



# BALBOA PARK

land use, circulation, and parking study



## Preliminary Draft White Paper

October 31, 2003



Jones & Jones Architects and Landscape Architects, Ltd.

Civitas, Inc.

TDA, Inc.

L.J. Black Consulting Group

Milford Wayne Donaldson

HR & A

# Contents

## I. Introduction

Introduction .....	1
--------------------	---

## II. Approach

Project Approach .....	3
------------------------	---

## III. Goals

Project Goals .....	5
---------------------	---

## IV. Narrative

Land Use .....	7
Circulation .....	13
Parking Summary .....	16
Parking and the Shuttle System .....	17
Project Phasing .....	19
Economic Analysis .....	26
Plan Benefits .....	28
Plan Summary .....	29



## Primary Focus

The primary focus of the Balboa Park Land Use, Circulation, and Parking Study is to regain a balance of the Park and culture that:

- Improves the integrity of the parkland
- Supports healthy cultural institutions
- Increases public access to parkland





## Introduction

During the course of the past nine months, the Jones & Jones/Civitas planning team has researched Balboa Park's physical landscape, reviewed existing planning reports, the 1989 Master Plan, the subsequent Precise Plans, and other relevant documents. The Planning Team has also held hundreds stakeholder interviews and workshops to gather further and more detailed information about the Park and its past and current challenges, as well as to what ideas exist for addressing these issues in the future.

The Balboa Park Land Use, Circulation, and Parking Study effort has been organized in four parts: the Discovery Phase, the Findings and Options Phase, the Preliminary Draft Phase, and the Final Draft Phase.

On October 2nd, 2003, the Jones & Jones/Civitas Planning Team presented the Preliminary Draft Plan to the San Diego community at a public forum co-sponsored by the San Diego Park and Recreation Department and the Balboa Park Committee. The Preliminary Draft Plan has emerged from community and stakeholder comments and recommendation following the Planning Team's presentation of "Findings and Options" at their second public forum, in July.

At the Findings and Options forum, the Planning Team presented three Park Improvement Options for review and discussion. Community and stakeholder consensus favored Option B, referred to as the "Balanced Plan," as the best direction for guiding future Park improvement. The Planning Team was instructed to focus on the core elements included in Option B while still synthesizing some elements found in Options A and C into the Preliminary Draft Plan.

The primary focus of the Preliminary Draft Plan is to provide a framework for future improvements that regain a balance of parkland and healthy cultural institutions while maximizing public access to both.

The Balboa Park Land Use, Circulation, and Parking Study is intended as a preliminary step towards prioritizing opportunities and creating an implementation strategy to move the Plan recommendations to completion.

The Study should not be confused with previous and more detailed Park plans such as the 1989 Master Plan and the subsequent Park Precise Plans, because their intent and goals were quite different. The intent of the Land Use, Circulation, and Parking Plan is to review overall Park needs as of today (2003) and develop specific recommendations for how existing needs should be addressed in the near-term future.

As the planning process progressed over the past nine months, we have discovered that the issues and critical needs for Balboa Park haven't changed much over the past twenty-four years since the Master Plan was completed.

**Land use** issues relating to reclaiming extracted, restricted, and damaged parkland remains a high priority for the San Diego community, as well as preserving and enhancing the historic architecture and significant cultural landscapes of the Park.

**Circulation** issues, such as creating connection across the mesas, improving paths around the Park so that they are universally accessible and safe, making internal Park roads and streets more "parklike" and pedestrian-friendly, and finally reconnecting the fragmented areas within the Park to a cohesive whole, have been priorities identified in the past, and the community is still strongly supporting them.



**Parking** cars in a landscape as wonderful at Balboa Park remains a challenging issue. The unique balance of parkland and cultural institutions that make Balboa Park special requires that this challenge be met in order for these two integral needs to remain healthy and accessible. However, it is our belief that while parking and roads, infrastructure, and even utilities are necessary, they should not be the primary form-givers, nor the driving force that makes up Balboa Park's future; these important needs do have to be met while ensuring that the Park's natural and visual needs are the primary concern.

As a result of this belief, the Plan recommends concentrating parking at the Park's main entry points and building it in a way that minimizing the visual and environmental impacts to the parkland. It also calls for reclaiming the surface parking lots as people spaces, particularly the Plaza de Panama and the Pan American Plaza.

We also strongly recommend that an efficient, quiet, and clean-energy Park shuttle system be created to allow frequent and effective movement within the Park to occur, allowing ease of movement for the visitors and Park and institutional staff from parking to their destinations without reliance on individual automobiles. In this case as well, these recommendations the Park stakeholders and community remain supportive toward the implementation of these recommendations.

In fact, the Balboa Park Land Use, Circulation, and Parking Study recommendations have, for the most part, all been studied, adopted, and recommended in those previous plans of the past 24 years. Previous Master Plan and Precise Plans have been adopted by the City Council and have gone through the exhaustive Environmental Impact review process.

We have determined that funding, not public consensus or lack of a compelling illustrative plan, remains the major impediment to moving these recommendations forward.

The Balboa Park Land Use, Circulation, and Parking Study has been developed with the vision that the Park is one of San Diego's most important physical public assets. It provides a tremendous attraction to San Diego's tourist economy, generating tens of millions of dollars for the City through taxes and sales revenue. In order to preserve Balboa Park for the future, the needs of this park should be a city and regional priority.



### Project Approach

- A comprehensive approach that seeks to improve Park integrity and address land use, circulation, and parking issues concurrently.
- Encourages public transportation use, but allows for modest future increases in user traffic.
- Economic assessments to ensure funding for the implementation of the Plan elements.

#### Park Improvements

##### *Land Use/Parkland*

- Return existing Zoo surface lot to general Park use (Zoo exhibits)
- Provide Park Promenade and landscaped buffered pedestrian zone along Park Boulevard
- Remove parking from Pan-American Plaza; restore to historic pleasure garden use
- Redesign Plaza de Panama: more pedestrian-friendly
- Convert Organ pavilion surface parking to parkland
- Reclaim Arizona Landfill; return to general Park use
- Reclaim surface parking areas and I-5 perimeter of Inspiration Point; return to general Park use once garages are constructed
- Improve in-Park roadways to provide sidewalk and bike paths
- Close northern portion of Florida Canyon to vehicles; enhance canyon habitat
- Extend Park Boulevard promenade from Upas north to C Street to the south; connect to regional transit system
- Convert Alcazar surface parking to parkland

##### *Circulation/Activity Cores*

- Open north end of Spanish Village for through-pedestrian traffic
- Gateway enhancements at key entry points to Park
- New Park-wide Shuttle system concentrating on Prado/Palisades/Zoo area/Inspiration Point
- Universally accessible trail system around the perimeter of each mesa
- Universally accessible trail system around the perimeter of entire Park
- Extend Prado pedestrian axis to East Mesa via pedestrian/people-mover trolley bridge
- Strengthen transit access to East and West Mesas
- Connect Palisades & Marston Point with pedestrian bridge
- Connect Marston Point to Cortez Hill/Downtown along 8th Avenue corridor with pedestrian bridge
- Connect Inspiration Point & Golden Hill with pedestrian bridge
- Connect new archery range parking to 6th by bridge at Quince Street
- Improve Park roadway to parkways, include bike lanes and sidewalks, amenities on Pershing Drive, Upas & 26th, etc
- Connect park to regional transit network, BRT, Metro buses, and light rail system (streetcar)



### *Parking/Transit*

- Institute Employee/Volunteer Parking Management Plan
- Institute Park-wide Visitor Parking Management Plan
- Build underground car parking structure in Park Promenade area for Zoo visitors
- Build parking structure at Inspiration Point for employee parking, overflow Park users, and Palisades users
- Build terraced parking structure at archery range for Prado users
- Build 500–750-car terraced parking structure at Pepper Grove for future growth
- Build parking structure behind Hall of Champions for Palisades users / future growth
- Build Zoo employee parking lot on the northwestern edge of the existing Zoo leasehold as proposed in the Park Boulevard Promenade project
- Build 450–500-car employee parking facility off Richmond Street
- Strengthen valet parking system



## Project Goals

### Land Use Goals

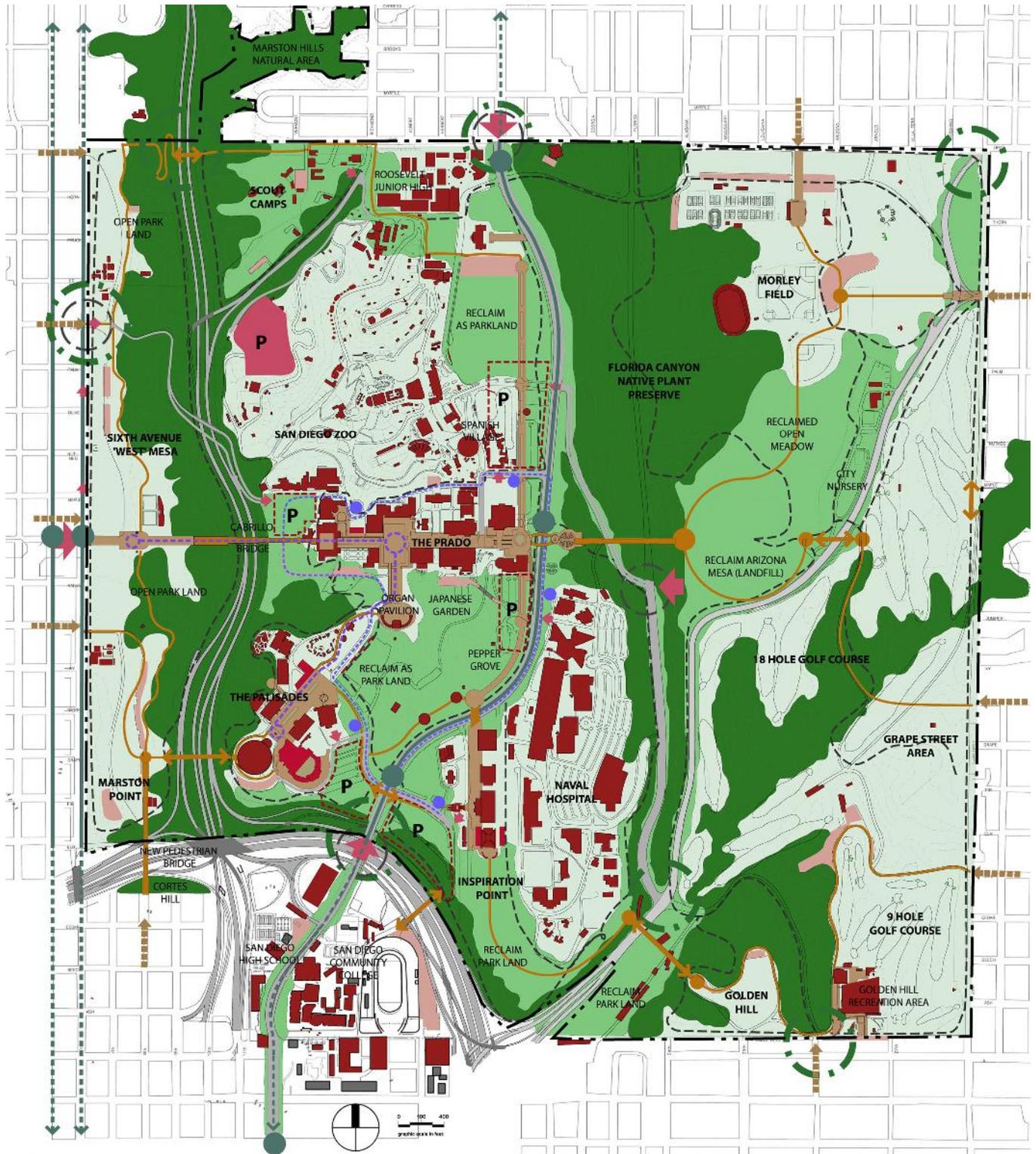
- Reclaim landscapes—net increase of usable parkland: 102 acres
  - Arizona landfill: 56 acres
  - Inspiration Point: 14.5 acres
  - Archery range: 19.5 acres
  - Reclaim pedestrian/park character of surface lots (limited parking): 32± acres (Alcazar, Plaza de Panama, Natural History, Pan American Plaza, Hall of Champions, Organ Pavilion, Inspiration Point)
- Use natural landscapes to connect
  - habitats and mesas
  - destinations and neighborhoods
- Park roads become “parkways”
  - Park Boulevard
  - Florida Drive
  - 26th, Upas, Redwood
  - Quince
  - Pershing
- Entry points become “gateways”
  - Park Avenue (North & South)
  - Pershing Way
  - Zoo Place
  - Presidents Way
  - 26th
  - Quince
  - others
- Strengthen uses at all destinations (activity cores)
  - enhance day & night activity
- Balance visitor needs with Park needs
- Reclaim restricted and extracted lands, wherever possible
- Reclaim Zoo lot for parkland (Zoo exhibits)

### Circulation Goals

- Emphasize pedestrian movement and environments
- Connect mesas across canyons
- Connect Park to neighborhoods and Downtown
- Expand accessible trails and paths throughout Park
- Provide in-Park “people mover” Trolley
  - east/west from 6th to Pershing
  - north/south from Plaza de Panama to Pan American Plaza
- Improve Park-wide wayfinding system
- Enhance Park-wide lighting system
- Extended Park Promenade with green belt (100–250 ft.)

### Parking Goals

- Rely on modest increase of public transportation
  - provide for future transit needs (BRT)
  - coordinate and connect to regional and local service with Park shuttle system
- Locate new parking garages at key access points to destination areas
- Develop and institute Park-wide employee parking management plan
- Develop and institute visitor parking management plan (including short-term parking)
- Provide shuttle service between parking and destinations
- Enhance valet parking system to encourage and support evening uses in Central Prado
- Phase expanded service to other activity areas as needed



### Illustrative Site Plan

Key			
	Vehicular Gateway		Proposed Bridge
	Park Gateway		Trails
	BRT Line/Stop		Shuttle Route
	Shuttle Stop		Parking Structure
	People Mover		Pedestrian Zone
	Pedestrian Access		



# Land Use

### Restore Parkland

The Preliminary Draft Plan has shifted the Study's emphasis from the focus on Parking as the primary shape-giver to a focus on Land Use. We believe the future improvements within Balboa Park should concentrate on re-integrating the fragmented landscapes of the Park's canyons and mesas.

The Plan calls for strengthening the connectivity of the Park's natural landscape areas primarily associated with the canyons and canyon walls and hillsides, strengthening Balboa Park's connection to the regional landscapes and habitats by minimizing Park obstructions—fencing and roadways—wherever possible.

On the mesas, we recommend reclaiming damaged and/or restricted areas such as the Arizona Landfill, surplussed/deactivated parking lots at the southern tip of Inspiration Point, other surface parking lots as new replacement structured parking is built, and areas such as service and maintenance yards, the scout camps, etc., when their current uses are no longer feasible.

### Reinforce Cultural Cores and Activity Cores

In addition to the primary cultural cores previously discussed—the Prado, the Palisades, and Inspiration Point—Balboa Park has several activity cores that need to be maintained and improved.

**Morley Field, on the East Mesa**, provides a number of important services for the community, primarily supporting active recreational uses such as the pool, tennis courts, ballfield, and velodrome.

**West Mesa/Marston Point** enjoys a more open, park-like setting that supports less formal recreation and special-even activities. It has a well-defined edge that has integrated well with the adjoining neighborhoods. However, pressure exists to

### Improvements

In all cases the cultural core land use recommendations will rely on improving the parkland around them, access to them, and in some cases providing new in-fill structures to create a better sense of enclosure as well as to allow cultural institutions modest expansion in order to remain healthy.

### Support Activity Cores with Circulation and Parking

As the internal elements of each of the activity cores or destinations improves, it is the goal of the Plan to support them with improved access. This includes providing new universally accessible pedestrian paths and trails, providing managed short-term parking, convenient pick-up/drop-off areas, and ample long-term structured parking. Valet parking service is also important to the evening activities provided by cultural institutions. The Plan anticipates that this service will remain as part of the parking solutions offered but recognizes that it's an operational issue rather than a design issue.

### Pedestrian Plazas

Reclaiming pedestrian open space is an important focus to this Study. Many of Balboa Park's most prominent areas have been lost or diminished due to the needs of automobiles. Reclaiming places such as the Plaza de Panama and the Pan American Plaza as public gathering spaces will enhance the Park visitors' experience as well as improve the physical identity of the Prado and Inspiration Point.

Other surface parking areas can be reclaimed as parkland as the new structured parking is built.



### **Landfill Reclamation**

As identified in previous planning studies, reclaiming the Arizona mesa as useful parkland is an important part of the land use strategy. The landfill site offers an opportunity to expand open space for park users as well as to improve the ecological health of the eastern portion of the Park. It will also serve as the landing point for a future pedestrian bridge connection from the Prado/rose garden area.

### **Open Restricted Areas**

Currently Balboa Park has several areas that are restricted to public access. Some of these areas, such as the scout camps, will need to be returned to open Park use when their current uses are no longer viable within the Park, while other restricted areas, such as the Park nursery, an important support component to the Park, could be improved and provide some controlled access for interpretive or educational purposes.

Two maintenance yards are also currently located within the Park: one used by the San Diego Park and Recreation Department, on a site adjacent to the Park nursery, the second located off Pershing and operated by the City's street and road maintenance crews. In the future it is important that these Park areas be returned to public use, as already adopted in the 1989 Master Plan and East Mesa Precise Plans. however, this will require new sites to be acquired by the City to allow this to occur.

### **Cultural Cores**

The Plan has three primary activity/cultural cores the recommendations focus on. These activity cores are where dynamic Park activities occur and where many of the issues identified in this Study are prevalent.



### **Prado: Cultural Core**

The Prado is the Park's well-established cultural core and is widely considered the heart of the Park. Its concentrated mix of uses, including museums, botanical gardens, plazas, restaurants, promenades, and historically significant architecture, make this area the "must see" part of Balboa Park.

The Cabrillo Bridge entry to the east is the formal gateway to Balboa Park, providing regional vistas and a grand sense of arrival.

#### **Character**

the heart of Balboa Park

#### **Strengths**

- scenic
- diverse
- active

#### **Actions**

- interpretation kiosk improvements
- strengthen pedestrian environment
- allow limited expansion capability
- strengthen services and concessions
- improve access to East Mesa
- infill with new uses
- strengthen evening hour uses





### **The Palisades: Mixed-Use Core**

The Palisades is the second-largest re-emerging activity core. Also characterized as a mixed-use area with uses that include museums, recreational facilities, Park support offices, community meeting facilities, gardens, the Starlight Bowl, and the International Cottages. The Palisades has a large central open space that was once a major plaza with fountains; this space was converted to a parking lot many years ago. The Palisades' most notable and visible structure is the Ford Building, which currently houses the Aerospace Museum; it can be seen from Downtown and other viewpoints from the south.

The Palisades area is accessed via Park Boulevard off Presidents Way or from the north via Pan American Road East.

#### **Character**

the Park's second-largest activity core—diverse mix of uses, balance of day and evening activities

#### **Strengths**

- mix of uses, desirable views to Park and region
- ease of access, extensive parking available
- distinctive architectural character

#### **Actions**

- future expansions to strengthen "sense of place"
- enhance evening uses
- improve wayfinding and interpretation kiosks
- restore and expand pedestrian environment
- enhance public services and concessions
- link to Marston Point and Inspiration Point
- reclaim damage or neglected parklands and gardens
- improve access to other Park areas not cut off by canyons and roadways





### **Inspiration Point: Mixed-Use Core**

Inspiration Point is emerging as a mixed-use activity area with cultural, administrative, recreational, and institutional uses occupying a half-dozen structures. It also has the Park's second-largest parking reservoir, which at this point in time is only marginally used by Park visitors.

Recently the Naval Hospital returned the southern tip of Inspiration Point to the City of San Diego, providing an opportunity for activity areas such as expanding Park open space and making important new links to other portions of the Park currently cut off by canyons and roadways.

Inspiration Point's strengths include its high visibility from the city, and its western edge serves as the Park's southern gateway.

#### **Character**

emerging activity area with limited uses and dominated by parking lot; less visible and under-utilized; Inspiration Point exists below its potential as a Park destination

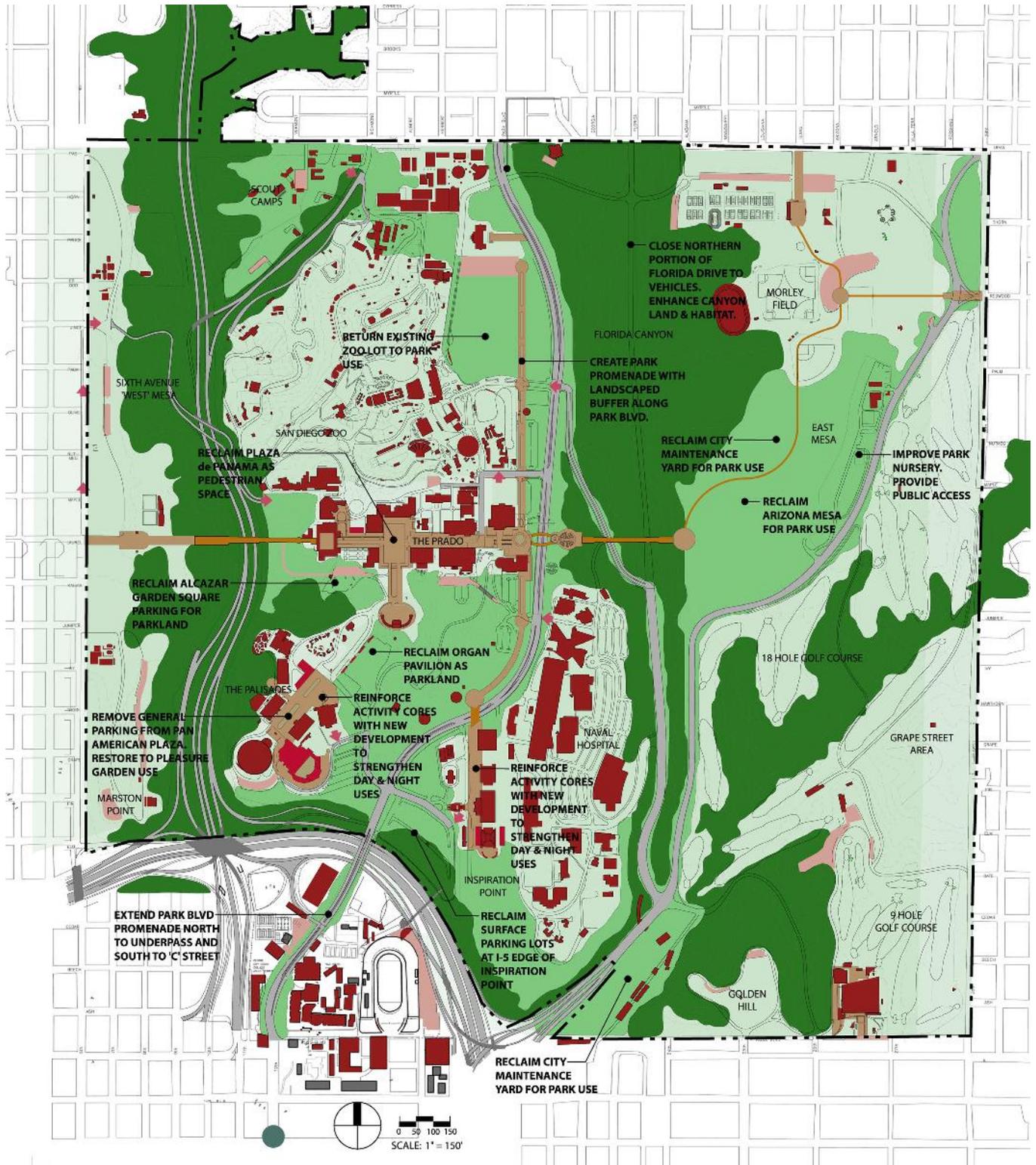
#### **Strengths**

- proximity to southern gateway and views of Downtown
- prominent architectural and landscape amenities highly accessible

#### **Actions**

- enhance buildings
- new cultural institutions
- provide food and restaurants
- increase public services
- interpretation kiosks
- gardens
- strengthen pedestrian environment
- link to Golden Hill Park and Palisades





Land Use

Key			
	Existing Structure		Existing Parkland
	Proposed Structure		Restored Nature
	Restored Parkland		Pedestrian Zone



## Circulation

### Goals

- Improve the movement to and through the Park for all, including pedestrians, bikes, blades, and motor vehicles.
- Connect destinations with accessible pedestrian paths, promenades, and trails. Minimize conflicts with automobiles to the extent possible.
- Provide connections between mesas with bridges and tie these links to the larger pedestrian path network.
- Ensure that the Park's "People Mover" trolley and shuttle system connects to the regional transit systems (buses, light rail, BRT, etc.).
- Improve the entry points into Balboa Park.
  - Gateways at entry points—establish a "parklike" experience once you set foot onto the Park land. Distinctive gateways will allow for a greater sense of Park identity than what exists today.
- **Improve roadway character.** The many streets, roads, and boulevards in Balboa Park are designed much like street/right-of-ways elsewhere in San Diego. Roadways within the Park need to be improved as parkways. The intent of this element is to slow down traffic, improve the visual experience, and make the adjacent uses safer and more inviting. Park roads should create a continuous park landscape.
- **Park Boulevard.** As an important entryway from the north and south sides of the Park, Park Boulevard should have a special character that is unique and promotes an experience consistent with the values of Balboa Park.

Although the MTDB Showcase Project, planned to pass through Balboa Park, is considered an important component for improving regional access to the Park, the Preliminary Draft Plan recommends that it not have a dedicated transit lane on Park Boulevard to assist in maximizing the vehicle's speed through it.

The BRT, like all other vehicles on Park Avenue, needs to move at speeds consistent with the parklike environment. This will be discussed in more detail later in the Plan.
- **Pershing Parkway.** Improve Pershing by adding sidewalks/bike path and center tree-lined median strip. Also provide pedestrian crosswalks at key locations.
- **26th Street, Upas, Redwood, etc.** Improve other park roadway to ensure pedestrian safety and ease of movement, including sidewalks, crosswalks, street trees, and pedestrian lighting.

### Promenades

Build on the success of the Prado Promenade and proposed Park Boulevard Promenade by expanding this concept north to Upas Street and south to Inspiration Point and eventually to the C-Street "smart corner."

In other areas of the Park, where bridges are recommended to connect the Park mesas, future promenades may be added as the need requires.



### **Bridges**

Bridges make the Park whole and will become visual landmark symbols of the Park.

The Plan recommends connecting the Prado to the rose garden with a bridge that preserves the newly renovated space while offering an exciting pedestrian experience. Once this is completed, this link allows for the larger bridge to link the Park's east side with a bridge from the rose garden to the Arizona mesa.

Other important connections include bridges from Inspiration Point to Golden Hill, from the Palisades area to Marston Point across SR163, and from Marston Point to Cortez Hill across I-5, and possibly smaller bridge structures to improve pedestrian crossing at the intersection of Park Boulevard and Presidents Way.

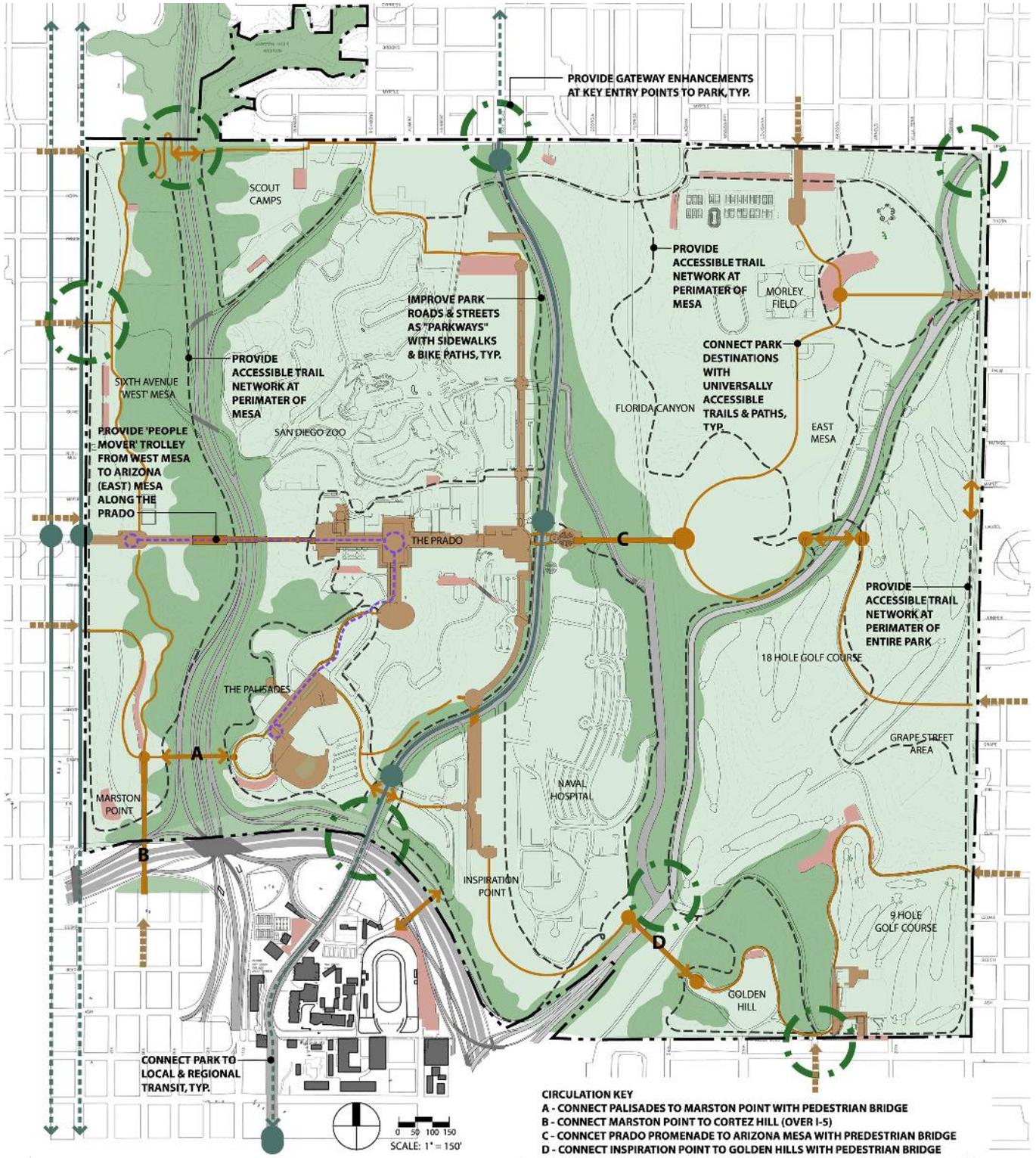
### **Orientation/Wayfinding**

Strengthen and expand park-wide signage system to facilitate better orientation for all modes of movement.

Interpretive Trails—Expand existing program of interpretive signage to new and improved Park amenities.

Information Kiosks—Provide info kiosks at key pedestrian junctures and at Park entry points.

Destination/Availability—Provide destination-based signage to the Park's main activity cores as well as to parking facilities. This can be a smart system that identifies where parking is available and where it is full.



### Circulation Plan

Key		



## Parking Summary

### **Summary of the Balboa Park Land Use, Circulation, and Parking Study's Preliminary Draft Plan's parking recommendations compared to those included in the Proposed Park Boulevard Project.**

The Balboa Park Land Use, Circulation, and Parking Study (Jones & Jones study) Preliminary Draft recommends: a) multiple structures for visitor parking to be distributed at east and west Prado, Palisades, and Inspiration Point, b) employee parking to be relocated to more distant locations, c) an efficient shuttle system to link the Park destinations with parking locations, and d) a plan to reduce vehicle traffic and enhance the pedestrian character of the plazas and corridors throughout the park. Phase 1 of the Preliminary Draft for the Balboa Park Land Use, Circulation, and Parking Study proposes new parking structures at the site of the existing Zoo lot (3200–3500 spaces, mostly for Zoo visitors), in the vicinity of the archery range to the west of the Museum of Man (700–750 spaces, mostly for Prado visitors), at Inspiration Point (1500–2000 spaces, for some Palisades visitors, overflow from all sites, and for Park and institution employees), and a Zoo employee parking lot on the northwestern edge of the existing Zoo leasehold as proposed in the Park Boulevard Promenade project. In Phase 2 of the Preliminary Draft Study, two additional parking structures are proposed just south of the R.H. Fleet Science Center and east of the Hall of Champions, as visitor demand grows.

This planning effort acknowledges that:

1) a large parking structure is desired and needed in the North Prado, 2) a Zoo employee parking lot is recommended to be located in the north western corner of the existing Zoo leasehold, 3) a green belt/pedestrian Promenade is recommended along Park Boulevard, and 4) a large portion of the existing Zoo parking lot be returned to Park use, which includes Zoo exhibits.

The Balboa Park Land Use, Circulation, and Parking Study Phase 1 proposes to place three parking structures in the Prado area to satisfy parking demand. Parking demand studies conducted as part of the Balboa Park Land Use, Circulation, and Parking Study will produce more refined alternatives on where to place parking for visitors and employees. These studies will also be looking at traffic impacts, visual quality issues, and other similar considerations.



## Parking and the Shuttle System

The Preliminary Draft Plan's approach to parking is characterized as capturing vehicles at the entry points of the Park near the main destinations and providing structured parking to minimize Park impacts. This strategy minimizes the visitor's need to hunt around the Park for an available space, otherwise causing congestion and visitor frustration.

The Distributed Approach allows for more flexibility in meeting park demand, provides shorter walking distances to destinations, and minimizes congestion. This approach also allows the structures to be constructed in phases as growth occurs, rather than incurring the expense all at once.

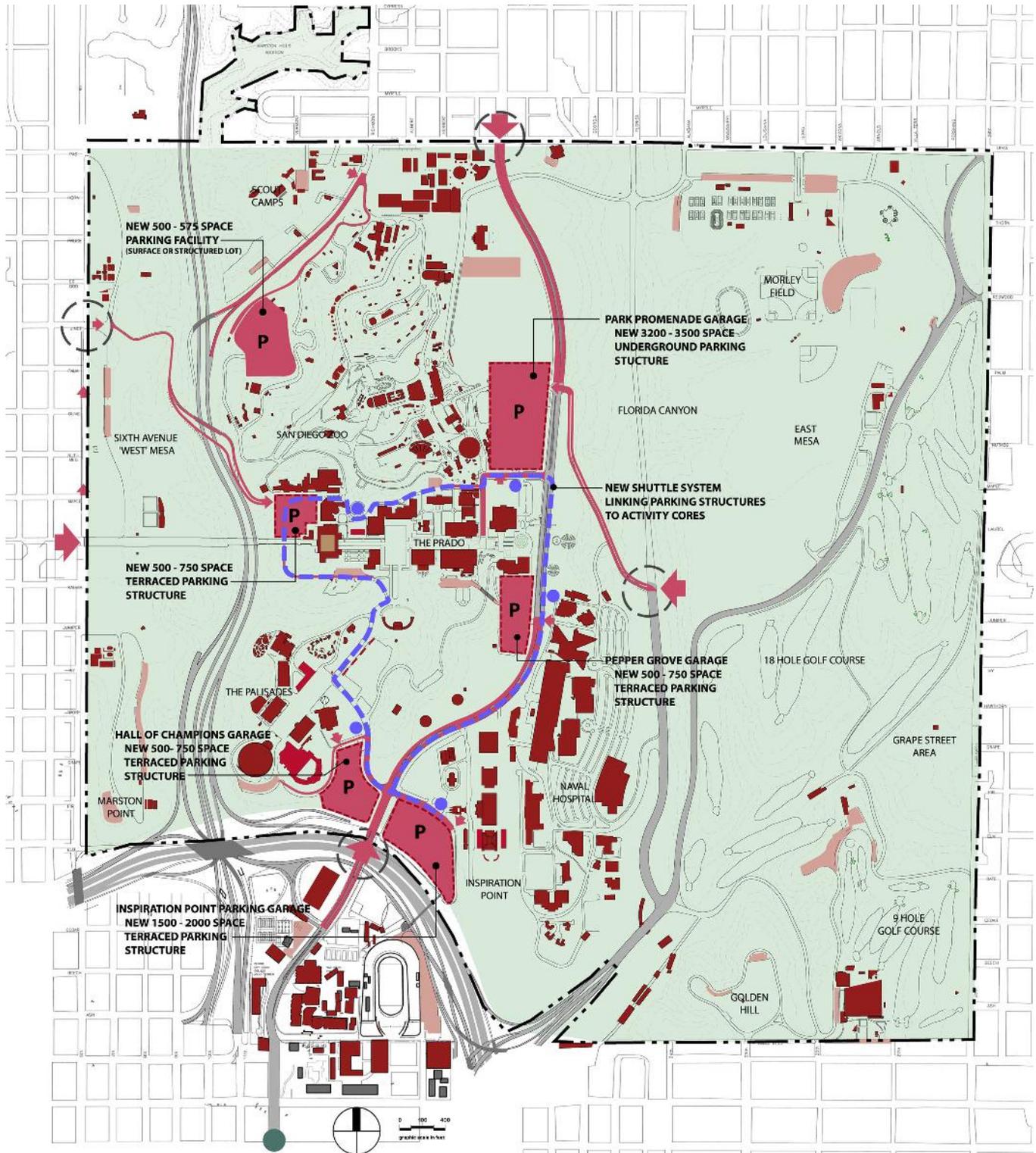
### Park Shuttle

In order to effectively address the future parking needs at Balboa Park, the Plan recommends that a new, highly efficient, attractive, and high-frequency shuttle system be employed. This system allows employees/volunteers and visitors alike to have speedy, safe, and convenient access from their parking areas directly to their destinations.

### Shuttle System

The system is intended to link parking to Park destinations.

- small vehicles (buses)
- 2-way loop, 2.1 miles
- frequent service
- 16± hours/day (8 a.m.—midnight)



### Parking, Access, & Shuttle Plan

Key			
	Venacular Gateway		Proposed Bridge
	Park Gateway		Trails
	BART Line/Stop		Shuttle Route
	People Mover		Pedestrian Access
	Shuttle Stop		Parking Structure
			Existing Surface Parking



## Project Phasing

Because of the enormity of the Plan recommendations, Plan improvements have been organized into three main phases.

### *Phase 1a—Immediate Steps*

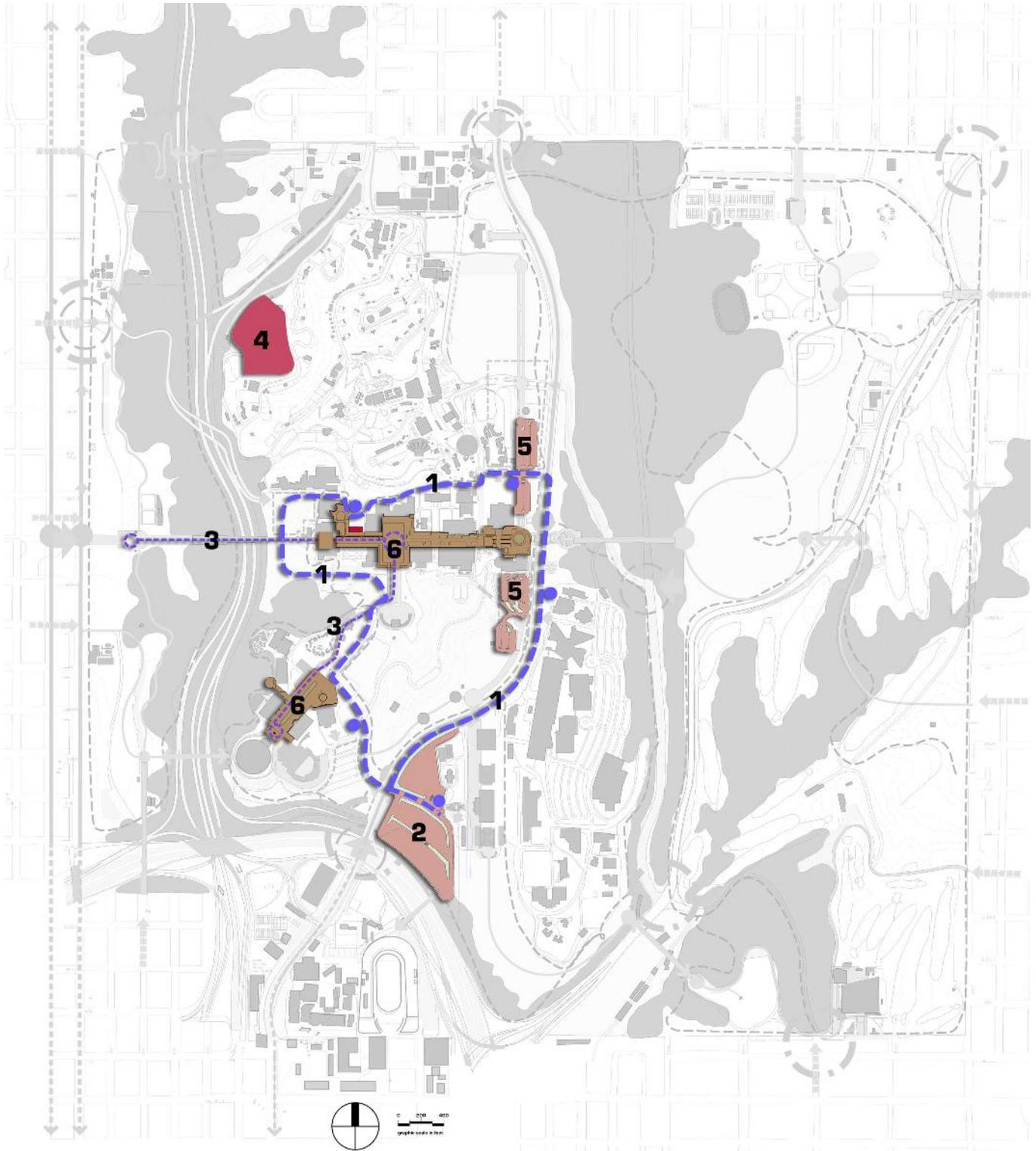
Anticipates implementing improvements that are designed to provide immediate relief for parking challenges and improving access and circulation within the Park. This phase includes:

- Employing the new shuttle system connecting remote parking areas to Park destinations.
- Employee/volunteer parking management plan that directs these 800–1000 cars to Inspiration Point.
- Enhancing the current trolley as “people mover.”
- Allowing for Zoo staff parking to be built off Richmond Street on the northwestern edge of the existing Zoo leasehold.
- Developing a managed short-term parking strategy for the Central Prado area.
- Reclaiming Park plazas as people spaces—Plaza de Panama, Pan American Plaza.
- Providing for evening Park/cultural activities; allowing for enhanced valet service in designated areas.

### *Phase 1b—Major Capital Improvements*

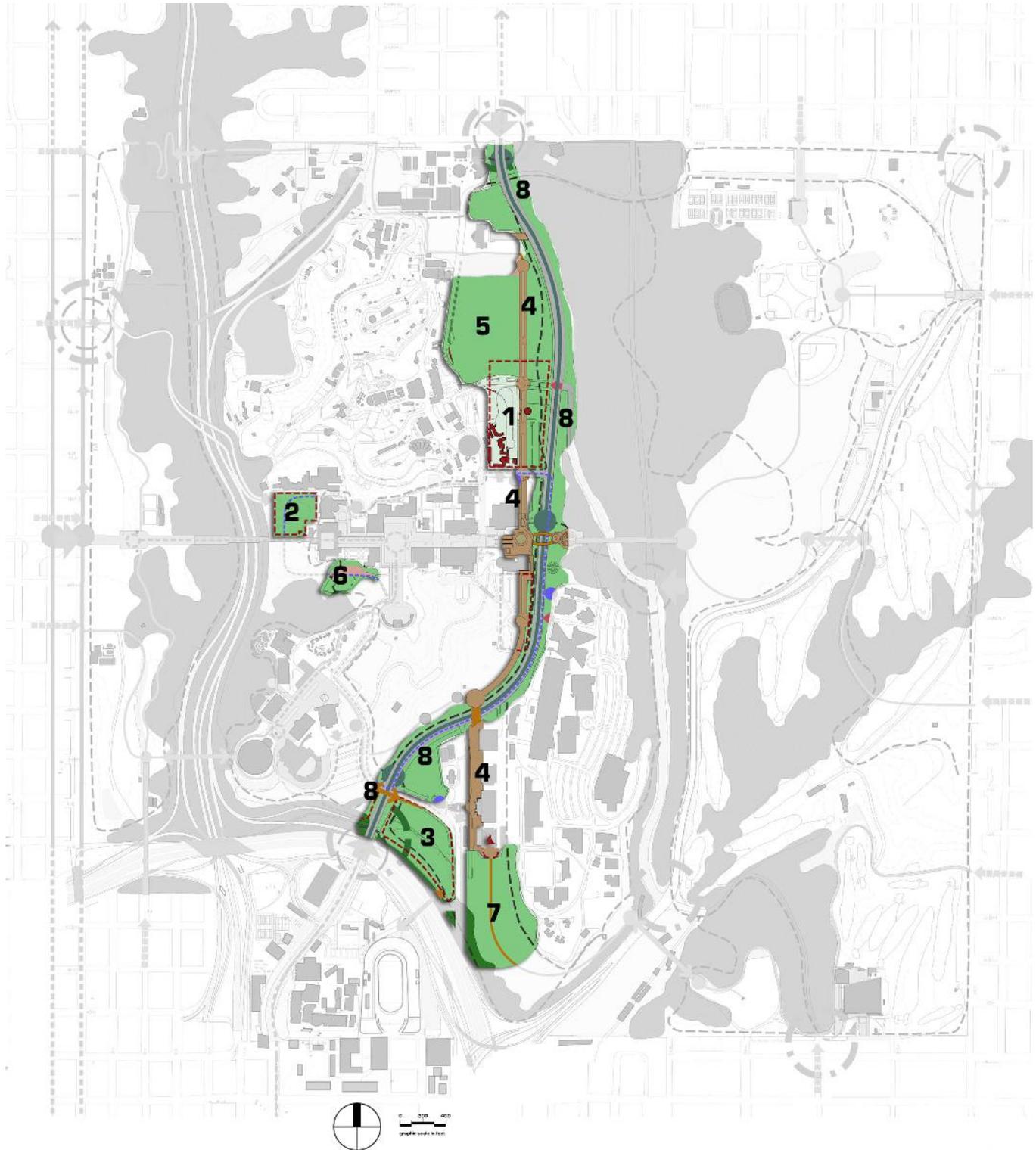
This phase assumes that detailed design, permitting, and major capital funding will be required prior to implementation, so it is the logical followup to Phase 1a. The elements included here have been identified as priority projects by the stakeholders associated with this effort and are designed to address the most pressing Park-related needs. They include:

- Building a 3200–3500-car underground parking structure and Park promenade surface improvements at the site of the existing Zoo parking lot; this facility is intended mostly for Zoo visitors.
- Building a 700–750-car terraced parking structure in the vicinity of the archery range to the west of the Museum of Man, to serve mostly Prado visitors; this structure is to be accessed from the west side of the Park via 6th Avenue on Quince Street.
- Construct a new terraced parking structure with 1500–2000 spaces at Inspiration Point to serve some Palisades visitors, overflow from all sites, and Park and institution employees.
- Expand the Park promenade and landscape improvements north to Upas Street and south to Inspiration Point.
- Reclaim Alcazar Gardens surface parking once the new archery range parking facility is completed.
- Begin landscape improvements at Inspiration Point as previously identified in the Precise Plan.
- Improve Park Boulevard streetscape as a parkway, including a tree-lined center median, pedestrian crossover amenities, sidewalks, signage, and lighting.
- Build the transit station adjacent to the Prado area to accommodate city buses, park shuttle, and future BRT.



### PHASE 1a: Immediate Steps

- 1 Park Shuttle system for remote parking lots.
- 2 Employee/Volunteer parking.
- 3 Enhance "People Mover" trolley.
- 4 Build zoo staff parking off Richmond.
- 5 Provide in-close short term parking at The Prado.
- 6 Reclaim plazas for people - Prados & Palisades.
- 7 Enhance valet service.



**PHASE 1b: Major Capital Improvements**

- 1 Promenade underground parking structure (3200-3500 spaces).
- 2 Archery Range terrace parking structure with Quince Street Access (700-750 spaces).
- 3 Inspiration Point terraced parking structure (1500-2000 spaces).
- 4 Expand Promenade pedestrian link (North/South)
- 5 Reclaim zoo surface parking lot as parkland.
- 6 Reclaim Alcazar Gardens surface parking as parkland.
- 7 Begin Inspiration Point parkland improvements.
- 8 Improve Park Boulevard as a parkway.



### **Project Phasing: Future Opportunities**

As Phase 1b gets underway, the future needs of the Park will have to be watched carefully. This Plan has allowed for flexibility as the initial improvements move towards completion. Either Phase 2 or Phase 3 can be employed depending upon how the needs of the City change 5–10 years down the road. If the cultural institutions and general Park use increases rapidly as reflected in the projections provided to the Planning Team, the improvements included in Phase 2 can be implemented.

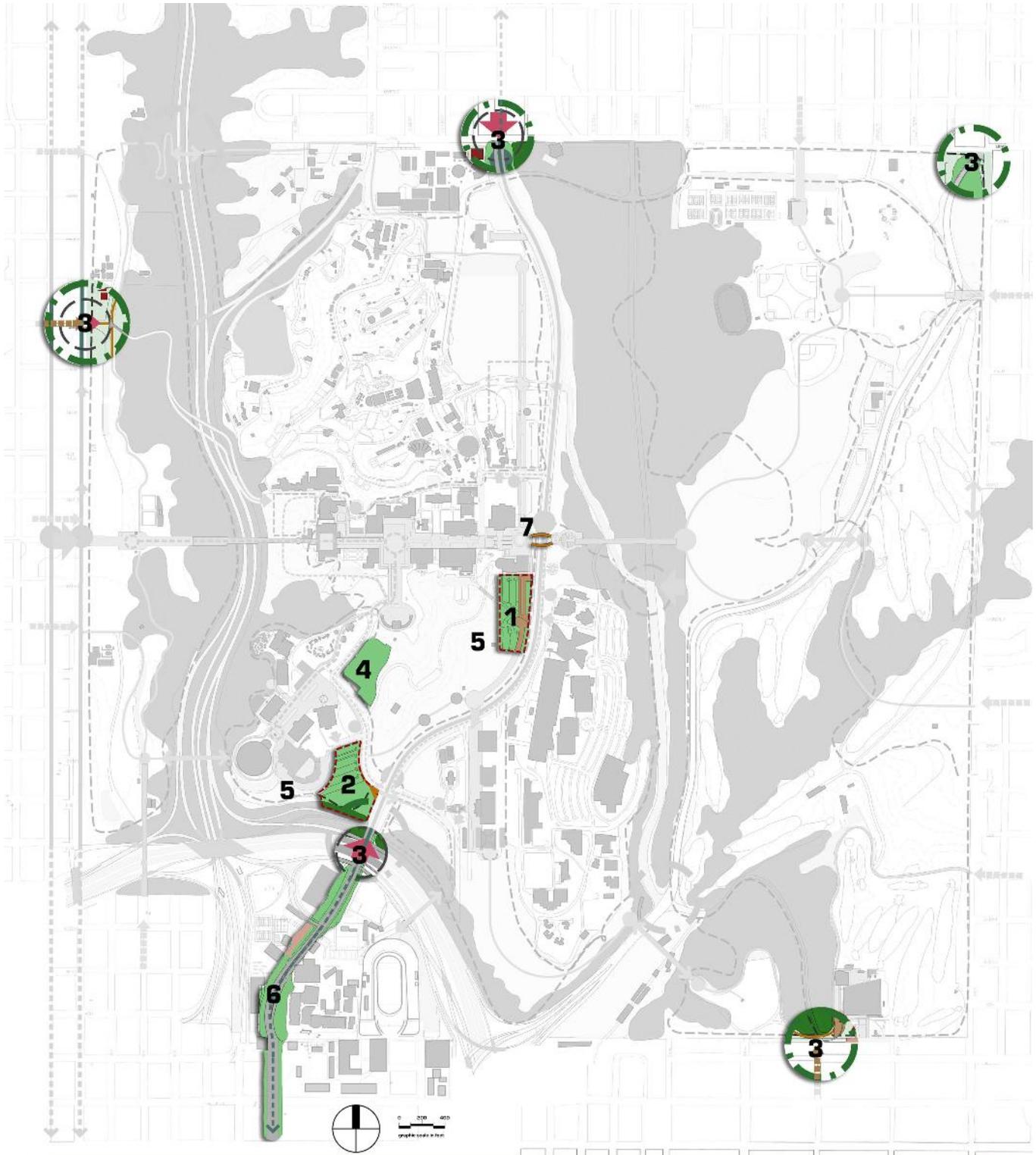
If growth is less aggressive and the community wants additional parkland, improved access, connections, and circulation for Balboa Park, then the elements included in Phase 3 can be implemented.

As with Phases 1a and 1b, the costs and time required to plan, design, finance, permit, and construct either of these two phases is anticipated to take approximately 5–7 years. The specific phase elements themselves will need to be constructed in sub-phases in order to minimize Park disruption and to ensure that improvements are implemented in logical sequences. This will avoid having to rebuild areas of the Park after initial improvements have been made.

The following is a summary of Phases 2 and 3:

### *Phase 2—Expanded Parking As Visitor Demand Grows*

- Maintain flexibility to allow for unseen opportunities; as such elements from the Phases can be mixed or pulled out and implemented separately.
- Construct a new terraced or underground parking structure in the Pepper Grove/R.H. Fleet Science Center area (700–750 spaces).
- Construct a new terraced parking structure east of the Hall of Champions on the site of the existing surface parking lot (700–750 spaces).
- Create new Park gateways at the main vehicular entry points. Each gateway should be distinctive and provide a well-defined sense of arrival to Balboa Park.
- Reclaim the surface parking lots at the Organ Pavilion, Pepper Grove, and near the Hall of Champions once the new parking structures are completed.
- Extend the Park Boulevard promenade south to C Street to connect to the Bay To Park link.
- Create a new bridge connection from the Prado to the rose garden area.



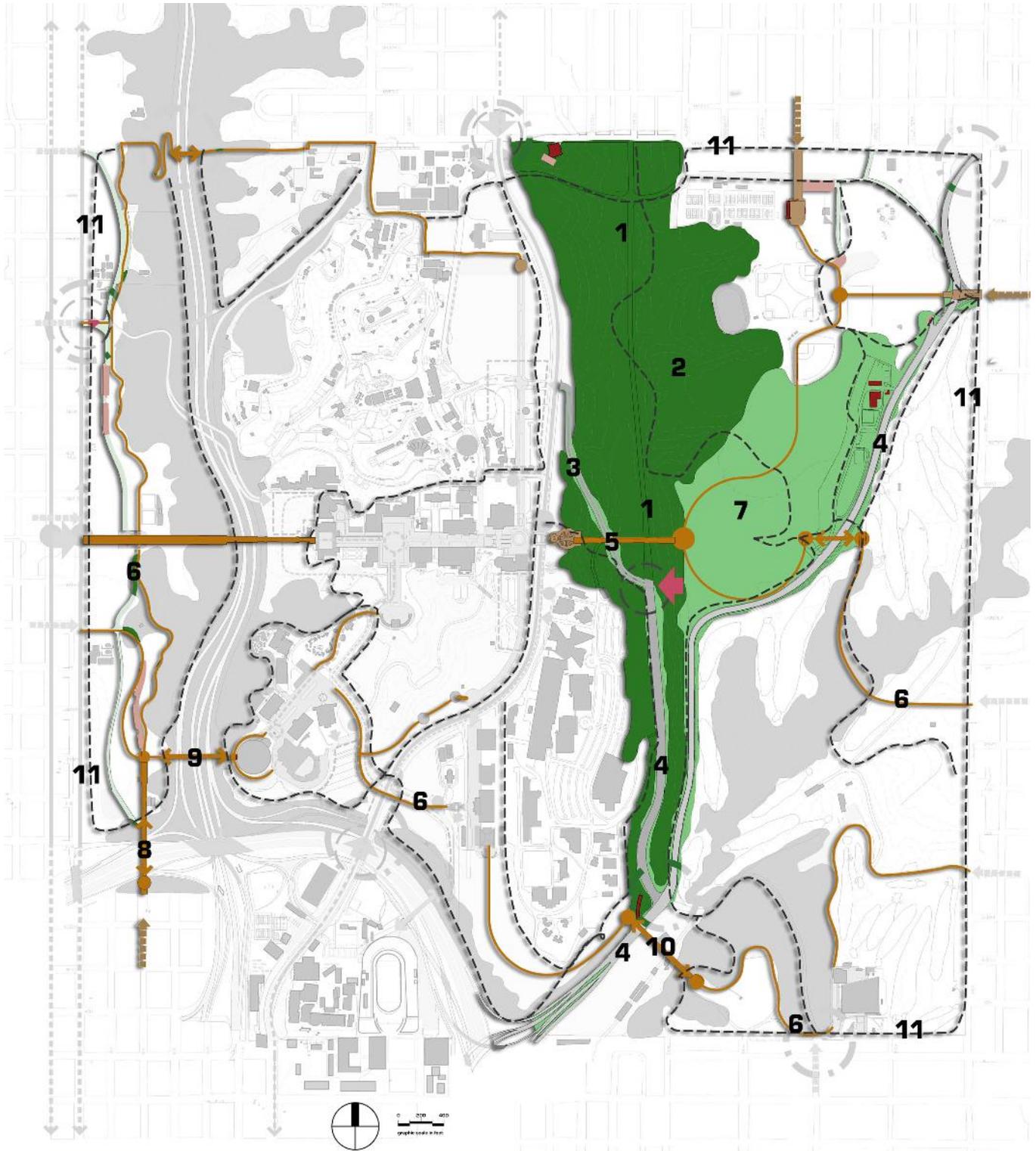
### PHASE 2: Expand Parking Improvements

- 1 Pepper Grove/Fleet terraced or underground parking structure (700-750 spaces).
- 2 Hall of Champions terraced parking structure (700-750 spaces).
- 3 Create park gateways.
- 4 Reclaim Organ Pavilion surface parking as parkland.
- 5 Reclaim remaining Pepper Grove & Hall of Champions surface lots as parkland.
- 6 Extend Park Boulevard Promenade to C-Street (Bay to Park).
- 7 Connect Prado to Rose Garden area with new bridge.



### *Phase 3—Expanded Park*

- Remove Florida Drive north of Zoo Place and south of Upas Street.
- Reclaim and improve the Florida Canyon parkland and habitat area, per East Mesa Precise Plan, providing nature and interpretive trails, etc.
- Upgrade Zoo Place capacity and improve landscape, pedestrian access, etc.
- Construct a new bridge from the rose garden area to the Arizona (East) Mesa.
- Reclaim Arizona Mesa (landfill) as parkland; provide new meadow trails and park amenities per East Mesa Precise Plan.
- Construct a new bridge over I-5 to connect Cortez Hill to Marston Point.
- Construct a new bridge over SR163 to connect Marston Point to the Palisades activity core.
- Construct a new bridge over Pershing Way to connect Golden Hill to Inspiration Point.
- Build comprehensive perimeter trail network around the Park mesas; connect this network to existing internal trail and path system within the Park.



### PHASE 3: Expanded Park Improvements

- 1 Remove Florida Drive north of Zoo Place to Upas Street.
- 2 Naturalize Florida Canyon, add interpretive trails.
- 3 Upgrade Zoo Place road capacity as necessary, provide enhanced landscape.
- 4 Improve Pershing Parkway & Florida Drive.
- 5 Bridge from Rose Garden Area to Arizona Mesa (East).
- 6 Develop mesa trail network, connect to major activity areas.
- 7 Restore Arizona Mesa.
- 8 Bridge over I-5 to Cortez Hill.
- 9 Bridge over SR163 from Palisades to Marston Point.
- 10 Bridge from Inspiration Point to Golden Hills.
- 11 Build perimeter trail network on all mesas.



## Economic Analysis

When the Preliminary Draft Plan has been developed and a phasing strategy has taken shape, the next piece of this project is capital funding; this effort starts with setting a framework as to what the Plan might cost and how to finance the improvements.

The key assumption includes one of two factors, or a combination of both:

### *Strong Growth:*

- based on institutions' projections
- alternative scenarios merit analysis

### *Growth Over Time:*

- Plan preserves ability to revisit growth projections
- parking built as demand materializes

Necessarily, the Plan will be built out in phases.

### *Immediate Steps:*

- responsibilities of Partners
- Phase 1 financing
- priority design and construction

### *Phase 1:*

- permits
- additional financing (through end of phases)
- design
- construction

Phasing will affect actual costs incurred.

### *Phasing considerations:*

- demand—institutional condition
- public and private capacity
- funding availability
- minimized disruption

### *Level of Investment*

- national, regional economic conditions
- financing terms

How do we finance capital costs?

### *Potential Payers:*

- government (State, Federal, City)
- users
- institutions
- philanthropists
- taxpayers (some or all)

### *Potential Mechanisms:*

- bonds secured by:
  - dedicated tax
  - user fee (e.g., parking, admissions surcharge)
  - public credit
  - institutional contribution
- operating funds
- philanthropy
- lease back financing

What is feasible in San Diego? Most likely, a mix of many of the preceding ideas; State and local law, regulation, and temperament will be determinative. Equitable treatment of institutions, users, and residents is necessary.



### Estimated Phase 1 capital costs (in millions of dollars):

	Parkland Improvements	Parking	Shuttle	Totals
Immediate Improvements	\$15-25	\$1.5-2.5	\$5-15	\$22-43
Major Capital	\$45-50	\$225-250	—	\$270-300

**Grand Total** **\$300-325 million**

(All figures include 30% soft costs and 15% contingency in 2003 dollars)

### Critical Questions about Financing Mechanisms:

- How much revenue is raised? How certain is the estimate?
- Is allocation of responsibility for payment fair? How is "fair" defined?
- When can funds be expected? When are they needed?



## Plan Benefits

### Phase 1a & 1b

The key attributes of this Plan include providing short-term relief to the parking shortage in the Central Prado and North Prado/Zoo areas, relief that doesn't rely on major construction to implement.

- The Employee/Volunteer Parking Management Strategy (E/VPMS) shifts up to 1850 employee/volunteer parking spaces to currently under-utilized Inspiration Point surface lots. This frees up the 1850± spaces for Park visitors.
- Combined with the E/VPMS, the Plan calls for new management and enforcement of close-in, short-term parking in the Central Mesa, particularly around the Prado.
- Improves remote employee lots, providing lighting, signage, and other safety-related amenities.
- Provides an effective new shuttle system from parking areas to Park destinations.
- Effective shuttle loop
  - develop upgraded system
  - frequent service
  - attractive, Park-like vehicles
  - comfortable waiting areas
  - essential to maximum use of parking
  - foundation for future visitor growth
- Dispersed parking garages
  - park near key destinations, minimize car traffic through Park
  - parking near Park entries
  - simplifies parking management
  - optimizes pedestrian experience
  - some garages can be terraced for lower cost
  - can be phased based on demand

- Significant Park reclamation—approximately 45 acres
  - expanded promenade
  - Prado
  - Palisades
  - Alcazar parking lot
  - Organ Pavilion parking lot
  - Inspiration Point

7050–8250 Spaces, 1650–2850 Effective New

	Today	Future
Promenade	3300	3200–3500
Archery Range	0	700–750
Inspiration Point*	1150	1500–2000
Miscellaneous Surface Lots	2100	1200–1500
Zoo (Richmond)	0	450–500
<b>TOTAL</b>	<b>6550</b>	<b>7050–8250</b>

\* existing Inspiration Point spaces are not effectively used today



## Plan Summary

It provides:

Employee Parking Management

Effective Shuttle Loop System

Dispersed Parking Garages

Significant Park Reclamation

Significant New Parking Spaces

**Phase 1 builds the foundation in Park improvements, circulation, and parking to support a long-range vision of a restored Balboa Park.**

