



REPORT

THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

DATE ISSUED: March 5, 2015 REPORT NO: 101

ATTENTION: Park and Recreation Board
Agenda of March 19, 2015

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

SUMMARY

Issue - Should the Park and Recreation Board approve the GDP for the Balboa Park Golf Course Clubhouse – Improvements?

Deputy Director's Recommendation - Approve the GDP for the Balboa Park Golf Course Clubhouse – Improvements.

Other Recommendations – The Design Review Committee (DRC) recommended unanimous approval of the GDP for Balboa Park Golf Course Clubhouse - Improvements on November 13, 2013. The DRC recommended approval of the GDP with the following recommendations and comments. All of the recommendations of the DRC will be incorporated into the project.

- At the realigned intersection on Golf Course Dr., use a generous turning radius and make the intersection a grand space.
- Ensure there is plenty of room at the service area to accommodate delivery trucks.
- Place roof penetrations on the new event center on the back side of the roof slope to screen them from view as people enter the building.
- Simplify the site furnishings and stay with the Cliff May design theme. They appear to be too eclectic.
- The proposed 5' wide walkway along Golf Course Dr. should be 6' wide to provide a more comfortable experience for users.

The project was presented to the Park and Recreation Board for approval on January 7, 2014. Due to concerns about the funding of pedestrian walkway/bikeway improvements from 26th to 28th Streets and traffic circulation along Golf Course Drive, the Board directed the City to present the project to the Greater Golden Hill Planning Committee as an action item and to

provide additional traffic information to the Board when returning.

The project was presented to the Greater Golden Hill Planning Committee as an action item on February 12, 2014. The Committee voted 10-0-1 to not support the project if the East Mesa Precise Plan recommendations could not be implemented. The East Mesa Precise Plan calls for a Class II multi-modal pathway from 26th to 28th Streets along Golf Course Drive, which would include separate areas for both bikes and pedestrians.

Fiscal Impact - The City's Golf Division of the Park and Recreation Department will be responsible for maintaining the improvements proposed for the Project. Maintenance of the project will be funded with Golf Course Enterprise Funds.

Water and Energy Conservation Status – The proposed project complies with all water and conservation guidelines contained in Council Policy 200-14.

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

BACKGROUND

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

The following is a brief history of the project:

- 1989 Comprehensive Master Plan for Balboa Park was approved, denoting the necessary renovation or reconstruction the clubhouse facility within the golf course.
- 1993 East Mesa Precise Plan was approved, proposing improved circulation, renovations to the clubhouse, and additional parking for the golf course.
- 1998 Commencement of the original General Development Plan for Balboa Park Golf Course Clubhouse – Improvements project.
- 2000 Designation of the Balboa Park Municipal Golf Course Clubhouse as a Historic Landmark (HRB #564), resulting in the project being placed on hold.
- 2012 Re-initiation of the General Development Plan for the Balboa Park Golf Course Clubhouse – Improvements project.

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

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

Meetings during the initial analysis phase were held with golf course users, the surrounding community of greater Golden Hills, park planning and golf course superintendent and administration staff. The purpose, goals and objectives of the General Development Plan were reviewed, and input was received regarding the desires of these groups.

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

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

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

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

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

The project was then brought back to the Balboa Park Committee as an action item on September 5, 2013, showing a pedestrian connection from 26th to 28th Streets along Golf Course Drive. The Committee had concerns about the City's ability to construct the pedestrian pathway along Golf Course Drive from 26th to 28th Streets concurrently with construction of the new clubhouse. The Committee did not take action at that time; rather, they requested the project be brought back to the Committee once the City had investigated funding options to complete the pedestrian pathway/bikeway concurrently with construction of the overall project.

The project was again presented to the Balboa Park Committee on November 7, 2013 as an action item. A pedestrian pathway connecting 26th to 28th Street was shown on the GDP along the north and west sides of Golf Course Drive. The addition of a Class III bike sharrow lane (consistent with the City's Bicycle Master Plan), where bikes and automobiles share the roadway, was proposed along the entirety of Golf Course Drive. The City explored utilizing Regional Park Improvement Funds (RPIF) to complete the pedestrian pathway. These funds remain a possible source of funding for the pedestrian walkway into the future. The City has added the pedestrian walkway funding to the Park and Recreation Department's RPIF 5-Year Recommended Allocation list. While the City Attorney's Office has opined that Golf Course Enterprise Funds (the primary source of funding for the clubhouse project) cannot be used to fund the pedestrian pathway in its entirety of Golf Course Drive from 26th to 28th Street, these funds can be used to construct the pathway/bikeway through the project site. Therefore, the City committed to building the pathway/bikeway through the project boundaries only. The project was approved by a vote of 3-1-1.

On March 18, 2014 the North Park Planning Committee voted 12-0-1 to recommend denial of the project until such time that a parking and circulation plan is put in place to mitigate the projected increase in use of Golf Course Drive due to impacts created by the new facility and to expedite improvements to the roadway as part of the project. The Committee also recommended way finding signage and adequate lighting along Golf Course Drive.

A traffic study was completed as a part of the GDP process. The study showed that the project is calculated to not have any significant traffic impacts at any of the project intersection or roadways. Level of Service (LOS) B or better was calculated for existing and proposed project conditions. In addition, the blind curve along Golf Course Drive is being eliminated, and the roadway will be realigned as a part of the project; thus assisting with safety concerns along Golf Course Drive.

Further studies are required in order to determine impacts and costs associated with placing a walkway/bikeway along Golf Course Drive from 26th to 28th Streets. Golf Course Drive traverses Balboa Park through environmentally sensitive areas, including running adjacent to a bale landfill site. Therefore, further biological studies are required for areas that may be impacted, in addition to coordination with Environmental Services on requirements of the bale landfill site. Further traffic

studies, geotechnical reports (assuming walls may be required if the roadway is expanded), drainage studies, and other water quality technical reports will also be required. Therefore, it was suggested that a Feasibility Study along Golf Course Drive be completed looking at all available options, in order to assist the community in determining the impacts and costs of adding the walkway/bikeway from 26th to 28th Streets. This study will assist in determining what will ultimately be constructed to complete the connection to the community.

The Park Planning Section of the Planning Department attended the Greater Golden Hill Planning Committee on February 11th, 2015 to ask for the Committees support in using \$170,000 in Developer Impact Fees (DIF) funding for this Feasibility Study. The Committee approved the request unanimously. Therefore, it is the City's intention to follow the final recommendations of this Feasibility Study when complete and to construct the determined walkway/bikeway through the project boundaries only. Areas outside the project boundaries will be required to obtain separate funding, exclusive of Golf Enterprise Funds. The City will coordinate with the project manager of the Feasibility Study as the design/construction documents for the project are developed.

PROJECT DESCRIPTION

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

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

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

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

- A new "T" intersection at Golf Course Drive. This main entry will include a 3-way stop, entry signage, enhanced paving with the Balboa logo, and traffic calming features at the pedestrian/bike and golf cart crossings. This change in Golf Course Drive will require minor revisions to a few holes in the 9-hole golf course. This will eliminate the existing blind curve which currently exists and increase safety along Golf Course Drive.
- Approximately 300 to 350 total parking spaces are provided on site, including one commercial loading space adjacent to the service yard of the Event Center.
- Existing practice putting greens are enlarged, and a new practice putting green is provided adjacent to the new Restrooms building and the cart staging area. The number of driving range tee boxes has also been expanded.

- Golf cart storage and battery charging is provided in the basement below the Event Center, accessible by a cart ramp on the east side. Cart staging areas are provided in the plaza across from where the ramp connects with the main cart path, and in the plaza area between the existing clubhouse and the new Restrooms building.
- A 26 ft. wide portion of the pedestrian plaza just south of the existing clubhouse will serve as a fire lane for emergency equipment access. Removable bollards will be provided at the east end of this lane to prevent access to the plaza by public vehicles.
- At the first tee, a new “blue” championship tee box has been conceived near the northwest corner of the existing clubhouse at the request of golf staff, utilizing a substantial retaining wall to heighten the experience.
- A restroom building will be located between the existing clubhouse and the new restaurant/bar area.
- An Event Lawn for outdoor events is provided just west of the banquet rooms, including an “overlook” focal point at the north end for ceremonies and as a picture point.
- Extensive courtyards and patios and porches are provided to connect the amenities, to provide extensive opportunities for socializing, dining and relaxing, to capitalize on San Diego’s exceptionally fine weather.
- A conference room is provided at the northeast corner of the Event Center, adjacent to the new kitchen, allowing for convenient catering if desired. This room will be available for public reservation for community meetings and conferences.
- The new commercial kitchen has been sized to accommodate large tournaments and banquets, as well as service the restaurant and bar. Spacious banquet rooms feature an operable wall and sliding doors to allow partitioning into separate dining areas. This building is oriented to take full advantage of views to downtown and of the golf course.
- The cart barn basement below the Event Center will have an entrance ramp for golf carts and will include space for up to 116 carts (golf, ranger, and beverage) with sufficient ceiling height to accommodate covered carts and battery chargers.
- A new starter pavilion, cart staging area and larger practice green will be provided at the nine-hole course.
- Sustainability features, including biofiltration areas for storm water treatment.

ENVIRONMENTAL ANALYSIS

The project has been submitted to the Development Services Department (DSD) for environmental review. Project requirements as a result of the California Environmental Quality Act (CEQA) will be incorporated into the final construction documents.

ALTERNATIVES:

1. Recommend approval of the proposed GDP.
2. Recommend approval of the proposed GDP, with modifications.
3. Do not recommend approval of proposed GDP.

Respectfully submitted,

Mark Nassar, Deputy Director
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Attachments: A. General Development Plan
B. Power Point Slide Presentation
C. Clubhouse Building Program
D. Traffic Analysis

cc: Herman Parker, Director, Park & Recreation Department (MS 37C)
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