



# REPORT

## THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

---

DATE ISSUED: November 12, 2015 REPORT NO. 101

ATTENTION: San Diego Regional Park Improvement Fund Oversight Committee  
Agenda of November 19, 2015

SUBJECT: Recommended Allocations of Fiscal Year 2016 Regional Park  
Improvement Funds (RPIF)

### SUMMARY

Issue – Should the San Diego Regional Park Improvement Fund Oversight Committee approve the recommendation to allocate \$2.5 million of anticipated funding from Fiscal Year 2016 Mission Bay lease revenue to the following four (4) regional park improvement projects:

- Sunset Cliffs Natural Park Hillside Improvements, Phase 2, S-10091
- EB Scripps Park Comfort Station Replacement, S-15035
- Balboa Park West Mesa Comfort Station Replacements, S-15036
- Balboa Park Bud Kearns Aquatic Complex Improvements, new project

Director's Recommendation – Approve the recommendation to allocate \$2.5 million of anticipated funding from Fiscal Year 2016 Mission Bay lease revenue to the following four (4) regional park improvement projects:

- Sunset Cliffs Natural Park Hillside Improvements, Phase 2, S-10091
- EB Scripps Park Comfort Station Replacement, S-15035
- Balboa Park West Mesa Comfort Station Replacements, S-15036
- Balboa Park Bud Kearns Aquatic Complex Improvements, new project

Other Recommendations – None

Fiscal Impact – It is anticipated the RPIF will receive \$2.5 million from the lease revenue generated in Mission Bay Park during Fiscal Year 2016. The Fiscal Year 2016 allocations will be budgeted to specific projects in the Mayor's Proposed Fiscal Year 2017 Budget.

Water and Energy Conservation Status – Not applicable.

Environmental – This activity will not result in a direct or reasonably foreseeable indirect physical change in the environment, and is therefore not subject to CEQA pursuant to State CEQA Guidelines Section 15060(c) (2). The individual projects recommended to be funded will comply with CEQA requirements.

## BACKGROUND

The San Diego Regional Park Improvement Fund (RPIF) is one of two capital improvement project funds to receive Mission Bay Park lease revenues from leaseholds in Mission Bay Park. The other fund is the Mission Bay Park Improvement Fund. The two funds were established by voter approval of revisions to the City Charter, Article V, Section 55.2 and became effective July 1, 2009, with the start of Fiscal Year 2010.

Per the Charter, the RPIF is derived from the first \$2.5 million available or 25%, whichever is greater, of the excess revenue received over a threshold amount of \$20 million in Mission Bay leasehold revenues. The first \$20 million of Mission Bay leasehold revenues goes into the City's General Fund and may be used for any municipal purpose. Based on recent history and the lowering of the threshold to \$20 million in fiscal year 2015, it is anticipated the RPIF will receive \$2.5 million from the Fiscal Year 2016 revenues. The \$2.5 million will be allocated to specific projects in the Mayor's Proposed Fiscal Year 2017 Budget.

The following table provides a list of previous years' allocations approved by the RPIF Oversight Committee:

| Fiscal Year | Project   | Amount Allocated |
|-------------|---|------------------|
| 2010        | Old Mission Dam Preservation – Mission Trails     | \$315,000        |
| 2010        | Diamond Street Coastal Access                     | \$100,000        |
| 2010        | Pescadero Street Coastal Access                   | \$91,000         |
| 2010        | Ocean Beach Comfort Station Replacement           | \$250,000        |
| 2011        | California Tower Seismic Retrofit Electrical Room | \$750,000        |
| 2011        | Museum of Man Roof Reconstruction                 | \$150,000        |
| 2011        | Mission Trails Reg. Park Multi Trail System       | \$200,000        |
| 2011        | Cowles Mountain Trail – Mission Trails            | \$377,000        |
| 2011        | Los Peñasquitos Ranger Station                    | \$200,000        |
| 2012        | Los Peñasquitos Ranger Station                    | \$800,000        |
| 2012        | Sunset Cliffs Natural Park Hillside Improvements  | \$270,000        |
| 2012        | Palisades Park Comfort Station                    | \$400,000        |
| 2012        | Coastal Beach Access Projects                     | \$310,000        |
| 2012        | Trail for All People                              | \$231,000        |
| 2012        | Chollas Lake Playground Renovations               | \$989,000        |
| 2013        | California Tower Seismic Retrofit                 | \$750,000        |
| 2013        | Chicano Park Comfort Station Replacement          | \$200,000        |

| Fiscal Year | Project   | Amount Allocated |
|-------------|---|------------------|
| 2013        | Mohnike Adobe and Hay Barn Restoration            | \$500,000        |
| 2013        | Sunset Cliffs Natural Park Drainage Improvements  | \$1,000,000      |
| 2014        | Junipero Serra Museum ADA Improvements            | \$500,000        |
| 2104        | Sunset Cliffs Natural Park Hillside Improvements  | \$1,100,000      |
| 2104        | Balboa Park West Mesa Comfort Station Replacement | \$1,000,000      |
| 2014        | Balboa Park Hall of Nations Structural Foundation | \$250,000        |
| 2104        | EB Scripps Park Comfort Station Replacement       | \$250,000        |
| 2015        | Junipero Serra Museum ADA Improvements            | \$500,000        |
| 2015        | Mohnike Adobe and Hay Barn Restoration            | \$500,000        |
| 2015        | Sunset Cliffs Natural Park Drainage Improvements  | \$1,000,000      |
| 2015        | La Jolla Parkway Erosion Control and Brow Ditch   | \$500,000        |

## DISCUSSION

In order to move higher dollar projects forward, the Department developed a five-year funding strategy for the RPIF. The advantages of planning the allocation of the RPIF over a five-year period include:

- It allows higher dollar projects to be initiated while still leaving funds for smaller projects with shorter timelines.
  - Large projects can take an average of two to three years to complete the design and environmental documents, depending upon the complexity of the project and/or environmental issues presented. By assigning future funding to large projects to complete at least a first phase of construction, the design and environmental review can be initiated while still meeting the Charter requirements.
  - Completing the design and environmental documentation also makes the capital project attractive for outside funds, such as grants and private donations which in turn release the financial burden of the RPIF as the only fund source.
  - Flexibility is built into a five-year plan to accommodate changes in a project such as receiving grant funding or unexpected expenses.
- It provides stability and openness on the RPIF allocations by:
  - Looking at long-range funding needs rather than just year to year where higher dollar projects may be neglected due to yearly funding constraints.
  - Providing an overview of where RPIF funding may be allocated over time.
  - Providing a guiding document for audits, reports to the Advisory Groups, and the Oversight Committee.
- Provides clarity on project priorities and sound reasons for allocation recommendations.
  - First priority is to complete existing CIP projects.

- Helps to ensure distribution of funding is proportionate with public use, asset condition and other funding sources available. Facilities with high public use and no other source of funding are a higher priority for RPIF.
- Provides flexibility on when project phases are funded. Although a project initially funded for design must continue to move forward to a Capital Improvement, a five-year outlook allows for funding adjustments to meet a changing environment.
- Provides Advisory Groups with a clear indication of priority projects, thus informing Advisory Groups whether projects they may be interested in are in the queue to receive RPIF or if alternative funding sources must be sought.

The RPIF cannot be expected to address all the needs within our regional and open space parks. It can be used to move high priority projects forward and will most certainly be use to leverage funding from other sources.

The RPIF recommended allocations for the Fiscal Year 2016 funds, to be used in the Fiscal Year 2017 CIP, are such to take advantage of a five-year outlook to initiate high priority projects with a commitment to see those projects through to the completion of a capital improvement as required by the Charter. The projects recommended were prioritized using Council Policy 800-14, Prioritizing CIP Projects, completing the funding for existing CIP projects, the desire to address needs within various regional parks, support of community or non-profit organizations, need to address environmental concerns, and the probability of receiving grant funding or other outside funding to offset or supplement the RPIF.

## RECOMMENDED ALLOCATIONS

The Park and Recreation Department is recommending \$2,590,000 be allocated to existing CIP projects and to allow the initiation of new a CIP project. The \$2,590,000 represents the \$2.5 million anticipated to be received in Fiscal Year 2016. The Department may adjust future year allocation recommendations for the Oversight Committee's review and approval depending on the successful completion of projects that were previously funded by RPIF or other urgent/emergency project needs. Future recommended allocations per the current five-year plan are also shown for each project.

- **Sunset Cliffs Natural Park Hillside Improvements, Phase 2, CIP# S-10091**

- ***\$1,000,000 for FY17 CIP Budget***

The design and environmental documentation for this project is complete and phase 1 construction is scheduled to begin in the fall of 2015. The recommended funding will initiate phase 2 construction of this project which will include trail re-alignments, trail improvements, and storm water and erosion control measures to protect newly constructed trails. It will also re-vegetate disturbed areas within the park utilizing native coastal plants. It is anticipated phase 2 construction will begin in the summer of 2016 and be substantially completed by the middle of 2017. Plant establishment within the re-vegetated areas will continue to be closely monitored for a minimum of five years after planting operations are complete. This proposed allocation has encouraged the California Coastal Conservancy to

consider awarding the City an \$800,000 grant to help complete the funding needed for the implementation of the project.

- **EB Scripps Park Comfort Station Replacement, CIP# S-15035**

*\$700,000 for the FY17 CIP Budget*

In 2010 the Park and Recreation Board approved a revised General Development Plan (GDP) for E.B. Scripps Park adjacent to La Jolla Cove. The revised GDP included a number of enhancements to the park, including relocating the comfort station to allow better visual access to the ocean from within the park. The existing comfort station was constructed in the 1960's and is beginning to exhibit significant damage to its metal components due to the salt air. In some areas, the block walls are beginning to fail because the steel reinforcement is beginning to corrode. La Jolla Parks and Beaches, Inc., the recreation council responsible for overseeing the use of the park, has partnered with community members to begin to raise funds to remove the existing comfort station and construct a new one per the approved GDP. The \$700,000 of FY16 RPIF funding will move the project closer to construction and assist the community efforts in achieving this long-term goal of the park.

- **Balboa Park West Mesa Comfort Station Replacement, CIP# S-15036**

*\$300,000 for the FY17 CIP Budget*

The City of San Diego settled an accessibility related lawsuit by agreeing to upgrade two existing comfort stations located on the west mesa of Balboa Park along 6<sup>th</sup> Ave. One is located near the children's playground and the other is near the intersection of 6<sup>th</sup> Ave. and Nutmeg St. Both comfort stations were originally constructed in 1969 and were rated poor by a facilities condition assessment performed in 2008. The proposed project is to remove the existing comfort stations and bring in new, prefabricated comfort station buildings designed to complement Balboa Park. An accessible path of travel to the new comfort stations will also be provided. Based on preliminary design studies, it is anticipated the replacement of these comfort stations will need the additional \$300,000 in funding to implement the design and construction of the project.

- **Balboa Park Bud Kearns Aquatic Complex Improvements, New CIP**

*\$500,000 for the FY17 CIP Budget*

The Bud Kearns aquatic complex located within the Morley Field area of Balboa Park recently reopened after being closed since Fall 2014 due to needing a main drain and some mechanical equipment replacement. However, during the process of replacing the main drain, the San Diego County Department of Environmental Health identified a number of other improvements which need to be completed as soon as possible to bring the complex into conformance with State health code requirements. The City has committed to making these improvements as soon as funding can be identified. The recommended allocation of \$500,000 of RPIF will initiate the preparation of construction documents for these improvements.

The recommendations for the Fiscal Year 2016 revenues have been presented to the appropriate regional park advisory groups via memorandum and, when requested, presentation and discussion. Staff last brought the five-year allocation plan forward to the Oversight Committee in

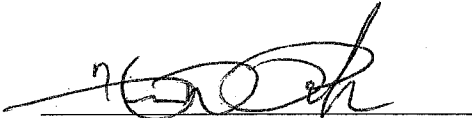
January 2014. The five-year allocation plan is a living document and will be update each year based on new project priorities, updated project cost estimates, identification of alternative funding sources, and updated amounts of RPIF available for allocation to projects.

Attached is an updated five-year allocation plan which lists a number of RPIF eligible projects within our regional and open space parks. This list of projects is by no means an exhaustive list. Some projects such as “Trail Improvements” are very generic in nature and need to be fleshed out to identify the specific improvements needed. Other projects such as the “Sunset Cliffs Park Drainage Improvements, Phase 1” have had technical studies completed with more clearly defined scopes of work.

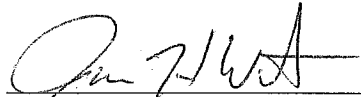
ALTERNATIVES

1. Approve the recommended allocation of \$2.5 million of Fiscal Year 2016 Regional Park Improvement Funds with modifications.
2. Do not approve the recommended allocation of \$2.5 million of Fiscal Year 2016 Regional Park Improvement Funds.

Respectfully submitted,



Herman D. Parker, Director  
Park and Recreation Department



Prepared by:  
Jim Winter, Project Officer II  
Park and Recreation Department



**Park and Recreation Department**

**Regional Park Improvement Fund**  
FY16 Recommended Funding Allocations

---

---

---

---

---

---

---

---



**Regional Park Improvement Fund**  
FY16 Recommendations

- Regional Park Improvement Fund (RPIF) is derived from Mission Bay Park lease revenue per City Charter Section 55.2
  - Charter amendment became effective July 1, 2009 (FY10)
  - Amendments to the Charter included:
    - Current threshold is \$20 million
    - First \$2.5 million above the threshold goes into the RPIF
    - Funds can only be used for capital improvements/deferred capital *“physical assets, constructed or purchased, or the restoration of some aspect of a physical or natural asset that will increase its useful life by one year or more or which constitutes an environmental improvement of a natural asset.”*

---

---

---

---

---

---

---

---



**Regional Park Improvement Fund**  
FY16 Recommendations

**Prior Year Approved Allocations**

- FY10 \$1.7M available - \$750k allocated
- FY11 \$2.6 M available - \$1.67M allocated
- FY 12 \$3.4M available - \$3.0M allocated
- FY13 \$2.9M available - \$2.45M allocated
- FY14 \$3.1M available - \$3.1M allocated
- FY15 \$2.5M available - \$2.5M allocated

**Current Year Recommended Allocations**

- FY16 \$2.5M available - \$2.5M recommended for allocations

---

---

---

---

---

---

---

---



**Regional Park Improvement Fund  
FY16 Recommendations**

- **Five-Year Plan Advantages**
  - Allows design to be initiated on higher dollar projects
    - Average 1 to 2 years for project initiation, design, and environmental documentation
    - Design and environmental completion makes projects more attractive for other funding sources
    - Provides flexibility to adjust five-year plan to accommodate project changes
  - Provides stability and openness on RPIF allocations
    - Long-range funding needs and recommendations
    - Overview of where RPIF funding will be allocated over time
    - Guiding document for audits, reports to Park Advisory Groups, and the Oversight Committee

---

---

---

---

---

---

---

---



**Regional Park Improvement Fund  
FY16 Recommendations**

- **Project Prioritization**
  - Project recommendations were prioritized based on:
    - Council Policy 800-14, Prioritizing CIP Projects
      1. Risk to health, safety and the environment
      2. Asset condition
      3. Community investment
      4. Level and quality of service
      5. Sustainability and conservation
      6. Funding availability
      7. Project readiness
      8. Bundling opportunities
    - Funding existing CIP projects for completion
    - Address the needs of various regional parks
    - Support of community or non-profit organizations
    - Probability of receiving grant and donation funding

---

---

---

---

---

---

---

---



**Regional Park Improvement Fund  
FY16 Recommendations**

**Fiscal Year 2016 Recommendations**

---

---

---

---

---

---

---

---



**The City of San Diego**  
 Regional Park Improvement Fund  
 FY16 Recommendations

**Sunset Cliffs Natural Park Hillside Improvements, Phase 2**  
 Recommended allocation \$1 Million

- An existing CIP in which design and environmental are complete
- Phase 1 expected to begin construction in fall of 2015
- Phase 2 to include trail improvements, revegetation of disturbed areas, and some erosion control
- Phase 2 construction to begin in summer 2016
- California Coastal Conservancy is considering our \$800,000 grant application
- This recommendation is consistent with the five-year plan presented last year.




---

---

---

---

---

---

---

---

**The City of San Diego**  
 Regional Park Improvement Fund  
 FY16 Recommendations

**EB Scripps Park Comfort Station Replacement**  
 Recommended allocation \$700,000

- Building constructed in 1960's experiencing failure to metal components due to salt air exposure.
- La Jolla Parks and Beaches, Inc. partnering with other organizations and citizens to raise funds for comfort station preliminary designs.
- Recommended funding will help move the project toward construction
- This recommendation is consistent with the five-year plan presented last year.




---

---

---

---

---

---

---

---

**The City of San Diego**  
 Regional Park Improvement Fund  
 FY16 Recommendations

**Balboa Park West Mesa Comfort Station Replacements**  
 Recommended allocation \$300,000

- Lawsuit settlement requires accessibility upgrades at two comfort stations (6<sup>th</sup> Ave. at Nutmeg St. and Thorn St.)
- Existing comfort stations were constructed in early 1970's and are beyond their useful life.
- New comfort stations will increase capacity
- Preliminary studies indicate additional funding is needed for construction
- The five-year plan was adjusted to accommodate this funding need




---

---

---

---

---

---

---

---

The City of San Diego  
Regional Park Improvement Fund  
FY16 Recommendations

**Balboa Park Bud Kearns Aquatic Complex Improvements**  
Recommended allocation \$500,000

- Pool closed for an extended time for main drain replacement
- San Diego County Department of Environmental Health identified other necessary improvements
- Environmental Health agreed to allow pool to reopen with understanding necessary improvements would be made in timely manner
- Funding would initiate design of the improvements and show a good-faith effort to Environmental Health
- Project added to the five-year plan




---

---

---

---

---

---

---

---

The City of San Diego  
Regional Park Improvement Fund  
FY16 Recommendations

**Summary of FY16 Recommendations (FY17 CIP)**

- Sunset Cliffs Natural Park Hillside Improvements, Phase 2
  - Recommending \$1M for construction
- EB Scripps Park Comfort Station Replacement
  - Recommending \$700,000 for construction
- Balboa Park West Mesa Comfort Station Replacements
  - Recommending \$300,000 for construction
- Balboa Park Bud Kearns Aquatic Complex Improvements
  - Recommending \$500,000 to initiate design

---

---

---

---

---

---

---

---

The City of San Diego  
Regional Park Improvement Fund  
FY16 Recommended Funding Allocations

**Park and Recreation Department**

**Regional Park Improvement Fund**  
FY16 Recommended Funding Allocations

---

---

---

---

---

---

---

---