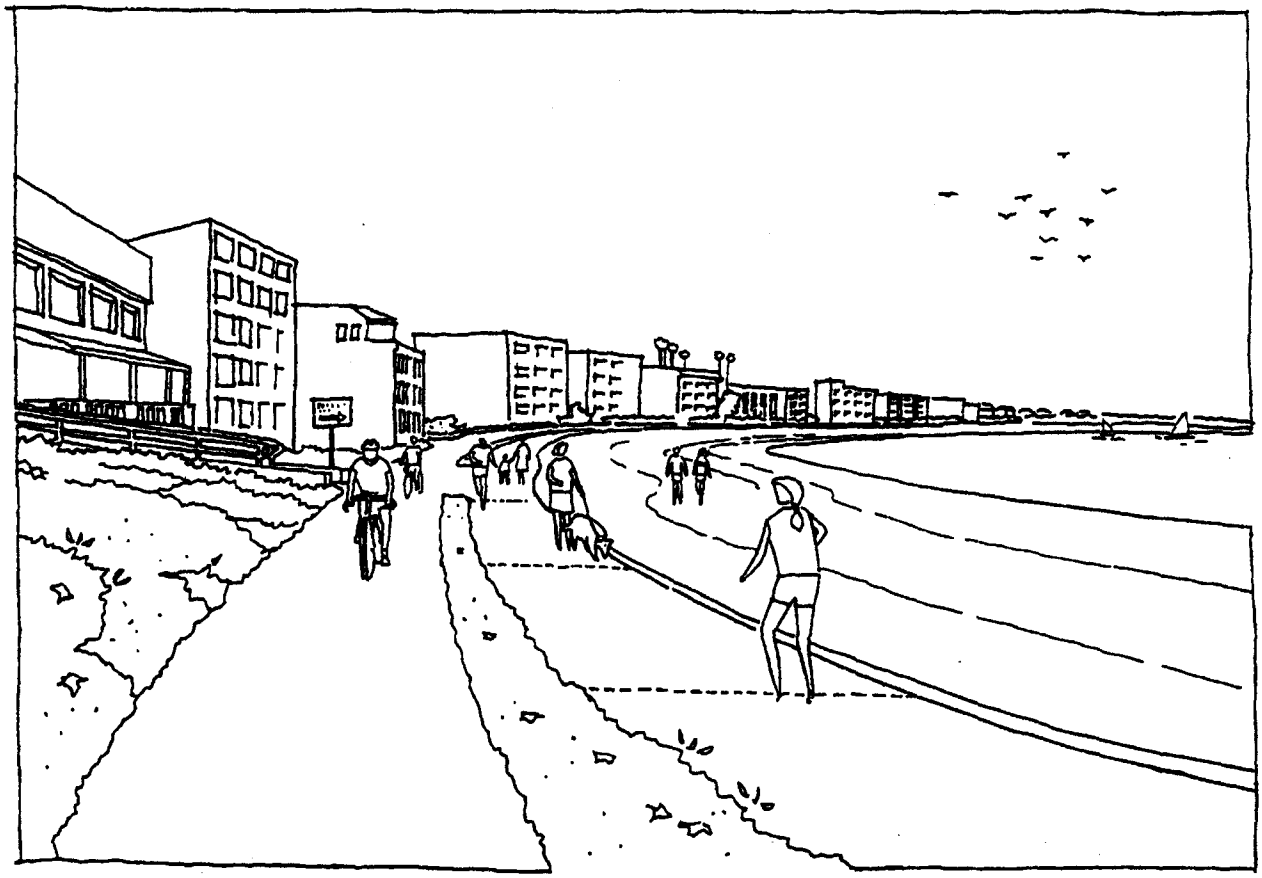
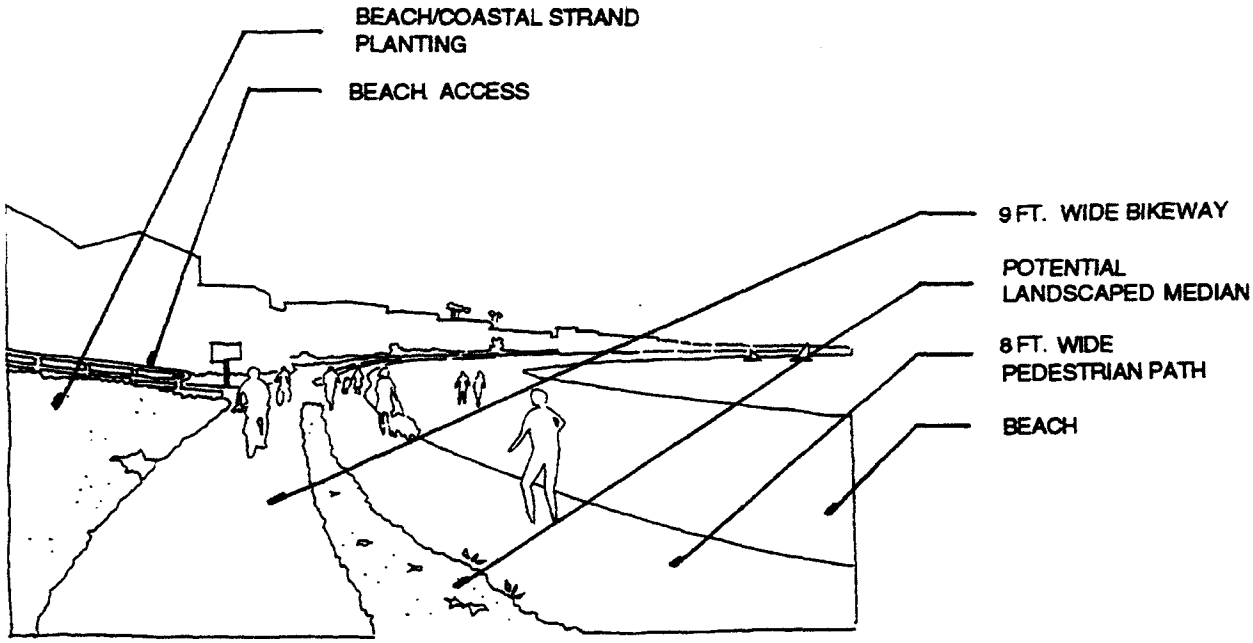


Fig.8: Beach Side Landscape



COASTAL SAGE SCRUB

The Coastal Sage Scrub landscape is associated with the Park's upland habitat areas, buffer and perimeter areas, and non-recreational areas such as roadway berms, parking islands, etc.

Coastal Sage Scrub Landscape (Main Areas)

23. Coverage and Intent: This landscape consists of shrubs, ground cover, palms and trees typical of the coastal environment such as Coreopsis (Coreopsis spp.), Bush Poppy (Dendromecon harfordii, D. rigida), California Sagebrush (Artemisia californica), Wild Lilac (Ceanothus spp.), Hollyleaf Redberry (Rhamnus crocea ilicifolia), Torrey Pine (Pinus torreyana), Coastal Live Oak (Quercus agrifolia) and Coral Tree (Erythrina spp.). These types of plants are drought-tolerant, require little sustained maintenance, and impart a naturalistic character appropriate to a coastal environment. Accordingly, all areas of the Park not directly used and dedicated for active recreation and play should be landscaped with Coastal Sage Scrub plant species. Such areas include upland habitat areas as defined in the Plan, land bordering natural preserves, the stretch of land in East Shores between Mission Bay Drive and I-5, other roadway berms, parking islands, and areas around directional signs, gateways, utility buildings and fences.

The placement of the Coastal Sage Scrub plants should be naturalistic rather than linear or geometric. This will permit the "micro-management" of the landscape to account for special public views, entrances, low or high terrain, etc. Coordination with Caltrans should be exercised to achieve an integrated perimeter landscape between I-5 and Mission Bay Drive.

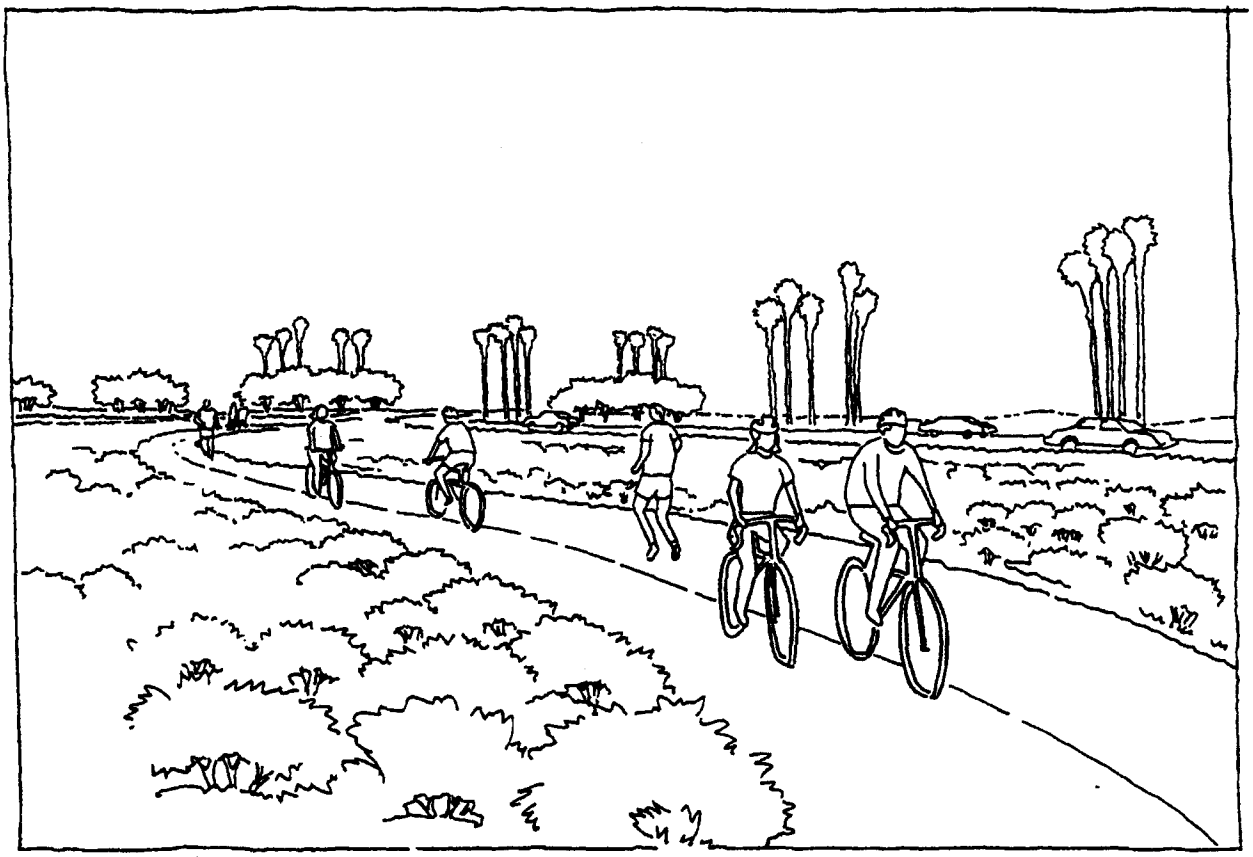
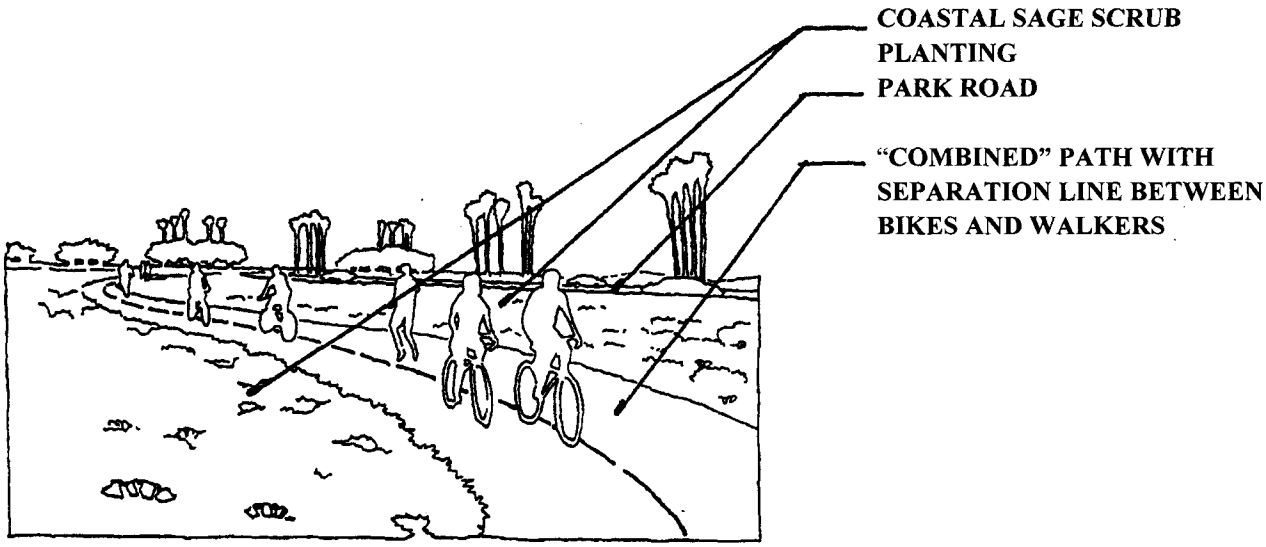
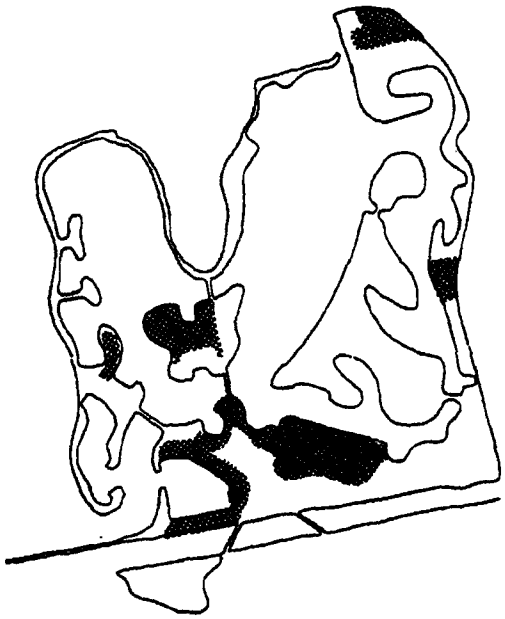


Fig.9: Coastal Sage Scrub Landscape



MEDITERRANEAN

The Mediterranean landscape is associated with the resort hotels, theme park, and other commercial and non-profit lease areas in Mission Bay.



Mediterranean Landscape

24. Coverage and Intent: The Mediterranean landscape consists predominantly of native plants and selected, drought-tolerant species endemic to the world's Mediterranean climates. A typical plantscape would include exotic plants such as Bougainvillea (Bougainvillea spp.), Jasmine (Jasminum spp.), Lantana (Lantana spp.), Jacaranda (Jacar-anda mimosifolia), and Date Palms (Phoenix spp.), and natives such as Aloe (Aloe spp.), Yarrow (Achillea spp.), Lupine (Lupinus spp.) and Mazanita (Arctostaphylos spp.). This class of plants is colorful, attractive, water conserving, and highly appropriate in resort areas, hotels and other pedestrian-intensive areas. Canopy trees like Eucalyptus or non-native conifers are inappropriate to the Bay's coastal setting and should not be permitted. Similarly, plants native to the tropics such as Hibiscus, Philodendron, Musa, etc., should be avoided.

The Mediterranean landscape should also emphasize the use of textured paving, planters, arcades, and pergolas; features that can showcase the plants and mediate between the buildings and landscape.

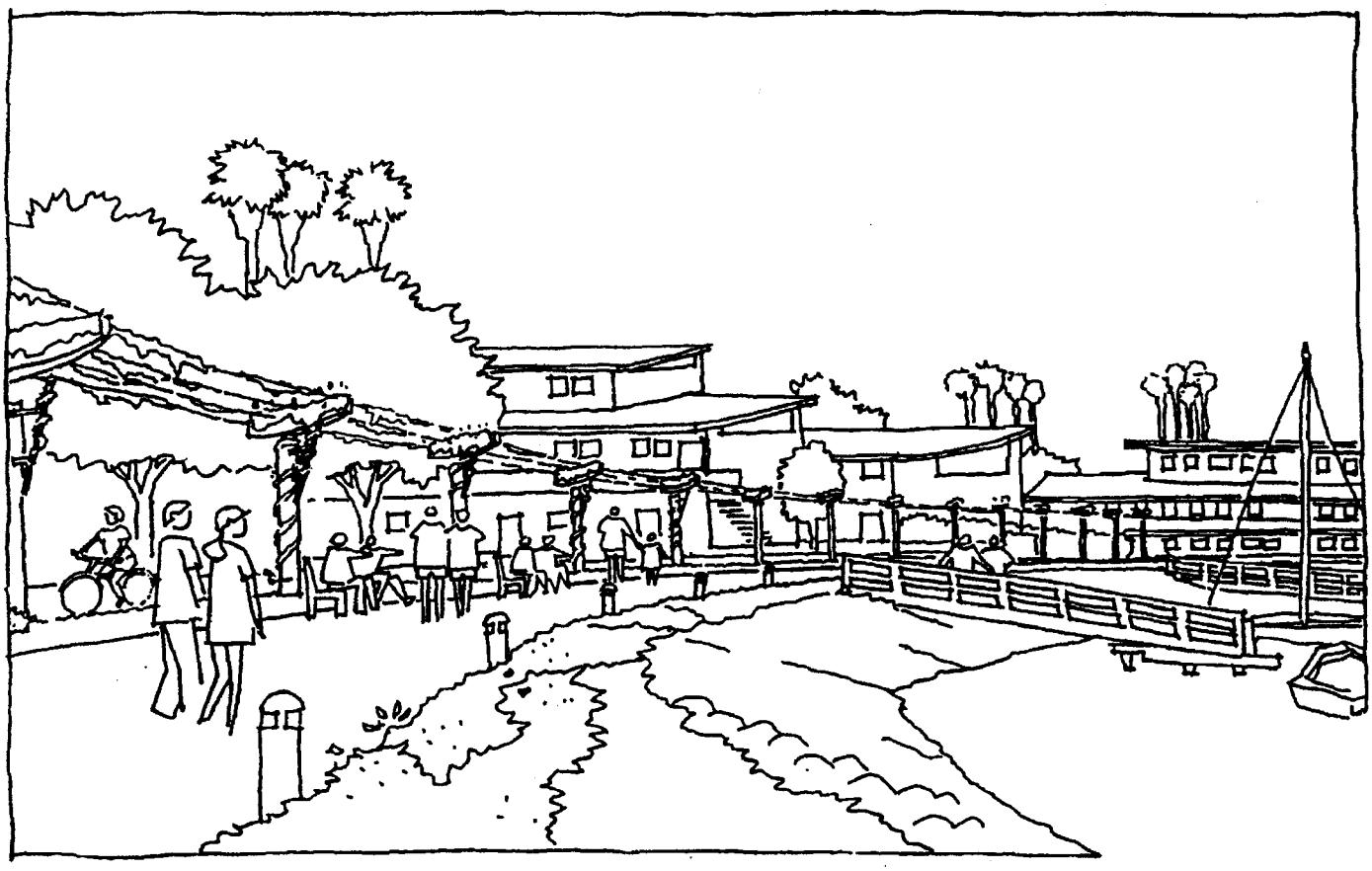
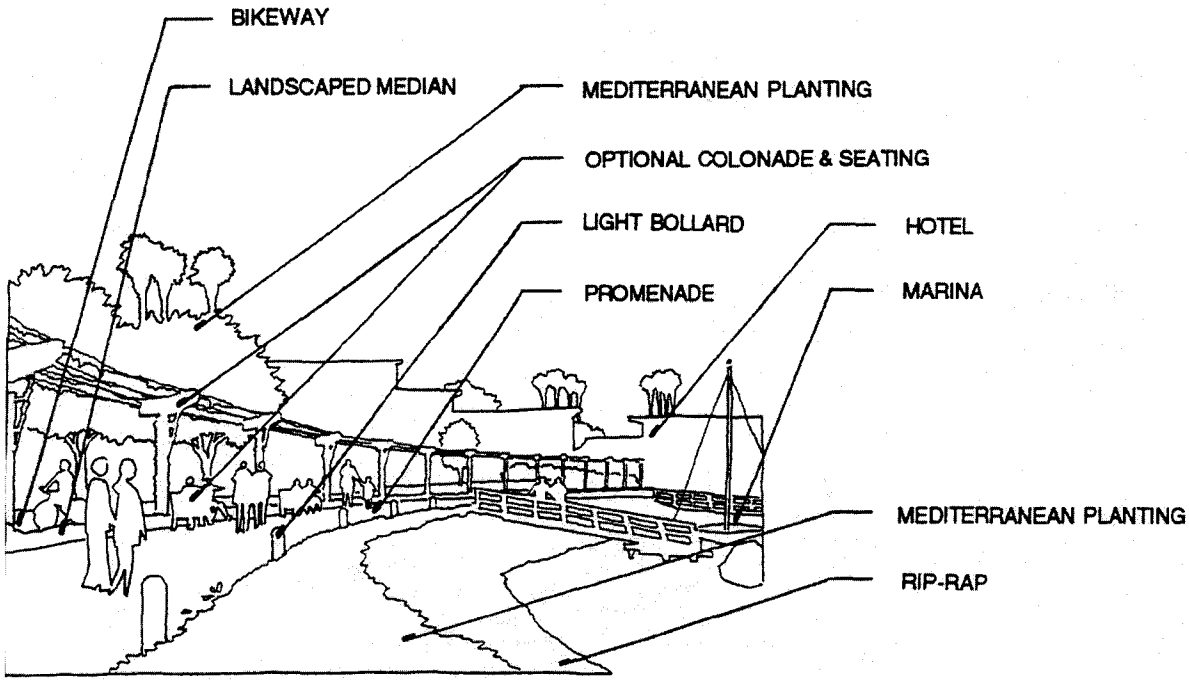


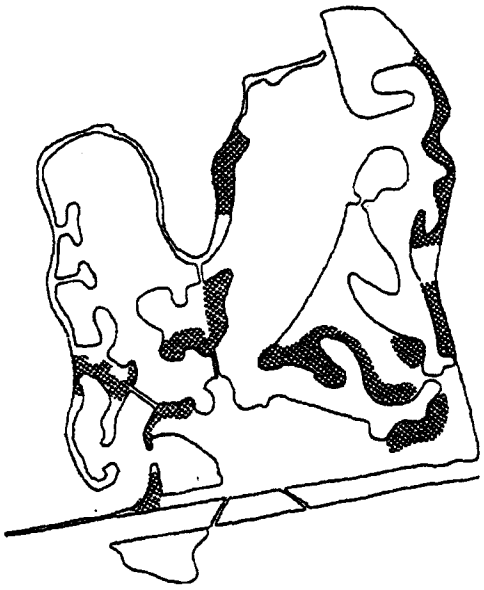
Fig. 10: Mediterranean Landscape



PARKLAND

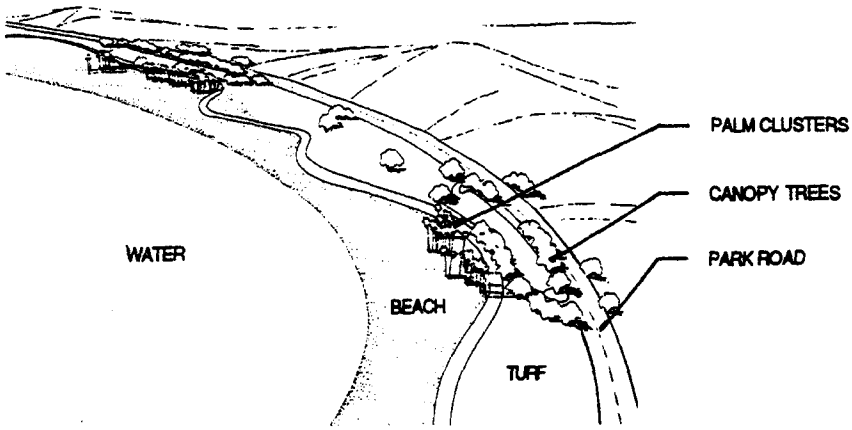
The Parkland landscape is associated with the more intensive recreation areas requiring turf coverage, openness, and proximity to the shore and beach areas.

25. Coverage and Intent: Because turf areas are regularly mowed, fertilized and irrigated, the Parkland landscape is high in maintenance. To minimize the use of water, reduce the use of chemicals and fertilizer that can pollute the Bay waters, and to reduce the Park's overall maintenance burden, turfed areas in the Park should be restricted to the areas planned for picnicking and active play. Edges, buffer zones, parking islands and other non-recreation areas within the Parkland zone should revert to the Coastal Sage Scrub landscape. Swales should be provided in the Parkland areas to channel and collect irrigation and precipitation runoff to the extent possible. This would further reduce the potential for contamination of the Bay waters.



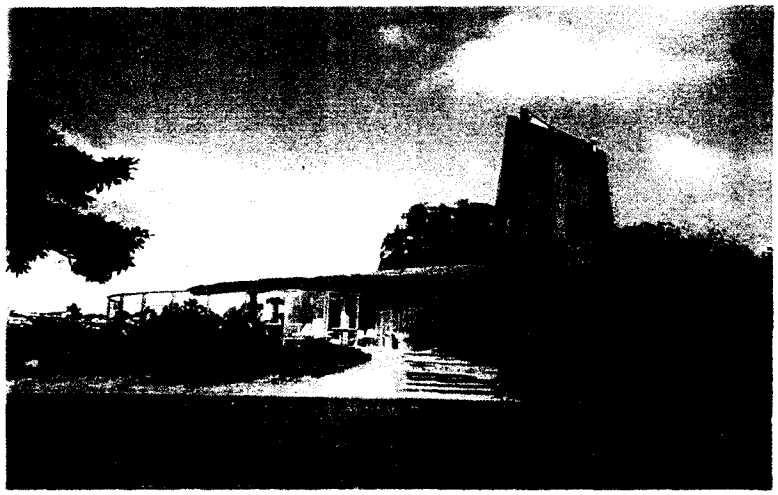
Parkland Landscape

Canopy plants within the Parkland areas should consist mostly of native palms and drought-tolerant trees like the Mexican Fan Palm (Washingtonia robusta), Cork Oak (Quercus suber), New Zealand Christmas Tree (Metrosideros excelsus), Rustyleaf Fig (Ficus rubiginosa) and Coral Tree (Erythrina spp.). Palms and other trees should be arranged in bundled drifts along the length of the Parkland, with the palm trees closer to the shore, and the canopy trees closer to the parking areas and park roads. The intent is to create alternating open and enclosed areas along the Parkland areas, and increasingly open views of the water as the shore is approached. As in the Mediterranean landscape, Eucalyptus trees should not be permitted.



Typical Parkland Area

IV. ARCHITECTURE



The architectural guidelines apply to the design of new facilities, as well as to the renovation/rehabilitation of existing ones. In the latter case, however, exemption to the Guidelines should be considered, depending on the degree to which the Guidelines conflict with a project's feasibility or otherwise result in unreasonable design solutions. In such cases, the qualitative spirit of the Guidelines should be followed in lieu of their specific, quantitative provisions. This criterion applies equally to private and public buildings, including restroom buildings and picnic shelters.

OVERALL INTENT

26. Architectural Character: The character of the Park buildings, whether private or public, can contribute significantly to the image of Mission Bay as a water-oriented recreation environment. As the Bay is a unique feature in San Diego, so should be the Park's architecture. For this reason, the Park's architecture should he contemporary and responsive to the aquatic environment, avoiding excessive or exaggerated thematic styles.

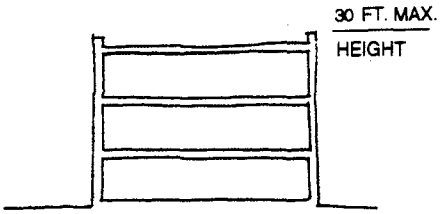
The intent is to preclude from Mission Bay Park a "theme park" architecture. Rather, through the manipulation of building form, details, materials and color, the Park's architecture should aim to capture and express the special marine quality of the Bay. This objective does not intend to establish a uniform aesthetic for the Park nor should it be construed as limiting design creativity. On the contrary, each Park building should strive to achieve a uniquely appropriate interpretation of the Bay's landscape context according to its site, function, and intended user.

BUILDING HEIGHT AND MASSING

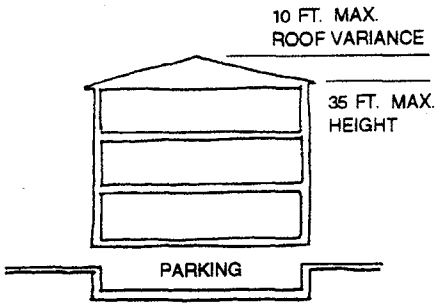
27. Low Rise Emphasis: Mission Bay is an expansive area with wide and open views of the ocean from the surrounding hillsides. Low-scale buildings reinforce the open quality of the bay while minimally obstructing views to the sky and distant landforms. For this reason, and in recognition of the public mandate for a 30-foot height limit within the City's coastal areas (Municipal Code ~~101.0451~~ 132.0505 [1]), the Park buildings should continue to be low-rise, except in the SeaWorld leasehold where the voter approved amendment to the City's Coastal Zone Height Limit Overlay Zone (Proposition D, 1998) would potentially allows building heights to a maximum of 160 feet, subject to the requirements of the Coastal Act and the Sea World Master Plan. Development within the leasehold shall be governed by the Sea World Master Plan, in addition to the Coastal Act and the Mission Bay Park Master Plan Update.

28. Roofscape Variance: Three levels of habitable space can be achieved within the current allowable 30-foot height limit. However, as floors normally require a nine to ten-foot ceiling height, only a flat roof profile is possible under the current height restriction on three story buildings. Given the visibility of the Park from high vantage points (surrounding hillsides, Sea World Tower, airplanes), more varied, appealing roof profiles (sloped roofs, for example) is highly desirable. In addition, if properly designed, sloped roofs can help reduce the mass of buildings and soften their presence in the landscape.

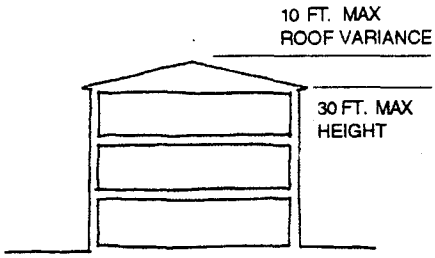
In recognition of the above, a 10-foot "roofscape variance" should be pursued for the Park buildings to promote the design of more interesting and graceful roof profiles.



CURRENTLY PERMITTED



PROPOSED
- QUIVIRA BASIN
- DANA INN

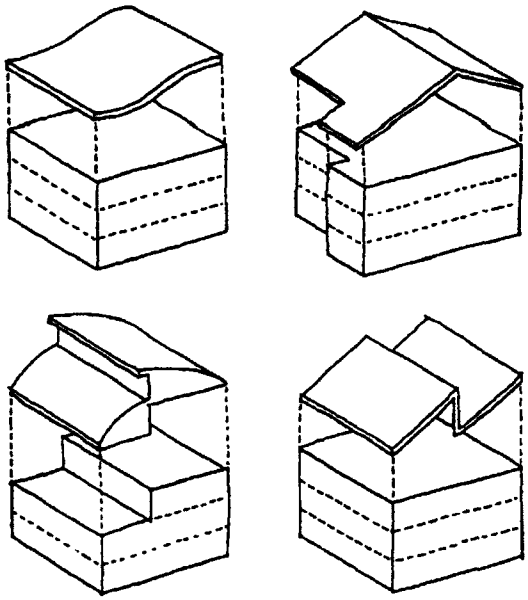


PROPOSED

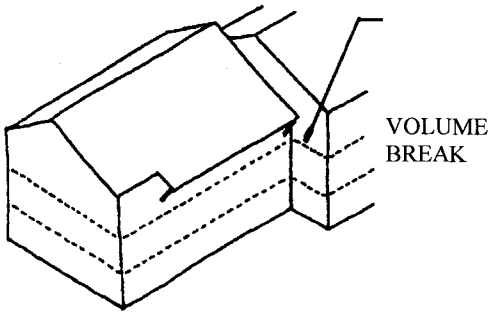
- BAHIA POINT
- VACATION ISLE
- SOUTH SHORE
- DANA LANDING

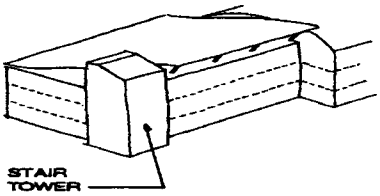
Building Height

1. This section was renumbered in the adoption of the Land Development Code on 1/1/2000.



Roofs





Building Massing

Therefore, the maximum building height should be 40 feet. This height increase should be strictly limited to roof forms. No additional habitable space should be gained as a result of this guideline.

Special Condition - Quivira Basin and Dana Inn: Because of the limited land available for development in these lease areas, it would benefit the Park to have one level of parking below any new proposed development. More land would then become available for landscaping and other site amenities. To implement this measure, the overall habitable building height should increase to 35 feet in these two areas, which allows half of a parking level to be placed below grade. With the addition of the 10-foot "roofscape variance," the overall permitted height in Quivira Basin and the Dana Inn would increase to 45 feet.

29. Roofs: Because of the Park's prominence from high vantage points (surrounding hillsides, Sea World Tower, airplanes), buildings should have well conceived, interesting roof profiles that can add grace to the architecture and unify the building masses from above (See Guideline 27). More importantly, roofs can also help express the interaction between land and air inherent to a coastal environment, where the latter transforms itself into condensing currents as it rises over the coastal landform. Roofs, therefore, should be sloped, stepped, curved, or otherwise shaped to provide a graceful transition between the sky and the building massing.

Excessively long and/or repetitive roof profiles should be avoided. Rather, roofs should be "sectionalized" or divided into segments following the breaks in the building massing.

30. Building Massing: Ground level views of the Bay are characterized by horizontal streaks of color corresponding to the Bay's water, rip-rap, sand, marshes, grass and in certain directions the hills surrounding Mission Bay. Buildings can either enhance or detract from the Bay's horizontal visual disposition: if the building's massing is long and uninterrupted, creating a new horizontal band, the character of the landscape will be diminished. Contrarily, if the building massing is interrupted, allowing vertical divisions between building blocks, the landscape streaks will be accentuated and enhanced.

Accordingly, buildings in Mission Bay Park should stand contrast to and accentuate the Bay's inherent horizontal visual character. Building massing should be broken at suitable intervals to establish consistent vertical planes, recesses, openings or projections that can act as counterpoints to the landscape. Vertical features may include building end walls, building side walls at jogs or insets, stair towers, or other special features.

MATERIALS AND FACADE TREATMENT

Building materials have, as all objects do, an "emblematic" value or evocative quality. Stone, for example, is often used in institutional buildings because of its "staid" quality evoking stability and permanence. In Mission Bay Park, the "emblem" is the water, the sky, the shore, and all of the Park's marine components. To this end, building materials, their form, and assemblage should be perceived to accommodate the marine environment, both in function and empathy.

31. Facades: "Heavy," staid materials such as stone or concrete add visual weight to a building. Accordingly, such materials should be used on the lower parts of the buildings, as if to "anchor" the mass to the ground and "stand-up-to" the elements. Conversely, "lighter" materials such as wood, metals, or plaster panels should be used on the upper portions of the building, as if to embrace the elements. The intent is to make the building facades increasingly "lighter" as they rise from the ground. To this end, wall openings and recesses should appear to increase in area, and columns and posts diminish in girth as the facade rises.

32. Roof Materials: Heavily textured, dark-tone roof materials (such as clay barrel tiles) tend to "weigh-down" a building, contrary to the facade treatment intent. To mitigate their visual weight, clay barrel tiles roofs, for example, should terminate on a narrow eave and be suspended on posts or columns rather than rest on wall sections. In addition, the tiles should be buff or pale in tone rather than bright red or dark terra-cotta.

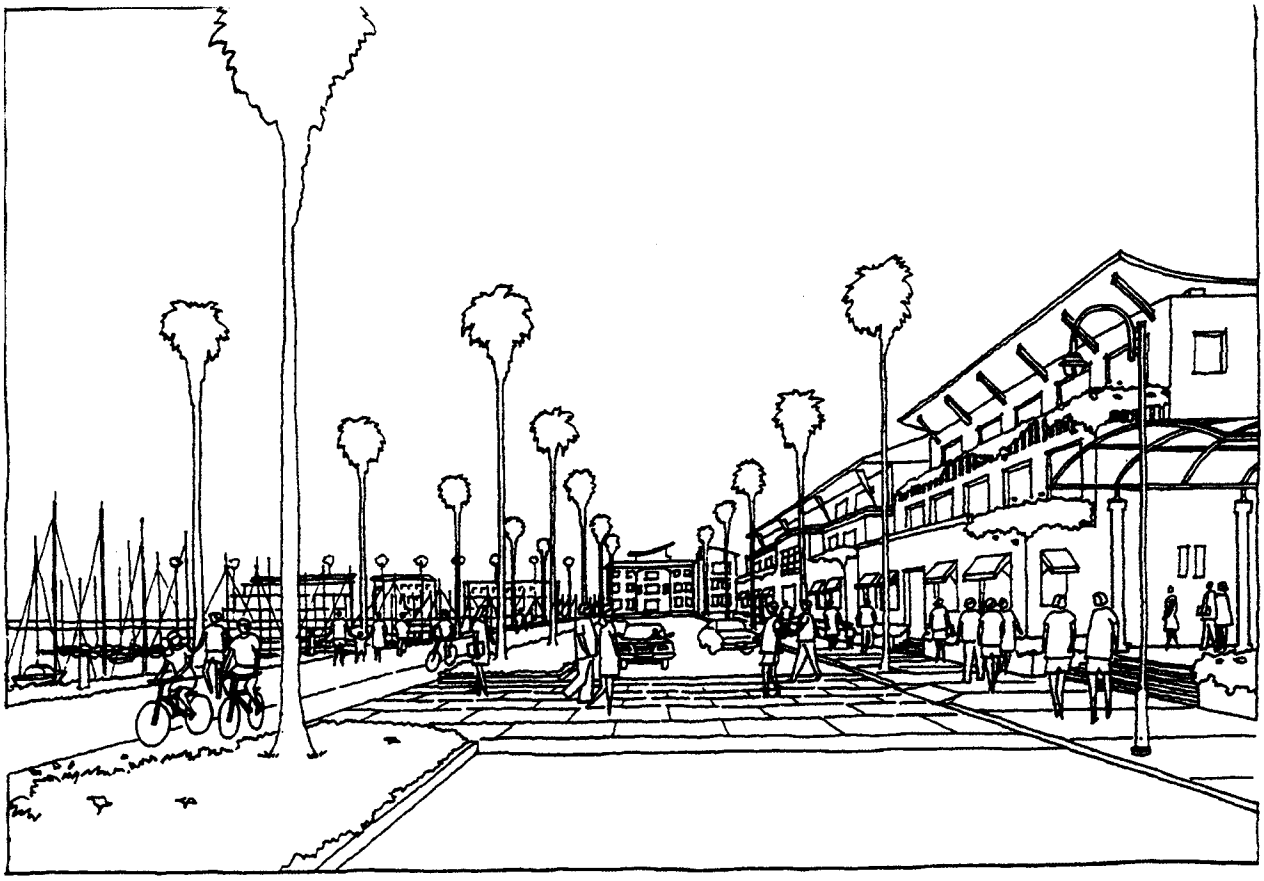
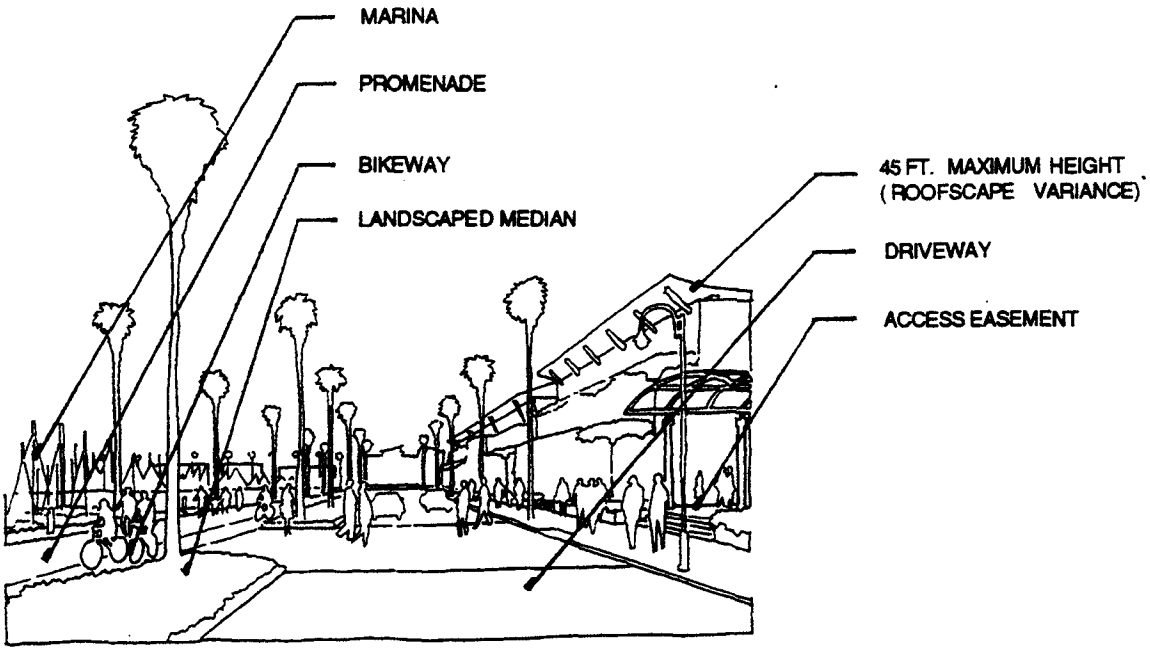


Fig. 11: Potential Development of Quivira Basin



Preferred roof materials should be flat, smooth and light tone tiles, standing seam panels, corrugated metal sheets, fiberglass or wood shingles. Wood trellises and canvas fabric should also be considered appropriate features of the Park's roofscape.

33. Ornamentation: Marine environments require highly efficient organisms. For the Park's architecture to reflect such an environment, the use of materials should, too, be efficient. Efficiency means an "economy of means". Accordingly, superfluous or excessive ornamentation and finishes should be avoided. To this end, materials should remain natural or be painted and stained to retain their natural textures wherever possible.

34. Colors: Because the sky's changing light is one of the key qualities of any coastal environment, how the Park buildings capture its hues throughout the day should be an important design consideration. Dark colors absorb light and remain impartial to the ambient light. Light colors, on the other hand, reflect ambient light and become participants of the natural landscape. If large surfaces need to receive paint, such paint should be light in hue and of varying shades to afford a variety of reflections of atmospheric light.

"Light" colors should not include pure white, which can be highly contrasting and jarring to the eye in a bright, sunny atmosphere. Rather, off-white, amber or limestone hues are appropriate along with light pastels. Bright, more playful colors should be restricted to the detail of the object, not its overall mass.

V. SIGNAGE

Signage is an integral and necessary component of the Bay's landscape. Signage is normally of four types: commercial, informational, interpretive and regulatory. Commercial signage includes, for example, the entrance sign for a resort hotel. Informational signs normally include directories, facility schedules, recreation rules, etc. Interpretive signs provide explanatory information about natural or cultural features, while regulatory signs set legally enforced rules, like speed limits.

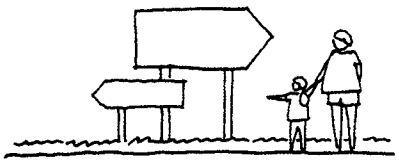
Little coordination has been exercised in the past in the design of all of the Park's signs. The result is a "world" of signs, ach of a different shape, color and character. For this reason a comprehensive and detailed design program should be undertaken for Mission Bay Park with the aim of integrating commercial, informational, interpretive and regulatory signs into a coordinated system unique to the Park.

SIGN STANDARDS

35. Coordination with Existing Signs: The Park signage should be conceived as a system of symbols that set the Park apart from other city environments. The Park's existing wood, teal and white directional signs go a long way in achieving this objective. Other signs should follow suit, employing a similar wood base and bright, contrasting colors.

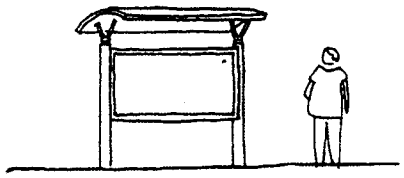
Commercial Sign

36. Sign Placement: If improperly placed, designed or lighted, signs can detract from views and other landscape amenities. Tall signs, for example, can unnecessarily detract from the bay's skyscape. Accordingly, signs should be placed, designed and lighted so as to minimize, on a case by case basis, the visual impact upon significant views of the Park and its surrounding environment.

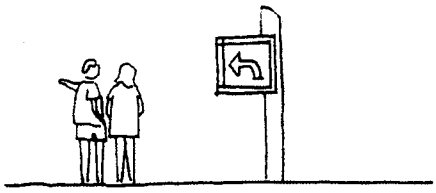


Information Sign

37. Commercial Signs: As a general rule, free-standing commercial signs should be low, close to the ground, shall not exceed eight feet in height and shall be placed in a landscaped setting. An exception may be granted for large resort hotels, to accommodate sign designs or site identification within other architectural features, such as entry walls or gatehouses. When planning such signs near roadways, motorist sight-lines should be kept in mind. Signs attached to buildings should be designed with similar sensitivity, ensuring that the signs blend with the architecture rather than appearing as a billboard. Rooftop signs are specifically prohibited.



Interpretive Sign



Regulatory Sign

38. Information Signs: The colors and materials of the existing Park information signs currently serve the Park well. Park information signs should be maintained and their design be compatible with the new detailed comprehensive sign plan. Adding colorful planting at the base of these signs would further enhance their function.

39. Interpretive Signs: Special sign shelters or kiosks should be designed to house interpretive signs. The kiosks would advertise from afar the presence of an interpretive feature while providing shelter to the public, encouraging their use.

40. Regulatory Signs: Regulatory signs should look special to Mission Bay rather than appear like standard issue. While the actual signs cannot be modified, they can be mounted on poles and bases particular to the Park.

41. Materials: Park signage should conform with the objectives of the Furnishings and Architectural Materials section of these guidelines.

Advertising Commercial Sign

ADVERTISING

42. Commercial Signs: Commercial signage which is visible from public areas of the Park should be restricted to those which directly serves the public interest as related to the Park's primary mission as an aquatic recreation and resort area. This would include directional and entrance signs for the leaseholds. Off-premise advertising signs shall not he allowed (i.e. billboards).

43. Bus Stops: Advertisement on bus stops should be restricted to the business of the Park, namely Park events, special recreation attractions, resort facilities, etc. Bus stop posters could also be used as public information items for city-wide events, conventions, matters of public safety, and public art.