



REPORT

THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

DATE ISSUED: May 9, 2012

REPORT NO: 101

ATTENTION: Park and Recreation Board
Agenda of May 17, 2012

SUBJECT: Balboa Park Plaza de Panama, Circulation and Parking Structure Project

SUMMARY

Issue – Should the Park and Recreation Board recommend approval of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and Site Development Permit to implement the Plaza de Panama, Circulation and Parking Structure Project?

Director's Recommendation – Recommend approval of the proposed amendments to the Balboa Park Master Plan and Central Mesa Precise Plan, and Site Development Permit to implement the Plaza de Panama, Circulation and Parking Structure Project.

Other Recommendations – The following groups have reviewed and considered the proposed project. Actions taken and recommendations made by these groups are listed under Discussion below.

- Centre City Advisory Committee
- Uptown Planners
- Greater Golden Hill Planning Committee
- North Park Planning Committee
- Balboa Park Committee
- Design Review Committee

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

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

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

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

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

Code Enforcement Impact – None with this action.

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

Water and Energy Conservation Status – The proposed Balboa Park Plaza de Panama, Circulation and Parking Structure Project complies with all water and energy conservation guidelines contained in Council Policy 200-14.

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

BACKGROUND

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

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

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

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

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

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

- Balboa Park Committee 17 Meetings
- Park and Recreation Board (P&R Board) 2 Meetings
- P&R Board's Design Review Committee 1 Meeting
- Historical Resources Board (HRB) 6 Meetings
- HRB's Design Assistance Subcommittee 1 Meeting

- North Park Planning Committee 4 Meetings
- Uptown Planners 5 Meetings
- Greater Golden Hill Planning Committee 3 Meetings
- Centre City Advisory Committee 3 Meetings
- Mayor's Committee on Disabilities 2 Meetings

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

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

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

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

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

PROJECT DESCRIPTION

PROJECT OBJECTIVES

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

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

PROJECT OVERVIEW

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

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

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

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

DESCRIPTION OF PROJECT COMPONENTS

Plaza de Panama

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

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

During the 1935–36 California Pacific International Exposition, two large reflecting pools and a ceremonial arch were added in the Plaza, parking was eliminated, and the Plaza (at least at the edges) was once again returned to pedestrian use. After 1936, the reflecting pools and arch were removed, and parking and vehicular circulation again returned to the Plaza. In the existing condition, the majority of the Plaza is used for parking (54 cars) with vehicle traffic in the south and central areas. Currently, pedestrian access across the Plaza conflicts with vehicular traffic and the center of the Plaza is cut off from pedestrian use by a traffic circle and parking aisles. Under the proposed project, parking and vehicle circulation would be removed from the Plaza de Panama and the Plaza would be redesigned with non-asphalt specialty paving, shade trees, movable tables and chairs, 1915 replica lighting, and other amenities, such as the shallow reflecting pools, that can be turned off to accommodate large events and festivals. The Plaza would incorporate shade trees along the eastern and western sides of the Plaza, with the central portion of the Plaza remaining mostly open for flexibility. The fountain located in the center of the Plaza (added in 1995 pursuant to the CMPP) would be retained and is incorporated into the

project. The landscaping, site furniture, water features, lighting, and signage are described further in the Landscaping section.

El Prado and Plaza de California

El Prado

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

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

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

Plaza de California

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

Centennial Bridge and Centennial Road

Centennial Bridge

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

The Centennial Bridge would require removal of approximately 70 linear feet of the existing railing and sidewalk at the east end of the Cabrillo Bridge and would have an expansion joint where it connects to the Cabrillo Bridge making the two structures independent from one

another; meaning that no forces would be transferred from one bridge to the other, ensuring the Centennial Bridge would have no direct structural effect on the Cabrillo Bridge. The Centennial Bridge would continue eastward across Cabrillo Canyon around the southwest corner of the Museum of Man. The bridge would be curved, would span the existing canyon (60 feet in height at the deepest point of the canyon), and then connect to the Alcazar parking lot. At this point, it would be at a slightly higher elevation than the Cabrillo Bridge. The bridge would be separated from the southwest corner of the California Building by 55 feet.

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

Centennial Road

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

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

Alcazar Parking Lot

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

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

For those visitors utilizing the drop-off, valet and/or disabled parking spaces, the reconfigured Alcazar parking lot would serve as the entry point into the Central Mesa; either through the adjacent Alcazar Garden or via a new ADA compliant pedestrian walkway behind the House of

Charm. The drop-off area would allow cars to pull out of the flow of traffic and stop without blocking traffic. The existing sidewalk adjacent to the Alcazar Garden would be widened to provide a more generous entry plaza. Disabled visitors and those using the valet service or being dropped off would be able to access El Prado through the Alcazar Garden as they do today.

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

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

The Mall and Pan American Promenade

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

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

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

Organ Pavilion Parking Structure, Rooftop Park, Tram, and Arizona Street Landfill

Parking Structure

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

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

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

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

Rooftop Park

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

Tram

Trams were introduced in conjunction with both expositions. The 1915 trams consisted of a small tractor pulling trailers with back-to-back benches. The tram system used in 1935 was motorized, hinged buses. In the existing condition, the Balboa Park tram system, the "red

trolleys,” is a free intra-park tram system operated by Old Town Trolley Tours of San Diego contracted to the City of San Diego. Passengers board at designated tram stops within the Central Mesa and West Mesa with targeted stops every 5–10 minutes. The current tram route primarily runs along Presidents Way and Pan American Road/Pan American Road East with tram stops at Inspiration Point, The Palisades (two stops), the Organ Pavilion and the Plaza de Panama. Every half hour the tram visits the West Mesa, traveling along El Prado, 6th Avenue and Balboa Drive with stops at Sefton Plaza and the intersection of 6th Avenue and Upas Street. The actual tram schedule varies by the time of year and day of the week.

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

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

Arizona Street Landfill

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

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

consistent with “passive” park uses and Park and Recreation land use goals for the Arizona Street Landfill.

Other Project Components

Pedestrian Circulation

Pedestrians would still be able to cross the Cabrillo Bridge and enter the Park through the California Building archway as they do in the existing condition. As proposed, the newly pedestrianized El Prado would provide improved access to the Plaza de Panama; from there, pedestrians could proceed south along the Mall to the Organ Pavilion and Palisades area. For those visitors being dropped off at the Alcazar parking lot, pedestrian access to El Prado would be either north through the Alcazar Garden or east via a newly constructed raised pedestrian walkway proposed as part of this project.

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

Bicycle Circulation

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

Parking

a. Proposed Parking Changes

The project would remove parking and valet drop-off from the Plaza de Panama. This would involve relocating the standard parking spaces to the new parking structure to be located at the existing Organ Pavilion surface parking lot. The ADA spaces would be relocated to the reconfigured Alcazar parking lot. The valet drop-off zone would also be relocated to the Alcazar parking lot. As proposed, the Alcazar parking lot would have 18 valet loading/unloading stalls and a valet station. Valet parking would also utilize a portion (up to 70 spaces) of the first (lowest) floor of the parking structure for stacked parking. The proposed valet spaces on the first floor of the parking structure are intended to replace the displaced valet parking currently occurring in the Organ Pavilion, Alcazar, and Federal Building lots. Stacked parking generally results in an increase of approximately 30 percent in the capacity of the designated garage area which frees up additional stalls in non-paid parking lots. Overall, the project would result in a net gain of 260 parking spaces within the Central Mesa. The allocation of these changes is

outlined below.

PROJECT PARKING SPACE SUMMARY BY TYPE

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

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

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

b. Paid Parking

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

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

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

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

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

c. Staff and Employee Parking

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

Emergency and Service Vehicle Access

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

Landscaping Plan

Plaza de Panama

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

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

El Prado

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

Plaza de California

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

Centennial Bridge

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

Centennial Road

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

Alcazar Parking Lot

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

The Mall

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

Rooftop Park/Pan American Promenade/Arizona Landfill

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

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

As described above, the project would export soil excavated from the construction of the parking structure to the Arizona Street Landfill on the East Mesa. Upon completion of the hauling and grading activities, hydroseeding would be required in order to re-vegetate the site for erosion control. Pursuant to the East Mesa Precise Plan (EMPP), the Arizona Street Landfill is intended ultimately to be "reclaimed" as passive use parkland. In accordance with this goal, revegetation of the site would include low-growing, non-invasive, non-irrigated species that would be compatible with passive recreational uses such as kite flying, picnicking, and pick-up ball games.

Grading and revegetation of the site, through hydroseeding, would be done in a manner that would not preclude further restoration of the site in the future according to EMPP goals.

Tree Removal and Relocation

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

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

ANALYSIS

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

GENERAL PLAN

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

The proposed project is intended to restore pedestrian and park uses to the core of the Central Mesa area of Balboa Park and alleviate pedestrian/vehicular conflicts. The General Plan provides a citywide framework to guide the creation of a more walkable, accessible, and pedestrian-friendly city; to protect and enhance city parks; and to preserve, protect, and enrich natural, cultural and historic resources. The Balboa Park Master Plan and Central Mesa Precise Plan, which provide more detailed goals and policies for these areas than is possible at the General Plan level, call for creating a more pedestrian-oriented environment within the park, reducing automobile and pedestrian conflicts, improving public access, increasing free and open parkland, restoring landscape areas and restoring the Prado and Palisades to centers for cultural activities and special events. The proposed development would implement these goals and policies by removing parking and through traffic within the Prado and restoring the area to

pedestrian use, which would open up opportunities for cultural activities, special events and general public enjoyment of the park without interfacing with vehicles. Asphalt paving would be removed from the Plaza de California, El Prado, Plaza de Panama, the Mall and Pan American Road East, and replaced by enhanced paving that compliments the surrounding landscape and architecture. Other proposed features include movable chairs and tables, shade trees, benches, replica antique light standards and two shallow reflecting pools in the Plaza de Panama that would help activate these areas and enhance the visitor experience.

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

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

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

Additionally, the proposed project would implement Conservation Element policies for implementing sustainable landscape design and reducing the urban heat island, and meet the Urban Design Element goal of creating a built environment that respects the City's natural environment and climate. This would be achieved through the project's selection of plant

species consistent with the palettes and themes of adjacent landscapes which would also include a variety of native, non-native and drought tolerant plant species. Additionally, irrigation systems would be included in the project that would incorporate water saving technology, lawn areas within the rooftop park would be minimized, and deciduous and evergreen trees would be planted within the restored open park areas to reduce the heat island effects.

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

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

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

PROJECT OBJECTIVES

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

1. Create within the Park a more pedestrian oriented environment. Reduce automobile and pedestrian conflicts. Minimize through traffic.
2. Improve public access to the Park through an improved integrated circulation system, convenient drop-off points, better parking management, improved signage and increased security. The improved circulation system shall de-emphasize the automobile while increasing public access to the Park and Park facilities.
3. Preserve, enhance and increase free and open parkland and establish a program of ongoing landscape design, maintenance and replacement.
4. Restore or improve existing building and landscaped areas within the Park.

5. Preserve and enhance the mix of cultural, and active and passive recreational uses within Balboa Park that serve national, regional, community and neighborhood populations.
6. Preserve Balboa Park as an affordable park experience for all citizens of San Diego.

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

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

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

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

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

PROJECT COMPONENTS

Plaza de Panama

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

but is a part of the CMPP.

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

The proposed Project intends to return the Plaza more closely to its historic configuration. The surface would be concrete pavers with a simple pattern to read as a monolithic field similar to the original decomposed granite surfacing. The Plaza would be lined with formal canopy trees instead of Palm trees. The North fountain at the center of the Plaza would remain, but would be complimented with two reflecting pools on either side, reminiscent of the reflecting pools installed for the 1935-36 Exposition. Light standards would remain, but would use replicas of the original lights instead of those identified in the CMPP Appendix. Tram circulation would remain in the Plaza but private vehicle circulation would be eliminated; circulation would not be defined by bollards. There would be no seat wall around the El Cid statue.

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

El Prado and Plaza de California

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

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

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

Bollards are added west of the Plaza de California for traffic control.

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

Centennial Bridge and Centennial Road

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

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

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

Alcazar Parking Lot

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

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

In the proposed Project the Alcazar lot would be reconstructed to accommodate accessible parking, valet service, drop-off and access via Centennial Road. However, the overall footprint does not significantly change. Per the CMPP, this lot would accommodate a majority of the accessible parking for the Prado area. Drop-off zones eliminated from El Prado would be relocated to the Alcazar lot. The CMPP does not specifically address valet parking for the

Alcazar lot but does recommend valet parking in general as a means of increasing available parking. Other functions currently staged in the Alcazar lot would remain (restroom facilities, maintenance facilities, trash), and access to adjacent areas (Palm Canyon, Cabrillo Canyon, Alcazar Garden) would be maintained or improved.

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

The Mall and Pan American Promenade

The Mall

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

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

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

Pan American Promenade

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

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

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

Organ Pavilion Parking Structure, Rooftop Park, Tram, and Arizona Street Landfill

Organ Pavilion Parking Structure

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

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

Rooftop Park

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

The CMPP identifies the Organ Pavilion Lot being removed and replaced with an underground parking structure and rooftop park. The space is left blank and states a competition should be held for the design of the parking structure and rooftop park. The CMPP identifies perimeter

viewing areas, an open staging area for events, special event staging/storage and lighting as some of the elements to be included.

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

Tram

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

Arizona Street Landfill

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

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

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

- The former casting pond area has experienced settlement and would be able to receive additional capping soil. Surrounding grades should gently blend the fill material into the surrounding topography. A non-irrigated hydroseed mix will be used to re-vegetate and stabilize the site.
- The archery range would benefit from additional fill material. The site currently slopes too steeply to the southeast and does not meet accessibility standards. The safety berm designed to stop arrows has deteriorated and would benefit from re-construction.

Additional fill material would bring the site up to the approximate level of the adjacent parking lot and provide a more appropriate slope from east to west, improving archery conditions. Side slopes and the safety berm will be re-vegetated with a non-irrigated hydroseed mix and the archery field will be treated with a permeable surfacing material such as decomposed granite or mulch.

- The main fill site south of the Park and Recreation maintenance yard will have fill up to 11 feet high. This amount of fill will be visible from the Central Mesa and should be treated accordingly. Grades should be designed to emulate the topography of the Florida Canyon, and all disturbed areas will be re-vegetated with a non-irrigated hydroseed mix.

Other Project Components

Pedestrian Circulation

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

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

Bicycle Circulation

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

Parking

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

The proposed parking structure will accommodate approximately 797 vehicles, which is approximately 200 spaces less than the minimum called for in the CMPP; the CMPP calls for a 1,000-1,500 car parking structure. The Organ Pavilion parking structure is linked with the reclamation of the Organ Pavilion parking lot and Palisades parking lot in the CMPP. While the proposed parking structure increases the current parking levels by approximately 262 spaces, it does not offset the loss of approximately 280 parking spaces that would be lost should the Palisades area be reclaimed as parkland. While the difference is negligible, the result would be no net gain over current parking conditions; however, the amount of reclaimed parkland would be over five acres.

Paid Parking

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

The proposed Project will result in a net increase of 262 parking spaces. However, the net amount of free and close-in parking will be reduced by 537 spaces.

Staff and Employee Parking

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

Emergency and Service Vehicle Access

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

Landscaping Plan

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

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

SUSTAINABILITY

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

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

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

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

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

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

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

ENVIRONMENTAL ANALYSIS

Environmental Impact Report

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

Environmental Impact Report Alternatives

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

No Project Alternatives

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

Pedestrianize Cabrillo Bridge Alternatives

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

Open Cabrillo Bridge Alternatives

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

Phased Alternative

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

Alternatives Considered But Rejected

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

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

COMMUNITY PARTICIPATION

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

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

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

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

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

On May 3, 2012 the Balboa Park Committee voted (7-4-1) to recommend approval of the Project without conditions.

The recommendations of the Design Review Committee will be presented at the Park and Recreation Board meeting.

Please see attachments for the meeting minutes, motions and additional information. The minutes of the Balboa Park Committee meeting are not yet available for inclusion as an attachment to this report.


CONCLUSION

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

ALTERNATIVES:

1. Approve the Department's recommendations with modifications.
2. Do not approve the Department's recommendations.

Respectfully submitted,



Stacey LoMedico
Park and Recreation Director



Prepared by: Charles Daniels
Park Designer
Administrative Services Division

SLM/cd

- Attachment:
- A. Aerial Photograph
 - B. Balboa Park Illustrative Plan – Existing
 - C. Balboa Park Illustrative Plan – Proposed
 - D. Central Mesa Precise Plan Illustrative – Existing
 - E. Central Mesa Precise Plan Illustrative – Proposed
 - F. West Prado Illustrative Plan – Existing
 - G. West Prado Illustrative Plan – Proposed
 - H. Palisades Illustrative Plan – Existing
 - I. Palisades Illustrative Plan – Proposed
 - J. Draft Balboa Park Master Plan Amendments
 - K. Draft Central Mesa Precise Plan Amendments

May 9, 2012

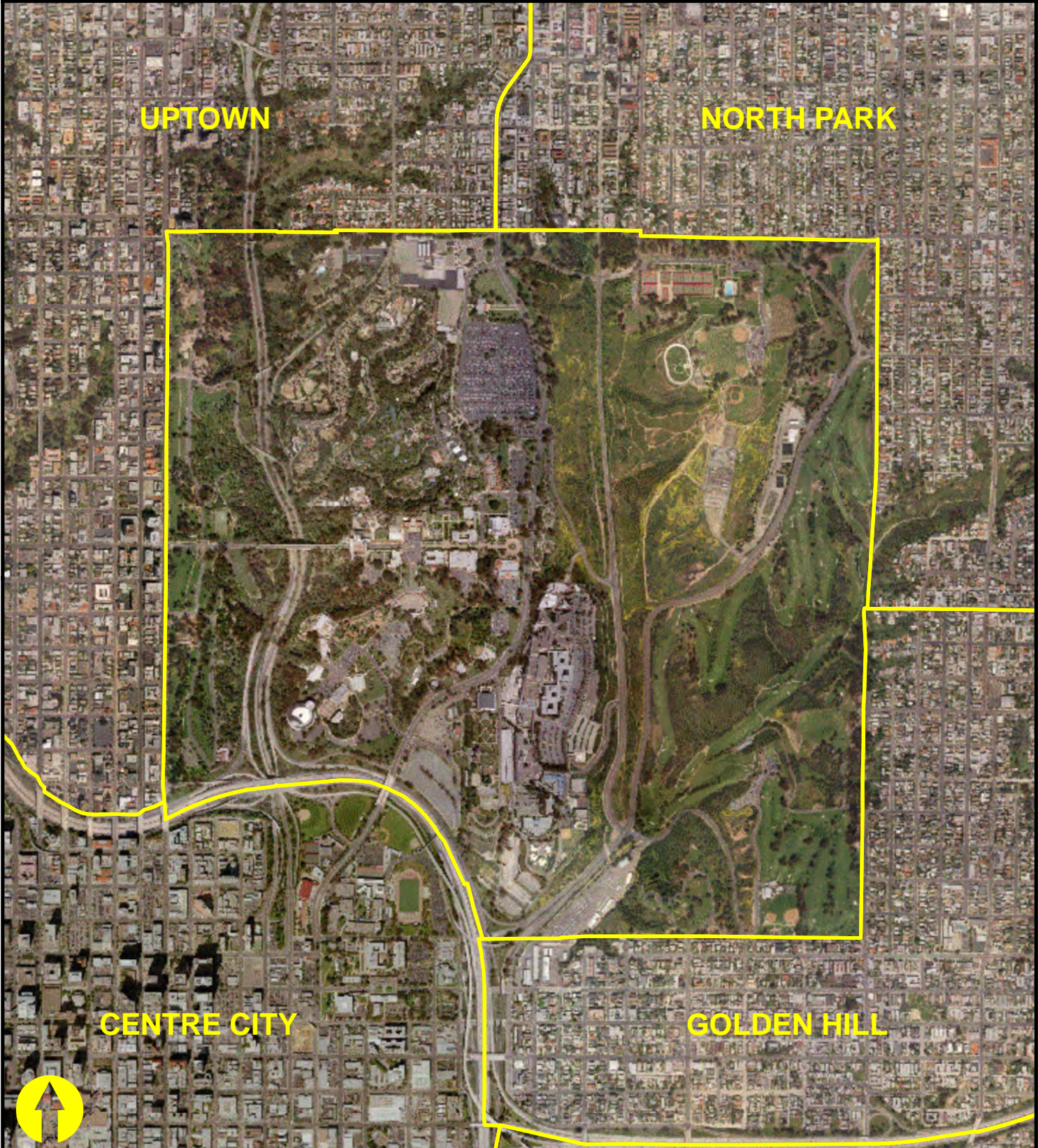
- L. Report to the Planning Commission No. PC-10-099
- M. Planning Commission Resolution No. 4640-PC
- N. Response to Community Plan Amendment Initiation Issues
- O. Draft Site Development Permit Plans
- P. Centre City Advisory Committee Meeting Recommendation
- Q. Uptown Planners Meeting Recommendation
- R. Greater Golden Hill Planning Committee Meeting Recommendation
- S. North Park Planning Committee Meeting Recommendation

cc: Council District 3 Office

BALBOA PARK

Balboa Park and Surrounding Communities

2010



UPTOWN

NORTH PARK

CENTRE CITY

GOLDEN HILL



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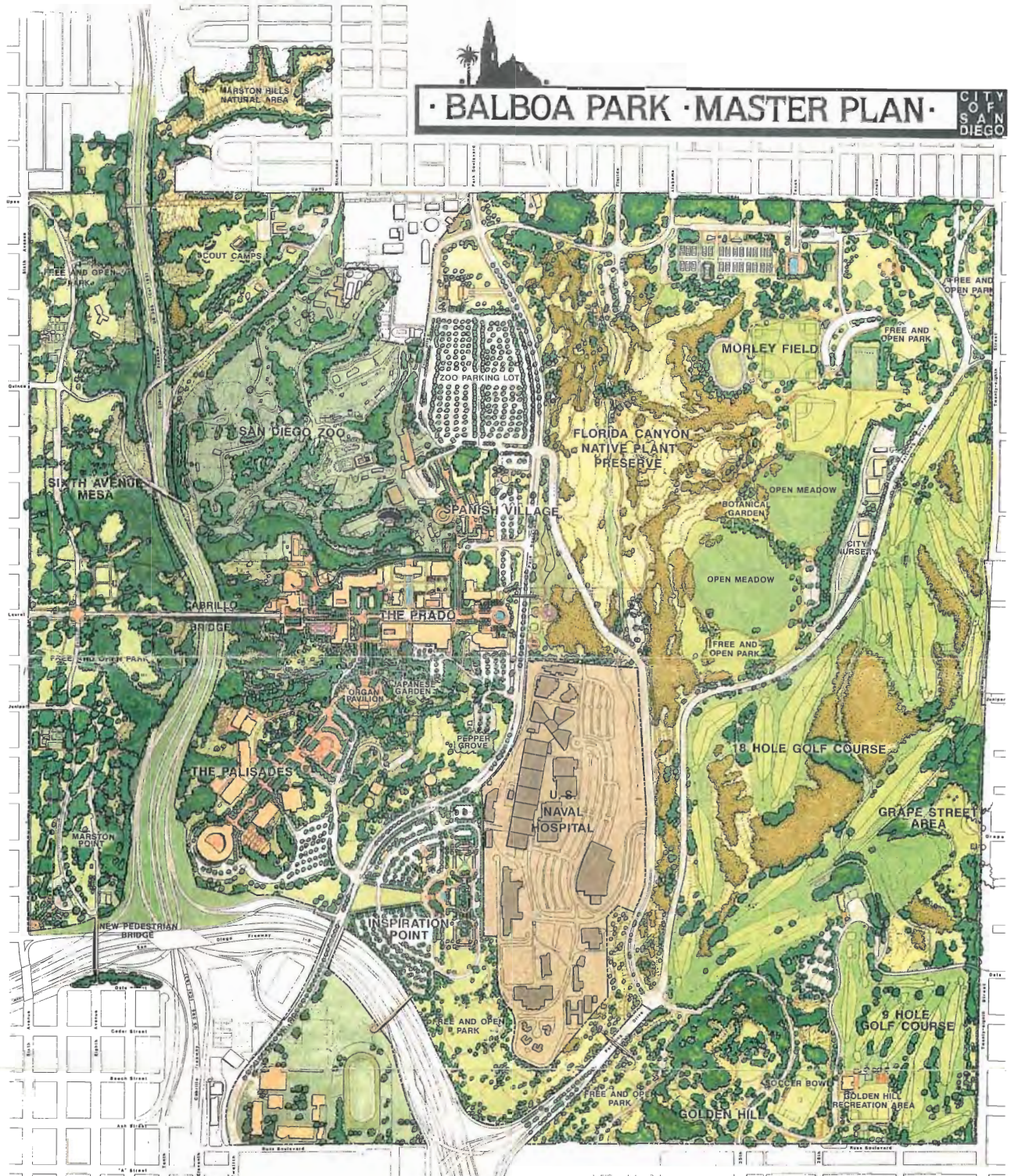


Figure 1



· MASTER PLAN · ILLUSTRATIVE ·


· BALBOA PARK · MASTER PLAN ·
CITY OF SAN DIEGO

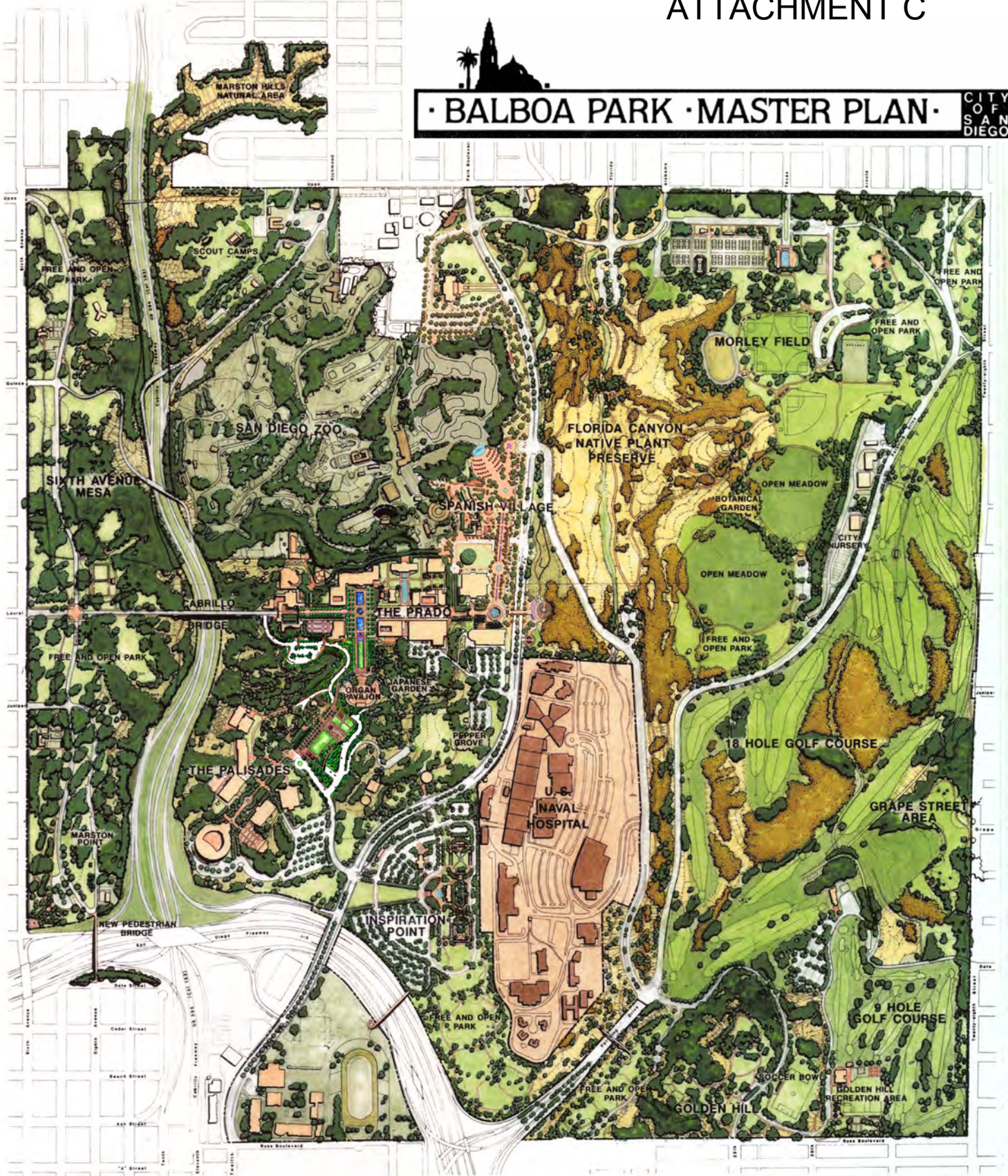


Figure 1



· MASTER PLAN · ILLUSTRATIVE ·



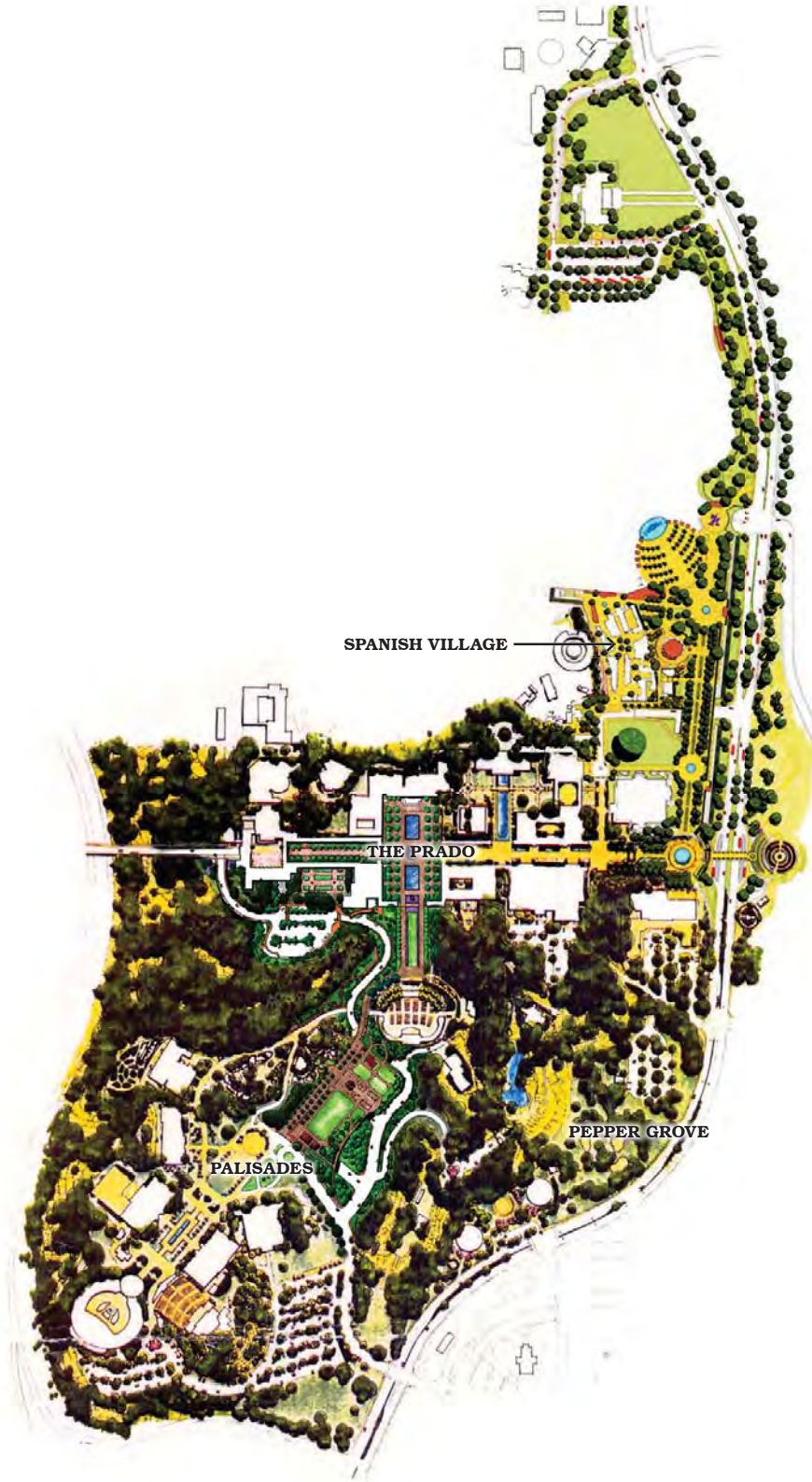
Central Mesa Illustrative

revised May 2003

Figure 28



ESTRADA Land Planning

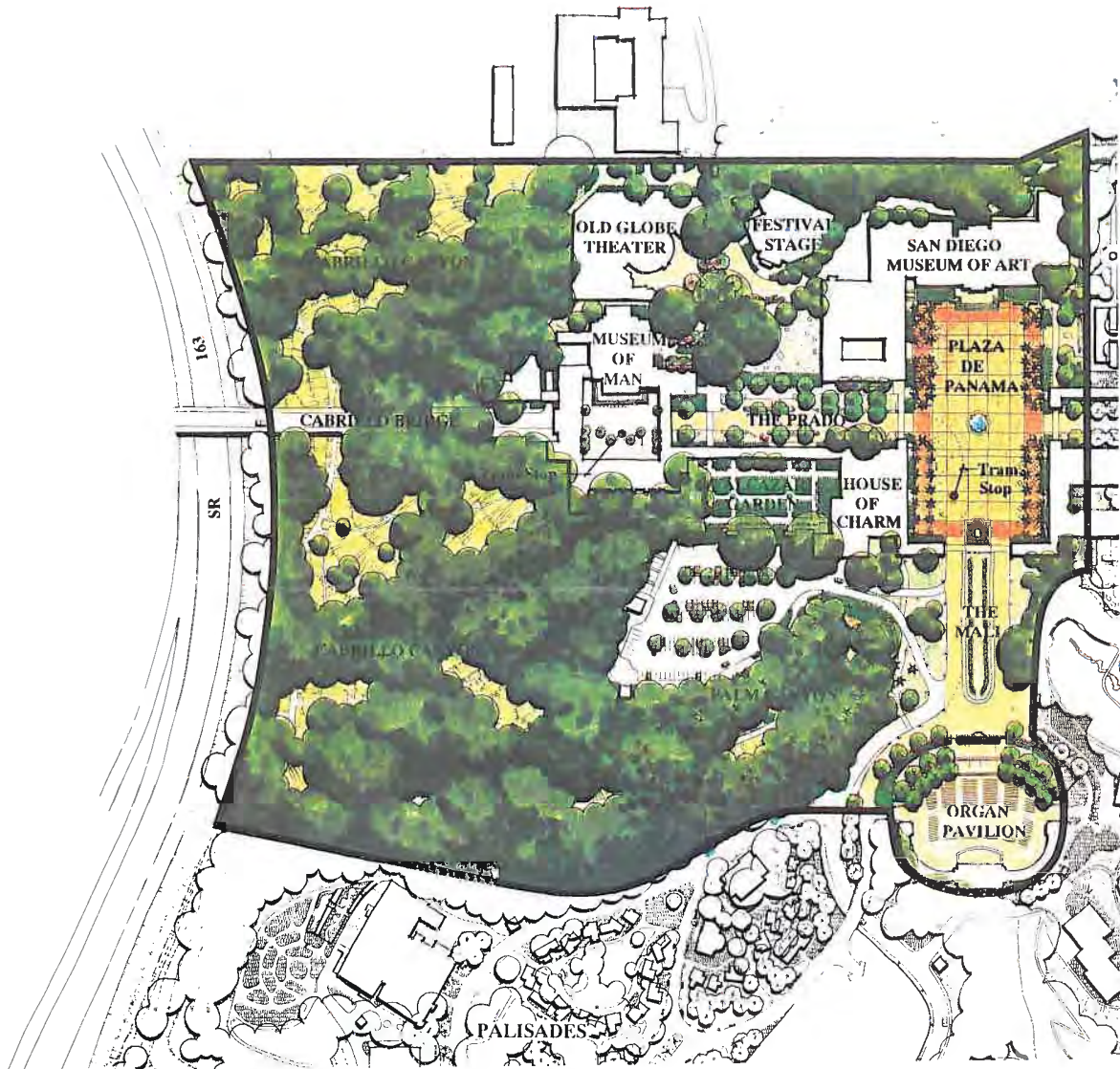


Central Mesa Illustrative

revised 5 April 2012

Figure
28

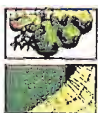




West Prado

13 June 1991

Figure 29



Trees

Groundcovers



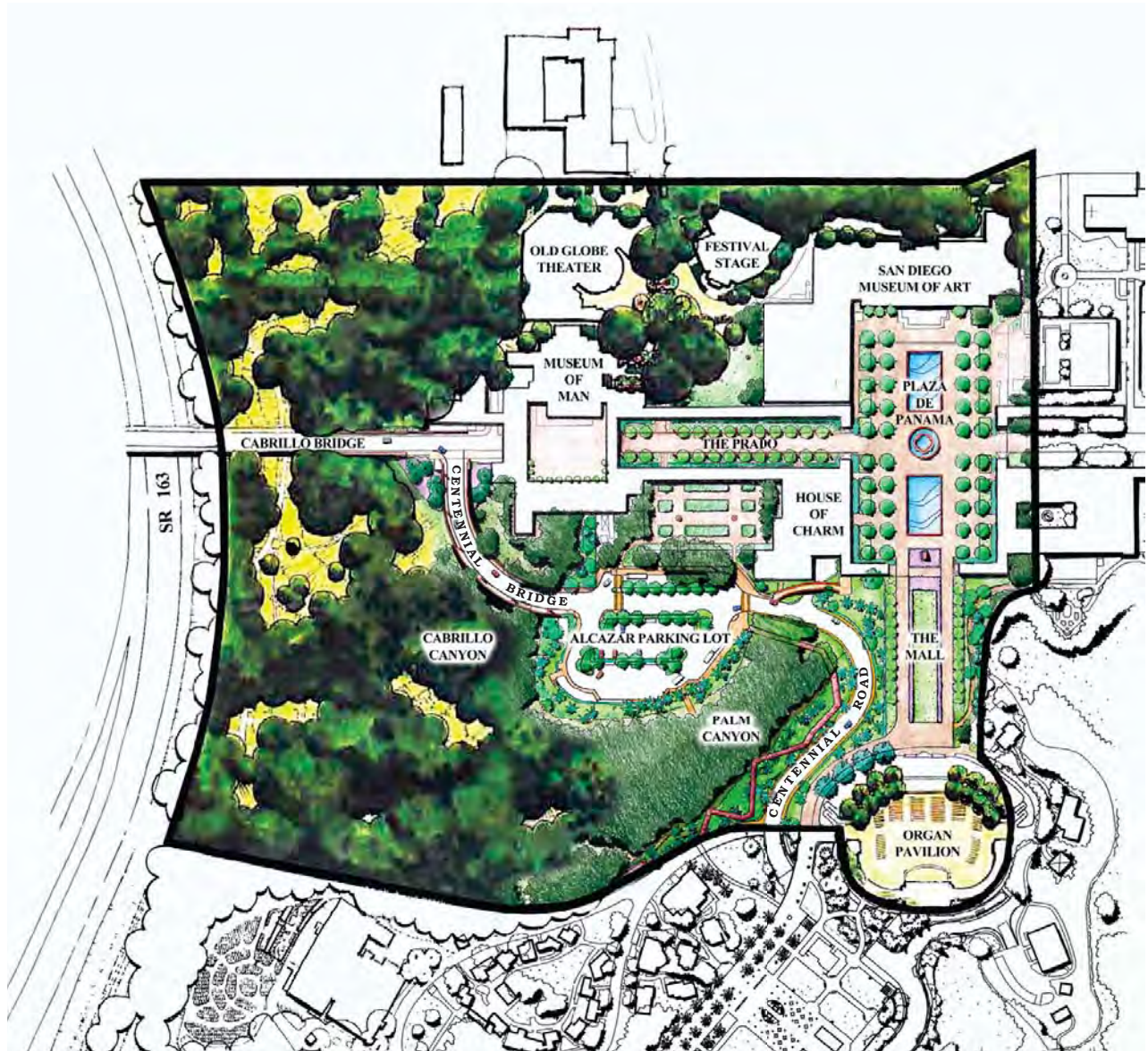
Lawn

Paved Pedestrian Areas

0 100 200 400

SCALE IN FEET





West Prado

revised 5 April 2012

Figure 29



Trees



Lawn








Groundcovers



Paved Pedestrian Areas





Palisades		13 June 1991	Figure 34
	Trees		Lawn
	Groundcovers		Paved Pedestrian Areas
		0 100 200 400	
		SCALE IN FEET	



Palisades



Trees



Lawn



Groundcovers



Paved Pedestrian Areas

revised 5 April 2012

Figure 34



ATTACHMENT J

PLEASE SEE SEPARATE ATTACHMENT FOR ATTACHMENT J.

ATTACHMENT K

PLEASE SEE SEPARATE ATTACHMENT FOR ATTACHMENT K.



ATTACHMENT L

THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: October 8, 2010 **REPORT NO. PC-10-099**

ATTENTION: Planning Commission
Agenda of October 21, 2010

SUBJECT: INITIATION OF AMENDMENTS TO THE BALBOA PARK MASTER PLAN AND CENTRAL MESA PRECISE PLAN

**OWNER/
APPLICANT:** Plaza de Panama Committee

SUMMARY

Issues – Should the Planning Commission:

1. Find the Supplemental Criteria identified in the General Plan's Land Use and Community Planning Element have been met; and
2. INITIATE amendments to the Balboa Park Master Plan and the Central Mesa Precise Plan? The amendment has been requested to analyze vehicular and pedestrian circulation in the central area of Balboa Park.

Staff Recommendations

1. Find the Supplemental Criteria identified in the General Plan's Land Use and Community Planning Element have been met; and
2. INITIATE the plan amendment process.

Other Recommendations – A workshop with the Balboa Park Committee was held on September 23, 2010. If initiated, the project will be thoroughly reviewed, and action taken on the design, by the Balboa Park Committee.

Fiscal Statement – There is no fiscal impact associated with this action.

Environmental Review – Initiation of a community plan and general plan amendment by the Planning Commission is not a "project" pursuant to CEQA Section 15060(c) (2) and as defined in State CEQA Guidelines Section §15378(c). Once initiated, the project will be submitted to the Development Services Department and will require preparation

of an environmental document in accordance with the State CEQA Guidelines. This determination is predicated on Section 15004 of the guidelines, which provides direction to lead agencies on the appropriate timing for meaningful environmental review.

Code Enforcement Impact – None

Housing Impact - None

The initiation of a plan amendment in no way confers adoption of a plan amendment, that neither staff nor the Planning Commission is committed to recommend in favor or denial of the proposed amendment, and that the City Council is not committed to adopt or deny the proposed amendment.

BACKGROUND

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

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

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

In 2004 the City of San Diego Park and Recreation Department concluded the Land Use, Circulation and Parking Study (Study). The Study reaffirmed many of the recommendations of the current Master Plan and Precise Plans. The Study provided recommendations for short, medium and long term implementation.

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

On September 23, 2010 the Plaza de Panama Committee's Consultant Team (Consultants) held a publicly noticed workshop with the Balboa Park Committee to share preliminary designs for the reclamation of the Plaza de Panama, the West Prado streetscape and the Mall (between the Plaza de Panama and the Organ Pavilion) which is officially being called the *Balboa Park Plaza de Panama, Circulation and Parking Structure Project*. Each of these areas is currently heavily impacted by vehicular use. The Balboa Park Committee and the public in attendance provided the Consultants with feedback on the preliminary proposal. The Balboa Park Committee serves as the 'planning group' for Balboa Park.

DISCUSSION

Project Definition

The primary goal of this project is to reclaim spaces currently impacted by vehicles for pedestrian and programmatic uses. The core of the project is the rehabilitation of the Plaza de Panama. The Plaza de Panama was the central gathering space for the 1915 Panama-California International Exposition. It was designed to accommodate large crowds of people, and like the surrounding buildings, was intended to be temporary. Modifications were made to the Plaza and surrounding buildings for the 1935 California Pacific International Exposition. Almost nothing of original construction of the Plaza remains except nine Bougainvillea plants at the House of Hospitality. The fountain in the plaza was added in 1995 pursuant to the Precise Plan.

El Prado from the Plaza de Panama east to park Boulevard has been closed to vehicular traffic for many years. Removal of vehicles from this space has had a positive impact to the usability of this area. Pedestrians are able to move about safely between key venues and to enjoy the architecture, landscaping and water features without concern for vehicles. This project proposes to expand the pedestrian space westward to the Plaza de California at the Museum of Man, and southward along the Mall to the Organ Pavilion.

Plan Amendment Focus

In order to remove vehicles from the Plaza de Panama, West El Prado area and the Mall, vehicular traffic would need to be rerouted. The following elements would be further studied in the plan amendment process:

1. Plaza de Panama, El Prado, and Mall Improvements: The Plaza de Panama, El Prado (between the Plaza and the Museum of Man) and the Mall (between the Plaza and the Organ Pavilion) would be improved to emphasize pedestrian uses.
2. Bypass Road and Bridge: Study the feasibility of a new two way bypass road and bridge connecting to El Prado near the eastern end of the Cabrillo Bridge and linking to the Alcazar parking lot. Pedestrian and bicycle traffic would remain on El Prado.

Plan Amendment Initiation Requirements

The Balboa Park Master Plan and Precise Plans serve as community plans for Balboa Park. Deviations from these adopted policy documents require plan amendments. The Land Use & Community Planning Element of the General Plan identifies criteria for initiation of plan amendments.

The proposed amendments do not meet the requirements for a Technical Amendment Initiation. However, the Land Use & Community Planning Element of the General Plan identifies three criteria to be met for initiation of plan amendments by the Planning Commission (LU-D.10). The criteria are as follows:

- a. The amendment request appears to be consistent with the goals and policies of the General Plan and community plan and any community plan specific amendment criteria; and*
- b. The proposed amendment provides additional public benefit to the community as compared to the existing land use designation, density/intensity range, plan policy or site design; and*
- c. Public facilities appear to be available to serve the proposed increase in density/intensity, or their provision will be addressed as a component of the amendment process.*

The following identifies how the proposed amendments would meet the criteria identified in the Land Use & Community Planning Element of the General Plan.

Criterion a: *The amendment request appears to be consistent with the goals and policies of the General Plan and community plan and any community plan specific amendment criteria.*

The Balboa Park Master Plan implements the General Plan land use policies for Balboa Park. The Balboa Park Master Plan identifies six major goals. These goals are identified below, including staff analysis of how the Project Definition meets the goals of the Master Plan.

- ❖ ***“Create within the Park a more pedestrian oriented environment. Reduce automobile and pedestrian conflicts. Minimize through traffic.”***

The proposed amendments would remove daily vehicular traffic from the Plaza de Panama, West El Prado and the Mall by rerouting traffic from El Prado west of the Museum of Man, through the Alcazar parking lot and out to Pan American Road south of the Mall. The current Master Plan and Precise Plan allow traffic to continue in these areas.

- ❖ ***“Improve public access to the Park through an improved integrated circulation system, convenient drop-off points, better parking management, improved signage and increased security. The improved circulation system shall de-emphasize the automobile while increasing public access to the Park and Park facilities.”***

Removal of traffic from the Plaza de Panama would reduce recirculation of vehicles looping around searching for limited parking in the plaza. Separation of pedestrian, tram and vehicular traffic would improve traffic flow and pedestrian safety. New signage would better direct Park visitors. Ease of safe public access to Park facilities would be enhanced through these improvements.

- ❖ ***“Preserve, enhance and increase free and open parkland and establish a program of ongoing landscape design, maintenance and replacement.”***

Vehicles would be removed from the Plaza de Panama, West El Prado and the Mall, freeing that space for park visitors.

- ❖ ***“Restore or improve existing building and landscape areas within the Park.”***

The reclamation of the Plaza de Panama, West El Prado and the Mall would improve and restore the landscape and hardscape, and add much needed pedestrian park area.

- ❖ ***“Preserve and enhance the mix of cultural, and active and passive recreational uses within Balboa Park that serve national, regional, community and neighborhood populations.”***

The proposed amendments would enhance the experience of all Park visitors through improved access, safety, increased useable park land and programmable facilities.

- ❖ ***“Preserve Balboa Park as an affordable park experience for all citizens of San Diego.”***

Balboa Park is a public facility free to all City residents and visitors. While not all attractions in Balboa Park are free, the majority of the Park and its recreational resources will remain so. The reclamation of the Plaza de Panama, West El Prado and the Mall will add space for free active and passive recreational uses.

Criterion b: *The proposed amendment provides additional public benefit to the community as compared to the existing land use designation, density/intensity range, plan policy or site design.*

Removal of vehicles from West El Prado and the west side of the Mall would increase pedestrian access and free and open park land, and would provide improved safety over the existing Master Plan and Precise Plan.

The bypass road and bridge are necessary to maintain vehicular access through the park yet remove the vehicles from the Plaza de Panama, West El Prado and the Mall. Separation of vehicles and pedestrians would improve safety and flow, and allow reclamation of park land.

Criterion c: *Public facilities appear to be available to serve the proposed increase in density/intensity, or their provision will be addressed as a component of the amendment process.*

Balboa Park is currently adequately served by major public services such as water, sewer, electrical, telephone and other utilities. Any increased demand on these utilities would be addressed in the plan amendments and environmental document.

Police service currently serving the Park is adequate, and no increase in this service is anticipated. The Park Ranger staff also provides an additional level of security to the Park.

The Park is currently well served by freeways and roads, and no additional roads are anticipated at this time. Public transit improvements in the form of Bus Rapid Transit (BRT) are currently being planned by SANDAG, and are anticipated to be in place in the near future. BRT lines are proposed for Park Boulevard, 4th Avenue and 5th Avenue.

Balboa Park itself can be considered a public service, providing recreational opportunities to adjacent communities, visitors from the region, and to tourists. The proposed increase in park land and Park services will be increased as a result of implementation of the land use plans.

The following issues have been identified with the initiation request. If initiated, these issues, as well as others that may be identified, will be analyzed and evaluated through the plan amendment review process:

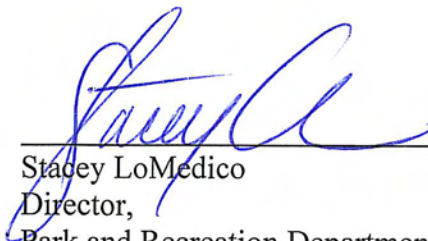
- Historic resources protection
- Universal accessibility
- Availability and accessibility of parking
- Traffic circulation and pedestrian safety
- Accessibility of public and park transit

As outlined above, the proposed plan amendments meet all of the above criteria as described; therefore, staff recommends amendments to the Balboa Park Master Plan and the Balboa Park Central Mesa Precise Plan be initiated.

Respectfully submitted,



Charles Daniels
Park Designer,
Park and Recreation Department



Stacey LoMedico
Director,
Park and Recreation Department

SL/cd

PLANNING COMMISSION RESOLUTION NO. 4640-PC

INITIATING AMENDMENTS TO THE BALBOA PARK MASTER PLAN AND CENTRAL MESA PRECISE PLAN

WHEREAS, on October 21, 2010, the Planning Commission of the City of San Diego held a public hearing for the purpose of considering a request to initiate amendments to the Balboa Park Master Plan and Central Mesa Precise Plan; and

WHEREAS, the proposed amendments would change vehicular circulation in the central area of Balboa Park, increasing the amount of available park land for pedestrian use; and

WHEREAS, the Planning Commission of the City of San Diego considered all maps, exhibits, and written documents presented for this project, and had considered the oral presentations given at the public hearing; NOW, THEREFORE:

BE IT RESOLVED that the Planning Commission of the City of San Diego determines that the proposed plan amendments meet the three criteria for initiation as described in Section LU-D.10 of the Land Use and Community Planning Element of the General Plan:

- a) **The amendment request appears to be consistent with the goals and policies of the General Plan and community plan and any community plan specific amendment criteria**
- b) **The proposed amendment provides additional public benefit to the community as compared to the existing land use designation, density/intensity range, plan policy or site design**
- c) **Public facilities appear to be available to serve the proposed increase in density/intensity, or their provision will be addressed as a component of the amendment process**

The following land use issues have been identified with the initiation request. These standard plan amendment issues, as well as others that have been and/or may be identified, will be analyzed and evaluated through the community plan amendment review process:

1. Historic resource protection
2. Universal accessibility
3. Availability and accessibility of parking
4. Traffic circulation and pedestrian safety
5. Accessibility of public and park transit
6. Consider all alternatives
7. Consider aesthetics
8. Provide parking below grade
9. Consider future phasing
10. Explore opportunities for future transit stations, particularly along Park Blvd.

BE IT FURTHER RESOLVED by the Planning Commission of the City of San Diego that it hereby initiates the requested Community Plan amendments; and

BE IT FURTHER RESOLVED by the Planning Commission of the City of San Diego, that the initiation of plan amendments in no way confers adoption of plan amendments, that neither staff nor the Planning Commission is committed to recommend in favor or denial of the proposed amendments, and the City Council is not committed to adopt or deny the proposed amendments.



Charles Daniels
Park Designer, Park and Recreation Department



Brenda Clark
Legislative Recorder

Initiated: October 21, 2010

By a vote of: 6-0-0

RESPONSE TO COMMUNITY PLAN AMENDMENT INITIATION ISSUES

The following are issues the Planning Commission put forward at Community Plan Amendment initiation with responses on how these issues have been addressed by the project.

1. *Historic resource protection*

The design has been guided by substantial new historic research developed by Heritage Architecture and the EIR consultant Christopher VerPlanck. This research has influenced the design of virtually every element of the project and further has provided a factual basis for the historic condition of park elements and landscapes during the 1915 Exposition.

2. *Universal accessibility*

The design team met three times with the disabled community and sought input on accessibility and universal design features from the project outset. On April 12, 2012, the Mayors Committee on Disability representing the disabled community voted unanimously to support the project, and commended the Plaza de Panama Project design team for going above and beyond the minimum required by law.

3. *Availability and accessibility of parking*

The 800 stall parking structure, centrally located south of the organ pavilion increases parking capacity in the core of the park by approximately 270 spaces. The proposed centralized parking facility provides a reliable reservoir of parking and curtails traffic circulation within the park as vehicles search for parking in multiple lots under the current condition. The new parking and remote parking lots, such as the Federal Lot and Inspiration Point, are made more accessible to pedestrians and the disabled via a free accessible tram connecting the Palisades to the Plaza de Panama.. Increased ADA parking within the parking structure and dedicated in the Alcazar lot provides increased capacity for Disabled visitors.

4. *Traffic circulation and pedestrian safety*

By separating pedestrian circulation and access from vehicles, the project reduces the number of pedestrian/vehicle conflicts in the core of the park from 20 to 6 total locations. In addition, the volume of traffic at each of these crossings is reduced from existing of approximately 5000 vehicles at the peak hour to approximately 2500.

5. *Accessibility of public and park transit*

The proposed underground garage will be connected to the Plaza de Panama by a free, accessible tram. The route of the tram is designed to expand as needed. Public transit will remain accessible on 6th Avenue and Park Boulevard; however the configuration of the project roadways would also

support the potential for public transit to pass through the park, with minimum pedestrian conflict, along the Centennial Bridge and Road.

6. Consider all alternatives

The project team has held over 180 outreach meetings including all nearby community planning groups and 17 meetings of the Balboa Park Committee. More than 20 alternatives were brought forward through this process, most of which were submitted by members of the public. Thirteen of these alternatives were fully evaluated in the DEIR.

7. Consider aesthetics

Aesthetic values have been a primary focus of the project team. Vicki Estrada of Estrada Land Planning joined the design team specifically to enhance the team's understanding and design of the aesthetic traditions of the park. Her input has resulted in modifications to the design of the rooftop park and adjacent pedestrian promenade. Numerous other design modifications have been implemented to the Centennial Bridge, Alcazar Lot, and plazas over the course of the project in response to public input.

8. Provide parking below grade

The entire parking garage is underground and fully covered with nearly two acres of usable public park space which is at grade with surrounding public areas. Consistent with the Central Mesa Precise Plan, the naturally ventilated, below grade parking structure offers maximum capacity given the site constraints and utilizes sustainable design concepts. In addition to the increased parkland, roof top amenities include picnic areas and shade structures, restroom facilities, and a visitor's center.

9. Consider future phasing

The configuration of the project purposefully establishes the opportunity for future expansion of park spaces, including removal of parking from the Palisades to reclaim that plaza for pedestrian use. By aligning Centennial road consistent with the Central Mesa Precise Plan, pedestrian areas and traffic circulation created by the project are coordinated with the future reclamation of the Palisades.

10. Explore opportunities for future transit stations, particularly along Park Boulevard

The project supports connections to regional transit in two ways. First, the free accessible tram that is proposed is capable of crossing Park Boulevard to connect directly with public transit. Second, the configuration of the project roadways also supports the potential for public transit to pass through the park with minimum pedestrian conflict, along the Centennial Bridge and Road.

ATTACHMENT O

PLEASE SEE SEPARATE ATTACHMENT FOR ATTACHMENT O.

CENTRE CITY ADVISORY COMMITTEE MINUTES OF THE MEETING November 09, 2011

Call to Order: Chair Bill Keller @ 5:16 pm

Roll Call: Cindy Blair (standing in for Secretary Laura Garrett) announced that 20 of 24 members were present, constituting a quorum.

Members Present @ Call to Order (19): Cindy Blair, Diana Clark, Debbie Carrigan, Mary Case, Harold Clayton, Brian Crisp, Jason Elrod, Ricardo Flores, Sal Giametta, Bill Keller, Joan Lindley, Judith Meeks, Kimberly Brewer, Kyle Peterson, David Priver, Christopher Sohaey, Kenneth Victor, Pat Stark, Jessica Cometa, Luke Vinci

Members Absent (3): Cheryl Coccaro, Laura Garrett, Scott Bohrer

Late Arrival (2): Hoss Said (5:18 pm), Sean Kronfeld (5:20 pm)

Early Departure (1): Christopher Sohaey (7:30+- pm)

2. Approval of Minutes of October 12, 2011 Meeting:

Motion: To approve 10/12/2011 minutes as written.

1st. Jason Elrod 2nd. Debbie Carrigan

	In Favor	Opposed	Abstain	Recuse
CCAC	17	0	4	0
PAC	15	0	0	0

In Favor: Blair, Carrigan, Case, Clayton, Crisp, Elrod, Meeks, Peterson, Priver, Brewer, Sohaey, Stark, Victor, Flores, Giametta, Cometa, Vinci

Opposed: None

Abstain: Clark, Keller, Lindley, Said

Late Arrivals: Kronfeld - did not vote on this item

3. Public Comments on Non-Agenda Items:

Kevin Faulkner's representative presented Certificate of Service to outgoing CCAC members Mary Case, Cheryl Coccaro (in absentia), and Hoss Said.

Frank Alessi, CCDC, also presented Certificates of Appreciation to those outgoing members.

4a. Chairperson's Report:

Chair Bill Keller

- Expressed on behalf of CCAC appreciation for service to Mary, Cheryl, and Hoss

- Expressed appreciation for attendance and speaking at Community Planning Chairs meeting to Pat Stark and Laura Garrett
- Recognized Leo Wilson, Chair of Community Planning Chairs, for his attendance this evening

4b. Elected Representative's Comments:

No representatives this evening

5. Chairperson's Subcommittee & Liaison Reports:

Cindy Blair, Pre-Design Committee (met 11-1-11)

- Information Item – YMCA proposed relocation to East Village 11th & G; Construct new facilities on CCDC parcel financed by minimum expense parcel in exchange for management/maintenance of dog park; Capital Campaign to fund building construction of Gym, Pool, Multi-use Spaces; Developer financed residential component above.
- 11th & Broadway Preliminary Review – 2 phased residential mixed use project consisting of two 31 & 32 story towers with 623 residential units, 9700 SF street level retail, 644 parking spaces; Proposed FAR 16.03 with Bonus/ TDR's
- Palantine Residential Project in Little Italy – 8 story 102 apartments, 115 parking spaces bounded by Columbia, State, Fir, and Elm; 7 deviations requested including LISA (Little Italy Sun Access) overlay zone.
- These projects will come before CCAC at a future date.

Pat Stark, Finance (has not met since last CCAC meeting)

- Oral Arguments at California Supreme Court for AB 26 & AB27 Redevelopment tomorrow; City Council Ad Hoc Committee on Redevelopment not meeting till courts resolve this issue.

Information Items

Item 6. Convention Center Expansion – Informational Presentation

Charles Black, Project Manager, San Diego Convention Center Corporation

- Expansion will have \$21 billion economic impact, foster 17M delegates, create 12500 permanent jobs
- 2007 Report: 40% said facility too small, couldn't accommodate 2 exhibit venues, 79% operating capacity
- 2009 Citizens task force – rejected consideration of a non- contiguous center (like use of a nearby stadium); proposal program included 1 floor contiguous facility; will generate 25 primary events: 250k attendees; 121M hotel sales; 698M total economic impact
- Ventrus – Civitas proposed breakthrough design including 750k contiguous exhibit space at grade; 2 levels + mezzanine – ballroom overlooking bay; largest facility on west coast; creating 3.1 acres new public realm
- Guiding examples include Olympic Park, Hi-Line Park, Bryant Park
- Strong access to space : 6 points surrounding

- Sustainability: Reuse water from 400K gallons daily de-watering system for landscaping, use native plants like coastal chaparral Cost: 550M estimate
- Schedule: EIR summer 2012; Coastal Commission permit early 2013, Construction Completion 2016
- Financing: new revenues produced by expansion will pay for expansion; city to review plan December 5

Committee Discussion:

- Bill Keller: Describe financing?
 - Black: Mello-Roos District for hotels – weighted by hotel contribution/ proximity in 3 tiered areas
 - Chargers want funds for new stadium as part
 - New TOT - 25% earmarked for project
 - Tax increment – on demand side
- Pat Stark: does lodging industry need to vote by then?
- Kyle Peterson: retail/ pedestrian access?
 - Black: Relocation of truck access allows 25' roadway, retail along pedestrian way –
 - Peterson: Needs more research to ensure activation
- Ken Victor: consider physically active ideas for public spaces – skating, etc.
 - Black: Bike rentals, etc., considered; only 30' depth limits retail options
 - Victor – concern about architectural flow, non-continuation of rounded exterior forms, existing iconic structures
 - Black: didn't want to compete, complementary instead
- Brian Crisp: how much of existing structure demolished?; Impressed w/ use of green roof – hummingbirds, etc.
 - Black: Very little to be demolished– just truck dock space for exhibit hall; more modification to existing systems
 - Black: Roof is filtration system for water to bay hopefully

Item 7. 2011 CCAC Annual Election – October 24, 25

Brandon Nichols, CCDC

- Welcome to new members in audience; thanks to Lorena Cordova for major role in elections management.

Item 8. Project Updates

Brad Richter, CCDC

- Tomorrow 9am arguments regarding Redevelopment laws heard before California Supreme Court
- Downtown Design Guidelines and Amendments to PDO scheduled for hearing before City Council 11/15
- Quiet Zone in process; completion anticipated in Feb/March 2012
- Broadstone and Ariel Suites in Little Italy anticipated to start construction within 60 days

- 13th & Market in East Village anticipated to start construction within 60 days
- Fat City Lofts; hearing delayed till January
- Promotions: Lorena Cordova – Assistant Planner; Brandon Nichols, Lucy Contreras – Senior Planners
- St. Cecilia’s projected use as restaurant upheld and continuing negotiations
- Response to Kyle Peterson’s question– iron fencing installed along certain roadways as part of Quiet Zone intersection pedestrian protection

Lorena Cordova, CCDC

- Reported that the hearing officer approved the CUPs for Flyght – off-site alcohol sales, TGI Friday’s – for live entertainment, Greystone The Steakhouse – for non-amplified live entertainment, Mariscos El Pulpo – for live entertainment, Funky Garcias – for live entertainment and dancing and The Corner for live entertainment and dancing.
- Reported that the CUP application for Vineagogo Lockers in the Marina has been withdrawn.
- Reported that the Neighborhood Use Permit to allow an outdoor patio for Queenstown Public House, a proposed restaurant in Little Italy had been approved by staff and we are waiting for the end of the appeal period but we anticipate an appeal of staff’s decision.

Consent Items

Item 9. United States General Services Administration – Childcare Lease –

Motion: To approve as written - By acclimation

	In Favor	Opposed	Abstain	Recuse
CCAC	20	0	1	1
PAC	18	0	0	0

In Favor: Blair, Carrigan, Case, Clark, Clayton, Crisp, Elrod, Lindley, Meeks, Peterson, Priver, Said, Brewer, Sohaey, Stark, Victor, Giametta, Kronfeld, Cometa, Vinci

Opposed: None

Abstain: Keller

Recuse: Flores

Action Items

Item 10. Midterm CCAC Election

Sole Candidates for two vacant CCAC seats introduced themselves:

- Todd Blakesley: San Diego Repertory Theater, interested in Arts Seat; conduit to all cultural arts; keep them apprised
- Pablo Collin, AVRPA Architects, East Village Business Owner

Motion: To approve Todd Blakesley, Cultural Seat, and Pablo Collin, East Village Business Owner Seat - By acclimation

	In Favor	Opposed	Abstain	Recuse
CCAC	21	0	1	0
PAC	19	0	0	0

In Favor: Blair, Carrigan, Case, Clark, Clayton, Crisp, Elrod, Flores, Lindley, Meeks, Peterson, Priver, Said, Brewer, Sohaey, Stark, Victor, Giametta, Kronfeld, Cometa, Vinci

Opposed: None

Abstain: Keller

Recuse: None

Item 11. Balboa Park Plaza De Panama, Circulation & Parking Structure Project

Presentation By: Gerry Braun (GB), Director of Special Projects San Diego and Mark Johnson, Civitas – in Favor

- Park has great relationship with surrounding community except downtown.
- Goal: make park for people
- Project components (also called “Jacobs Plan”): restoration of Plaza de Panama, tram, new parking garage,
- Proposal: reroute traffic patterns via bypass bridge extending from Laurel Street Bridge to new intersection west of Plaza, continuing south of museum, through Acazar parking lot and under walkway to parking garage; 150’ wide plaza deck, reclaiming 6.2 acres park space
- Existing Conditions Today: 11 intersections, 2500K pedestrians, 5K cars day; 1/3 cars 1K circling around in park trying to find parking
- Forest of eucalyptus around bridge focus eye on tower; plant around new bridge extension
- California restored paving; Prado restored tree-lined walkway; Plaza restored with/ shallow reflecting pools (dry for festivals), retain central fountain now accessible; Organ pavilion Prado restored walkway/ tram Pan American road; parking area 3 levels deep open 1 side park on top and level w/ International Cottages; Alcazar parking lot now drop off area; cohesive without cars
- Next Step: EIR released in January with many options studied; hope for City Council by July

Presentation by: Bruce Coons, SOHO – Opposed

- Goodhue’s renderings show exposed Museum a focal point; National Landmark application characterizes Cabrillo Bridge and iconic view of Fantasy Spanish City, with Museum’s south & west exposures built as San Gabriel Mission. Bypass Bridge will change all that. Other concerns:
 - Alcazar lot currently depressed; will be raised to garden level, much going on
 - Massive project for replacement of 55 spaces
 - Coalition of 28 groups support Precise Plan with managed traffic thru plaza; could be auto free at certain times; public like drive thru; can add 70 more spaces behind museums; good starting point for 2015 – can always add bridge later; try the flexibility to see how it works
 - City Heights & 3 other planning groups including C3 have voted against proposed plan – too invasive, for net increase of 160 spaces, no real

restoration- bring back lawns

- Financing
 - Braun – Financing Plan – \$39-40M – raised from philanthropists; parking structure by bonds, and fund tram, operations, and maintenance; Economic study says will work
 - Koons – Implementation of Precise Plan would cost less than \$1M

Public Comment:

In Favor

- Michael Seidel: Bankers Hill Community Development Corporation representing surrounding neighborhoods (40 people) feel plan is brilliant; 100% for it
- Leo Wilson, Uptown Planners (and Bankers Hill resident) : 8-5 to support,: since trees now obscure Museum facades, should remain and supplement; bypass needs trees; private donors have improved park over last 40 years so no longer dangerous; don't close Laurel Street bridge as would impact Bankers Hill w/ all the parking; Recommends making Bypass Bridge more aesthetic in next phase
- Michael Hager, President of Museum Association: Endorse plan; ironic that SOHO arguing for cars in park; most exciting plan in 20 years
- Jim Kidrick, President Air & Space Museum: strongly encourage plan approval including Bypass Bridge, etc.
- Rob Sidner, Director Mengai Museum: entire Board voted for Jacobs plan; visionary - respects past while responding to present needs
- Bahija Hamraz, Downtown San Diego Partnership: strongly support

No Opinion

- Gary Smith, Pres. Downtown Residents Group: takes no official position outside of downtown redevelopment area

Opposed

- Judy Swink, C3: involved in Master Plan/ Precise Plan Process; support removal of parking but oppose bypass;
 - support 1 way across Laurel Street bridge, then traffic southwest across Plaza de Panama
 - no position on parking structure; want us to oppose/ go for flexibility to try out Precise Plan
- Alana Koons, SOHO: Want to remove parking from Plaza; replace those existing 55 spaces w/ 70 new spaces behind existing museums; U.S. Secretary of Standards (which regulates Historical Register elements) demands "reversible" improvements; bridge looks like highway, therefore is; SOHOSandiego.org- shows other Park Plan Options
- Jay Shumaker, architect: can't support Jacobs plan; over- engineered to problem (density) we don't have; Large piazza spaces can be too large and uninhabited; consider smaller piazza in front of Timkin Museum with traffic allowed thru southwest corner of plaza
- Jarvis Ross, resident, fine art/ historian: almost all support removal of parking Plaza de Panama; concern about price for parking garage; major opposition to Bypass Bridge; shut down Cabrillo bridge for special occasions; direct conflict to Historic Register Standards

- Dan Soderberg, Neighborhood Historic Preservation Coalition: Oppose; non-compatible, creates more traffic; poor cost to benefit ratio; call for willingness to compromise and negotiate

Committee Clarification:

- Jason Elrod, CCAC: 26 member Museums Association, East Village Association support; this is important regional and national asset
- Jessica Cometa: Why didn't Precise Plan move forward?
 - GB – cost estimated at 7M; if Alcazar Plaza touched then ADA upgrades required; SOHO disputes cost and problem
- Kyle Peterson: Cost for Bypass Bridge?
 - GB: \$4M
 - What about the many people that cross into Palm Canyon?
 - GB – would have to go down new promenade
 - Any study for new parking with angled parking along main artery;
 - GB – 100; SOHO – 200 if 6th ave restriped; parking garage 800
- Brian Crisp – summarize financing;
 - GB – Parking garage 25M bonds for parking garage, ops, maintenance
- Jessica: consider using tax credits
 - GB – wouldn't apply
- Diana Clark: How will tram work w/ pedestrians?
 - GB – 3 trams, slow moving multi-car with easy on/ off
- Pat Stark: how to manage traffic crossing?
 - GB: lanes narrow, roads curving, 15 MPH speed limit
- Kim Brewer: How is parking garage funded?
 - Financing

COMMENTS

- Ken Victor: Need cars in park, minimize car use with one way as interim solution; want free parking rather than spending all this money to be more pedestrian friendly
- Harold Clayton: Would alternative raise any parking fees?

Substitute Motion: To support Precise Plan, adding specific enhancement for Bay to Park Link.

1st. Kyle Peterson 2nd. Hoss Said

- Kyle Peterson – In Favor: Think in terms of downtown which otherwise has little connection with Park; remember Daniel Burnham (famous landscape planner) – “make no little plans”;
- Pat Stark – Oppose: Design not fully complete; Jacobs best plan for modified use of car traffic thru park
- David Priver – Oppose: We're not empowered to modify or construct new plan
- Luke Vinci – Oppose: People tend to be scared of change but cars a part of our life, Jacobs plan supports autos thru park
- Cindy Blair: Conflicted – While Jacobs plan a great “future big idea”, the Precise Plan implements many features of that plan at less cost, while not precluding the addition of the “Bypass Bridge” in the future when warranted.

	In Favor	Opposed	Abstain	Recuse
CCAC	8	12	3	0

PAC	7	11	0	0
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In Favor: Blair, Clark, Clayton, Meeks, Peterson, Said, Brewer, Victor
 Opposed: Carrigan, Case, Crisp, Lindley, Priver, Stark, Flores, Giametta, Kronfeld, Cometa, Vinci, Collins
 Abstain: Blakesley, Elrod, Keller

Motion: To support Jacobs Plan, but work to make bypass bridge more aesthetically pleasing.

- 1st. Sal Giametta 2nd. Luke Vinci
- > David Priver – Favor: respect for Jacobs; turn Balboa Park into iconic place;

	In Favor	Opposed	Abstain	Recuse
CCAC	12	7	3	0
PAC	11	6	0	0

In Favor: Carrigan, Clayton, Crisp, Lindley, Priver, Stark, Flores, Giametta, Kronfeld, Commeta, Vinci
 Opposed: Blair, Clark, Meeks, Peterson, Said, Brewer, Victor
 Abstain: Blakesley, Elrod, Keller

Item 12. Jack-In-The-Box (1110 C Street)

Presentation by Lucy Contreras, CCD: Staff does not support demolishing existing non-conforming structure to replace with new non-conforming structure; Area supports Min FAR 6.0, Max 10; Proposal requests 0.21 FAR, much less dense than General Plan promotes; substituting new building for old

Proposer: Dan Hom, President of Focuscom; Mike Hogenboom and David Lundy, Jack in the Box, Inc.

- > San Diego based hamburger chain, 3100 employees; 31st Jack In the Box
- > Support many local community charities, including student activities
- > 28 year remaining on lease; 46 years here; investing \$1.7 M
- > Highest crime rate area/ blighted over the years
- > Proposing smaller footprint; not a developer; focus on what we do well
- > Del Taco and Firestone recently remodeled and upgraded

Public Comment:

- > Gary Smith, Downtown Resident Group: is it going away?; with adjacent redevelopment won't this building then stay for a long time?

Committee Clarification:

- > Sal Giametta: Confirmed 28 years left
- > Kyle Peterson: Any proposed deviations will result in better building/site than current?
 - o Lucy clarified CCAC needs to determine if this is better than community plan;
 - o David Lundy – new building will be better than what is out there
- > Ricardo Flores: Met with group as East Village rep
- > Pat Stark: Couldn't you just do a major remodel without reviewing thru us?
 - o Lucy: did explore remodel of 80% but too much; could renovate exterior;

Jack's choice to go for new building

Motion: To approve support staff recommendation to decline approval.

1st. David Priver 2nd. Kyle Peterson

- Priver: Support – should support Community Plan; effects of this site long-term
- Giametta: oppose; current condition bad, if corner can be upgraded it should be
 - Lucy – evaluate in terms of long term goals/plans for downtown
- Vinci: oppose, looks like strip mall, doesn't belong downtown, but this area isn't
- Peterson: support, egregious if flagship, but looks like every other store
- Keller: Burger King partnered w/ high-rise
- Clark: support; Jack won't leave store looking back even if we don't let them rebuild
- Clayton: Del Taco and Firestone look much better; similar façade upgrade
 - Lucy: difference is that these remodels are not new construction, but cosmetic
- Brewer: Why demolish?
 - Nicki- with smaller footprint, smaller kitchen & dining ;
 - Hom – a lot of inefficiencies in building over the years; property is 100 x 100
- Elrod: aren't going anywhere w/ 28 year lease; remodel would be inferior

	In Favor	Opposed	Abstain	Recuse
CCAC	6	13	3	1
PAC	5	12	3	1

In Favor: Carrigan, Clark, Collins, Meeks, Peterson, Priver

Opposed: Case, Clayton, Crisp, Elrod, Lindley, Brewer, Stark, Victor, Flores, Giametta, Kronfeld, Cometa, Vinci

Abstain: Blair, Keller, Blakesley

Recuse: Said

Motion: To approve support for Jack-In-Box proposed new building on existing site.

1st. Ken Victor 2nd. Brian Crisp

Discussion:

- Peterson opposed, suburban planning at its best

	In Favor	Opposed	Abstain	Recuse
CCAC	13	7	2	1
PAC	12	6	2	1

In Favor: Case, Clayton, Crisp, Elrod, Lindley, Brewer, Stark, Victor, Flores, Giametta, Kronfeld, Cometa, Vinci

Opposed: Blair, Carrigan, Clark, Collins, Meeks, Peterson, Priver

Abstain: Keller, Blakesley

Recuse: Said

Item 13. 13th & C – Extension of Centre City Development Permit/ Variance No. 2006-61 – East Village Redevelopment District

Presentation by Lucy Contreras, CCDC: Extension of existing development permit for 3 years, no changes to project from original design or scope; Variance FAR 6 to 4, required 20' setback from active fault; still opportunity for park plaza to extend to other blocks; conforms to PDO.

Sean Schmidt, 13th & C representative/ Wilmark Communities: Economic downturn postponed 13th 7 C project; note that Vantage Point converted to apartments in lieu of condos due to economy

Public Comment: None

Committee:

- Pat Stark, concern about all projects with continued extensions
 - Lucy extension valid only for (1) 3 year period

Motion: To approve support staff recommendation

1st. Pat Stark 2nd. Diana Clark

	In Favor	Opposed	Abstain	Recuse
CCAC	20	1	2	0
PAC	19	0	2	0

In Favor: Blair, Case, Clark, Clayton, Collins, Crisp, Elrod, Lindley, Meeks, Peterson, Priver, Said, Brewer, Stark, Victor, Giametta, Kronfeld, Cometa, Vinci

Opposed: Carrigan

Abstain: Blakesley, Keller

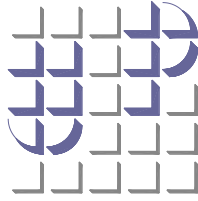
Item 14. Potential Amendments to the Centre City Planned District Ordinance – by Gary Smith, Downtown Residents Group

Continued to next meeting

Item 15. Potential Agenda Items and Member Comments

- Joan Lindley – Farewell; thank you to all for great experience
- Redevelopment 101 – December 7, 2011
- December 14 next CCAC meeting

Adjournment: Chair Bill Keller @ 8:30 pm



UPTOWN PLANNERS
 MEMORANDUM OF MOTION
 APPROVED ON FEBRUARY 16, 2012
 BY THE BOARD OF UPTOWN PLANNERS

Motion Approved By Uptown Planners on February 16, 2012:

Uptown Planners duly noticed a special meeting on February 16, 2012 to discuss the Plaza de Panama Circulation and Parking Structure Project, as fully described below. Approximately 80-90 individuals attended the meeting; 19 spoke at public comment. The Applicant was present and made a presentation.

1. **PLAZA DE PANAMA CIRCULATION & PARKING STRUCTURE PROJECT BALBOA PARK MASTER PLAN AMENDMENT, CENTRAL MESA PRECISE PLAN AMENDMENT, SDP; REVIEW/ COMMENTS ON DRAFT EIR** – Balboa Park – Site Development Permit (SDP) to implement the Balboa Park Plaza de Panama Project. Notice of Draft EIR issued on January 23, 2012; comments are due by March 8, 2012.

Project goals include rehabilitation of the Plaza de Panama consistent with the original vision of a ceremonial plaza and gathering space by eliminating vehicle traffic from Plaza de Panama, El Prado, Plaza de Panama and the Esplanade. Project elements include:

1. **Plaza de Panama:** Eliminate automobile traffic from the Plaza de Panama and adjacent promenades and remove parking from the Plaza.
2. **El Prado and Plaza de Panama:** Allow pedestrian use of El Prado and Plaza de California by re-routing traffic to the bypass bridge.
3. **Bypass Road and Bridge:** Construction of a new two-way bypass road starting at the east end of the Cabrillo Bridge and continuing through the eucalyptus grove around the southwest corner of the Museum of Man to the Alcazar Parking Lot.
4. **Alcazar Parking Lot and Walkway:** Redesign the Alcazar Parking Lot to provide additional accessible parking as well as passenger drop-off, museum loading, and valet.
5. **Esplanade & Pan American Road:** Reclaim both the Esplanade and Pan American Road for pedestrian access by rerouting vehicle traffic west of Pan American Road.
6. **Parking Structure and Roof-top Park:** Construct a new parking structure with a roof-top park and garden at the location of an existing Organ Pavilion surface parking lot. The new three level underground structure that is 265,242 square-feet in size, and will have 785 parking spaces. The new rooftop park would consist of 97,000 square-feet.

A motion by Butler, seconded by Mellos, was passed stating: "Having reviewed the draft EIR for the project, Uptown Planners supports the Plaza de Panama project as proposed by Dr. Irwin Jacob and the Plaza de Panama Committee."

Voting in Favor 9 Voting Against 5 Abstaining 1 (non-voting chair)

IN FAVOR: Butler, Mellos, Pesqueira, Dahl, Winney, Tablang, Jaworski, Bonner, Seidel

AGAINST: O'Dea, Adler, Lamb, Ferrier, Bonn

ABSTENTION: Wilson (non-voting chair)

ABSENT: Liddell, Grinchuk (who submitted letter in support as public comment)

Leo Wilson
Chair, Uptown Planners

ATTACHMENT R

**Greater Golden Hill Planning Committee
Balboa Park Clubhouse
San Diego, California 92102**

March 15, 2012

E. Shearer-Nguyen, Environmental Planner
City of San Diego Development Services Center
1222 First Avenue, MS 501
San Diego, California 92101

RE: Plaza de Panama Draft EIR

This letter is notify you of action taken by the Greater Golden Hill Planning Committee at the March 14, 2012 meeting. We approved the following motion (on a 8 yes, 5 no, 2 abstaining vote):

"To support Alternative 4Biii from the Draft Environmental Report."

Here is the text of Alternative 4Biii:

Modified Precise Plan without Parking Structure Alternative (Alt 4Biii)

The Modified Precise Plan without Parking Structure Alternative would route two-way vehicular traffic along El Prado to the southwest corner of the Plaza de Panama, adjacent to the Mingei International Museum. Valet and passenger drop-offs and tram stop would be provided within the Plaza. Most of the Plaza de Panama and the eastern half of the Mall would be pedestrianized with this alternative. To replace the parking removed from the Plaza de Panama, an equal number of new parking spaces would be created in existing parking lots behind Park institutions and along existing interior streets. The Organ Pavilion parking lot would remain in its existing condition. The ADA parking spaces removed from the Plaza de Panama would be recovered through minor regrading and restriping the Alcazar parking lot (along with the removal of two maintenance sheds at the western edge of the lot); and the creation of additional spaces within the Organ Pavilion parking lot, the areas behind the Museum of Photographic Arts and the Model Railroad Museum, adjacent the southern border of the San Diego Zoo and Old Globe Way. The existing one-way access drives into the Alcazar parking lot would be retained.

At the July 13, 2011 meeting, the Greater Golden Hill Planning Committee approved the following motion (on a 10 yes, 3 no vote):

"To oppose the "bypass bridge" off of the historic Cabrillo Bridge embodied in the current Jacobs plan for Balboa Park"

Please use this information to inform your decision on the project.

Sincerely,

Marie Skillman
Secretary
Greater Golden Hill Planning Committee

cc: Mayor Jerry Sanders
Councilmember Todd Gloria
Councilmember David Alvarez



NORTH PARK PLANNING COMMITTEE

northparkplanning.org

April 17, 2012

Following nearly two years of attending the applicant's presentations, studying, analyzing and debating the Proposed Plaza de Panama, Circulation and Parking Structure Project, The North Park Planning Committee finds the following:

- 1) Per the General Plan Land Use element, Sec LU-D.10, the proposed Plan Amendments must be "consistent with the goals and policies of the General Plan and Community Plan" NPPC finds that there are basic inconsistencies with existing goals and policies adopted within the City's General Plan, Balboa Park Master Plan and Central Mesa Precise Plan, as outlined in detail in NPPC's March 14, 2012 letter to Mayor Sanders. Key issues include:
 - An intrusive bypass bridge and road in non-compliance with the General Plan's Historic Preservation, Urban Design, and Recreation Elements in terms of historic preservation goals
 - Excessive and unnecessary grading and use of retaining walls and other elements
 - Overtly project-specific amendments which jeopardize future approval of superior alternatives should the proposed project not go forward
 - Inappropriate use of the plan amendment process for fundamental land use changes that merit comprehensive plan updates.
 - Introducing parking fees at the Organ Pavilion parking garage that will create significant impacts to the surrounding no-fee parking lots;
 - Creating substantial general fund liabilities for City taxpayers to repay the parking garage bonds if the project's estimated parking garage occupancy levels of 77% cannot be sustained.
- 2) Proposed circulation and parking designs are in conflict with current regional park best practices which encourage relocation of centralized parking and related traffic to the park's exterior, combined with investment in Traffic Demand Management techniques within the park's interior
- 3) The three findings required by Municipal Code 126.0504 for any project to be approved or conditionally approved for a Site Development Permit (SDP) cannot be made to justify the project's adverse impacts, specifically related to historic resources
 - The proposed project will adversely affect the applicable land use plan(s). The applicant's SDP findings fail to acknowledge the General Plan's applicability to the project and thus fail to acknowledge non-compliance with the General Plan's Historic Preservation, Urban Design, and Recreation element goals, as has been concluded by City staff and documented in the Draft EIR.
 - The proposed project will be detrimental to the public health, safety, and welfare by increasing pedestrian and vehicle conflicts in the Alcazar Garden and Cabrillo Bridge/new bypass road intersection, and by relocating existing disabled parking from the Plaza de Panama to more than 800 feet away from the museum core
 - The proposed project will not comply with Land Development Code regulations (Chapters 11, 12, 13, and 14) because it will cause significant unmitigable impacts to historic resources and does not qualify for a deviation from Historical Resources Regulations under §143.0260(c).

For these reasons the North Park Planning Committee opposes the proposed Balboa Park Master Plan Amendment, Central Mesa Precise Plan Amendment, Site Development Permit and Balboa Park Plaza de Panama Circulation and Parking Structure Project.

Vidales Hilpert 11-1-0 (Cohen voting no; Granowitz recusing)