

# Draft Report

November 4, 2004

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TDA Inc.

L.J. Black Consulting Group

Heritage Architecture & Planning

H R & A



## BALBOA PARK

land use, circulation, and parking study

APPENDICES



## A Word on the Appendices

These Appendices are a companion volume to the *Draft Report* of the Balboa Park: Land Use, Circulation and Parking Study. The information herein contains supporting technical and background data not included in the main body of the report, and more fully expands on the research, analysis and findings of the Jones and Jones/Civitas consultant team.

## Table of Contents

<b>Appendix A: Team and Disciplines</b>	<b>2</b>
<b>Appendix B: Park History</b>	<b>4</b>
<b>Appendix C: Summary of Previous Plans</b>	<b>36</b>
<b>Appendix D: Public Outreach Strategy and Scope</b>	<b>42</b>
<b>Appendix E: Transportation Analysis</b>	<b>54</b>
<b>Appendix F: Bus Rapid Transit (BRT) and Transit</b>	<b>70</b>
<b>Appendix G: Preliminary Transportation Recommendations</b>	<b>76</b>
<b>Appendix H: Summary Matrix of Study Recommendations</b>	<b>86</b>
<b>Appendix I: External Impacts on Balboa Park</b>	<b>98</b>
<b>Appendix J: Option Summaries</b>	<b>100</b>
<b>Appendix K: Relation of this Study to the General Plan Strategic Framework</b>	<b>110</b>
<b>Appendix L: Cultural and Educational Resources: institutions &amp; organizations</b>	<b>114</b>
<b>Appendix M: Institutions and Organizations: historic and projected growth</b>	<b>122</b>
<b>Appendix N: Balboa Park in Context to the Nation's Urban Parks</b>	<b>126</b>
<b>Appendix O: Park Extractions and Additions</b>	<b>128</b>



## appendix a: team and disciplines

**Jones and Jones, design lead.** Jones and Jones' particular strength is in understanding the programmatic and physical needs of cultural institutions and community groups. Jones and Jones performed detailed analysis of the Park's cultural and ecologic resources, of present conditions and future options. As lead designers on the Team, Jones and Jones was also responsible for overall team coordination and production.

**Civitas Inc., planning and urban design.** Civitas specializes in deciphering the diverse layers of the urban environment, and in creating integrated solutions to complex issues. Civitas was responsible for the team's overall planning efforts, synthesizing studies and options into a series of comprehensive and compatible recommendations.

**TDA, Inc., transportation consulting.** TDA seeks to create reliable and economical transportation plans tailored to place, and to the people in that place. As the team's transportation experts, TDA was charged with examining options to improve access and simplify parking in Balboa Park. The firm has also prepared preliminary estimates for capital and operations & management costs for the report's proposed shuttle and parking management system.

**L.J. Black Consulting Group, public process.** LJ Black specializes in community outreach and public process. The firm was instrumental in identifying and coordinating with the Park's individual and group stakeholders, and in designing and executing the extensive series of public meetings, workshops and presentations that brought the team to their final recommendations.

**Heritage Architecture & Planning, historic preservation.** Heritage Architecture & Planning, formerly Architect Milford Wayne Donaldson, FAIA, is well-known throughout the western United States for its extensive expertise in historic preservation, which has included the reconstruction of Balboa Park's House of Hospitality. Heritage Architecture & Planning played a prominent role in interpreting the Park's complex historic fabric, ensuring report recommendations could be integrated within the Park's historic framework.

**HR&A, economic consulting.** HR&A is committed to applying imagination and creativity to complex economic undertakings. HR&A assisted the team in preparing multifaceted implementation strategies to support the report's recommendations.



## appendix a: team and disciplines



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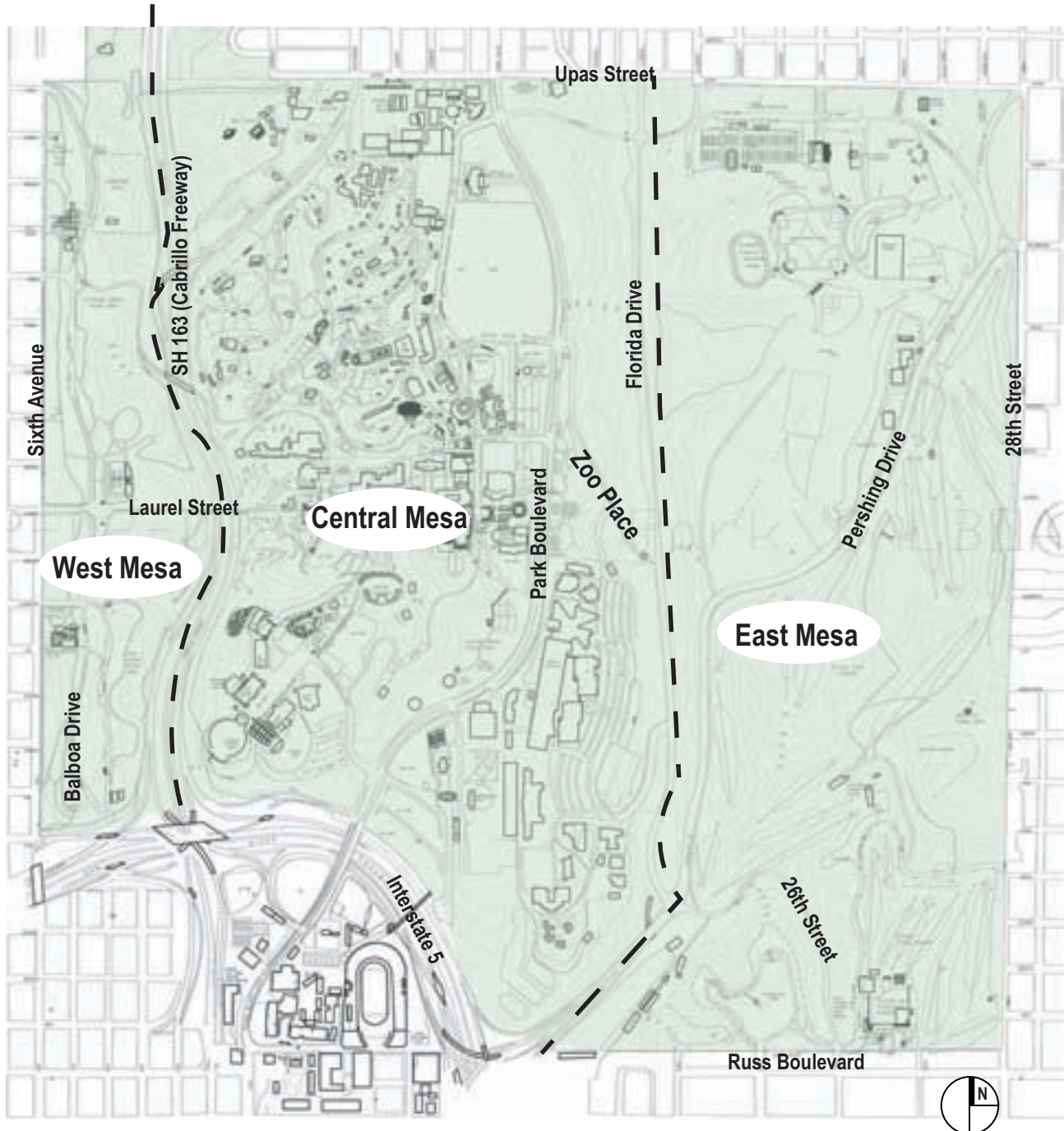
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Internal and External Roads Serving Balboa Park



executive  
summary



introduction



principles



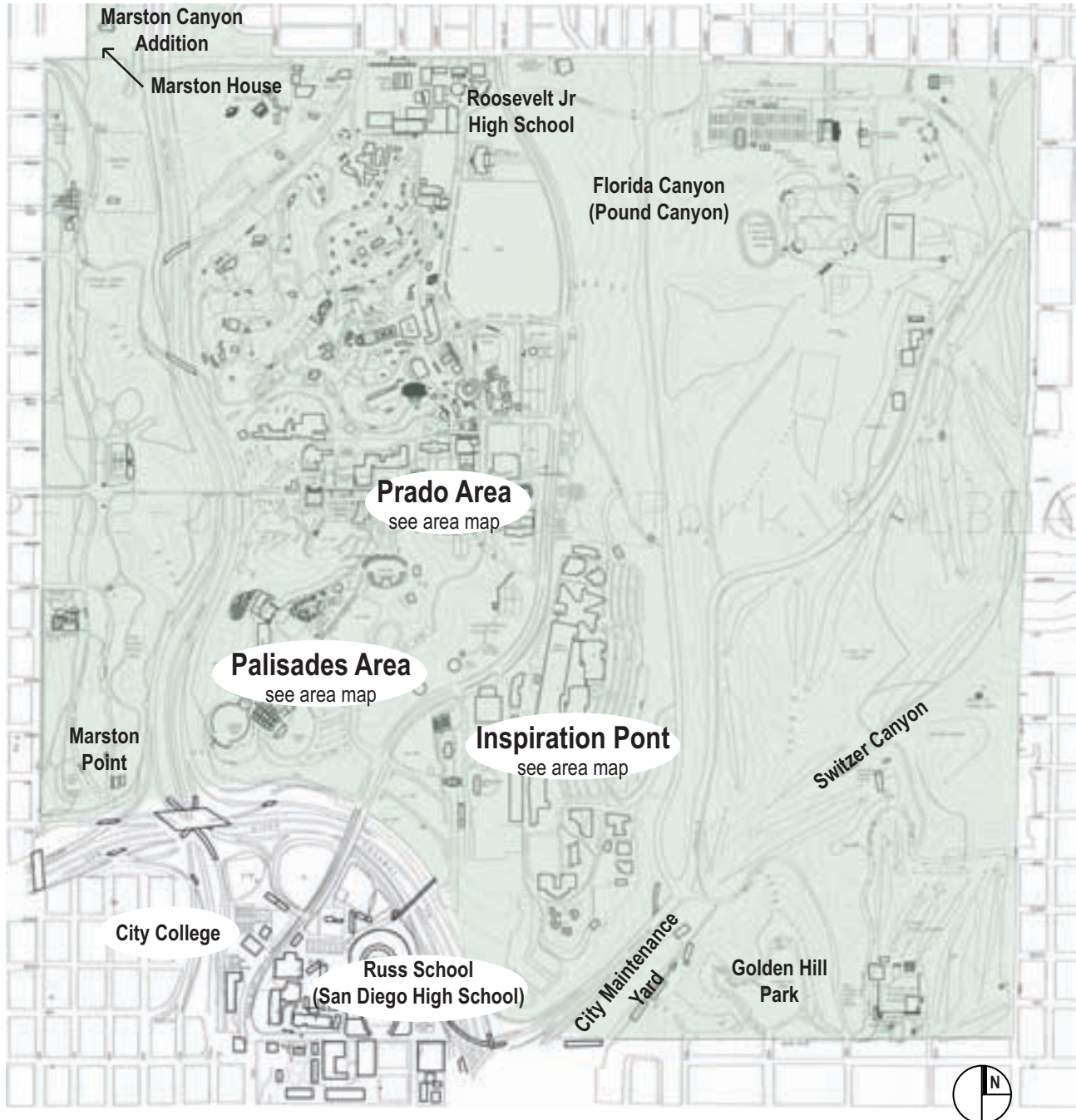
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implementation  
strategies







Activity Cores and General Features of Balboa Park



## appendix b: park history



### The Prado and Zoo Area

- |                                   |                                       |                                     |
|-----------------------------------|---------------------------------------|-------------------------------------|
| 1 Alcazar Gardens                 | 9 House of Charm                      | 17 Plaza de Panama                  |
| 2 Balboa Park Miniature Railroad  | h Mingei International Museum         | (a.k.a. Plaza del Pacífico 1935-36) |
| 3 Botanical Building              | i San Diego Art Institute             | p Arco del Porvenir* (1935-36)      |
| 4 Cactus Garden                   | 10 House of Hospitality               | 18 Reuben H. Fleet Space Theater &  |
| 5 Carousel                        | j The Prado Restaurant                | Science Center                      |
| 6 Casa de Balboa                  | k Balboa Park Visitors Center         | q IMAX Dome Theater                 |
| a San Diego Model Railroad Museum | l San Diego Police Storefront         | 19 San Diego Museum of Art          |
| b Museum of Photographic Arts     | 11 Inez Grant Parker Rose Garden      | 20 San Diego Museum of Man          |
| c Museum of San Diego History     | 12 Japanese Friendship Garden         | 21 San Diego Natural History        |
| d Balboa Art Conservation Center  | 13 Moreton Bay Fig Tree               | Museum                              |
| 7 Casa del Prado                  | 14 Old Globe Theater                  | 22 San Diego Zoo                    |
| e San Diego Floral Association    | m Cassius Carter Center Stage         | 23 Spanish Village                  |
| f San Diego Junior Theater        | n Lowell Davies Outdoor Theater       | 24 Spreckel's Organ Pavilion        |
| g Casa del Prado Theater          | 15 El Paseo electric railway station* | 25 Timken Museum of Art             |
| 8 The Esplanade                   | 16 Plaza de Balboa                    | 26 Zoro Garden                      |
|                                   | o Evenson Fountain                    |                                     |

\* indicates historic features that no longer exist





## The Palisades Area

- 1 Balboa Park Club
- 2 California Gardens\*
- 3 Ford Building
  - a San Diego Aerospace Museum
- 4 Hall of Nations
- 5 House of Pacific Relations
  - International Cottages
- 6 Municipal Gymnasium
- 7 Palace of Water and Transportation\*
- 8 Palisades Building
  - b Park Development Administration
  - c Recital Hall
  - d Marie Hitchcock Puppet Theater
- 9 Palisades Cafe\*
- 10 Pan-American Plaza
  - (a.k.a. Plaza de America, 1935-36)
- 11 San Diego Automotive Museum
- 12 Federal Building
  - e San Diego Hall of Champions
- 13 Standard Oil Tower to the Sun\*
- 14 Starlight Bowl
- 15 United Nations Building
- 16 Washington State Building\*

\* indicates historic features that no longer exist



executive  
summary



introduction



principles



recommendations



implementation  
strategies





## Inspiration Point

- |  |   |
|--|---|
| 1 Balboa Gardens   | 5 San Diego Naval Hospital  |
| 2 Balboa Park Administration Building<br>(part of the original Naval Hospital) | 6 Original Naval Hospital Chapel<br>a Veterans Museum and Memorial Center |
| 3 Balboa Park Activity Center  | 7 Tram Central  |
| 4 Centro Cultural de la Raza   | 8 WorldBeat Center  |



executive  
summary



introduction



principles



recommendations



implementation  
strategies





### History of Balboa Park

Balboa Park was established as a 1400-acre city park in 1868. It remains one of the largest urban parks in the United States and has become the focus of master planning efforts, major civic endeavors, and two world expositions.

In 1871, the “City Park” dedication was ratified by the State legislature, which established the land to be held in trust for the purpose of a free and public park. By the 1880s, the Native Americans inhabiting the south end section of Switzer Canyon were removed by a City Ordinance and parkland started to be set aside for a variety of other purposes. In 1881, 8.5-acres were set aside for Russ School (San Diego High School); in 1887, 5-acres were set aside for a Children’s Home that expanded during the next two years to 100-acres at the south central portion of the park. The acreage reverted to the City in 1896. In 1889, Golden Hill Park was established at 25<sup>th</sup> and A Streets, which continues to serve the Golden Hill Community. In this same area of Golden Hill Park and near the existing municipal golf course, an early 9-hole green and dirt fairway golf course was established.

Park beautification also began during this period. The Ladies Annex to the Chamber of Commerce planted a strip of trees along 6<sup>th</sup> Avenue. This same year, horticulturist Kate Sessions developed a 10-acre nursery that eventually expanded into 30-acres. Originally, the nursery was located in the northwest corner of the park at Upas Street, but it ultimately expanded throughout the western section of the park. An aviary was also located in the area along 6<sup>th</sup> Avenue and Laurel Street, as well as plantings donated by prominent San Diego families.

In 1902, George W. Marston began improvements to the Marston Point area near 6<sup>th</sup> Avenue and Fir Street, which was dedicated in perpetuity as part of Balboa Park in 1987. In 1903, landscape architect Samuel J. Parsons Jr. and his associate George Cooke were commissioned to prepare and implement the first comprehensive plan for the park.

The Parsons Plan included a planting plan, roads, ancillary buildings, and structures such as stairs, gazebos, and stone walls as seen in drawings at the San Diego Public Library. The plan was completed in 1905. Activities leading to additional planting and park improvements were fostered through the establishment of the Park Improvement Committee (1903-1909) and the personal dedication of Mary E. Coultsen, horticulturist, who helped establish Arbor Day in commemoration of famed horticulturist, Luther Burbank. Tree planting occurred along the southwest and southeast sectors of the park near Florida Canyon in 1904. Additional park improvements overseen by the committee included the fountain at the Golden Hill Park in 1907.

By 1909, the park was proposed as the site for the Panama-California Exposition commemorating the opening of the Panama Canal that would join of the Atlantic and Pacific Oceans. City Park was renamed Balboa Park in 1910 in honor of Vasco Nunez de Balboa, the first known European to have seen the Pacific Ocean after crossing the American Continent from the Atlantic.

The Olmsted Brothers, landscape architects, were selected to outline plans for Exposition buildings and park improvements. The Olmsted Plan proposed that the fairgrounds be located at the south central portion of the park adjacent to Russ School and that the buildings be erected in Spanish Colonial and Mission Revival styles. The proposal also included an eventual reuse of the fair buildings for a university. The Olmsted Brothers proposed the south section of the park in an attempt to build on the ideals of the Parsons Plan by having the fair buildings compliment the landscaping rather than dominate the site. However, team architect Bertram Goodhue and his apprentice, Clarence Stein proposed the Central Mesa as an alternative site and Goodhue ultimately became the architect for the Panama-California Exposition.





## appendix b: park history

The fair opened in 1915 to coincide with the opening of the Panama Canal. The Exposition became known as the “Garden Fair” and contained 1.5 million plants and, at that time, the world’s largest botanical lath house, designed by Alfred D. Robinson. During the last year of the Exposition the San Diego Zoological Society was formed, the Fine Arts Society was established, the Museum of Man was established, and the Natural History Museum was relocated to the park.

During the First World War, parkland was appropriated to the U.S. Navy for a temporary hospital and military training activities. By the early 1920s, a permanent naval hospital was erected in the area known as Inspiration Point.

In 1927, John Nolen, city planner and landscape architect, prepared park plans that outlined park improvements that focused on the northeast section of the park. Elements of this plan proposed educational buildings and an athletic complex that included a municipal pool, bath houses, and tennis courts. Park improvements to the East Mesa also started to occur during this time with the completion of golf course architect William P. Bell’s 9-hole golf course and later his 18-hole course.

As a result of the Stock Market Crash in 1929 and the onslaught of the Great Depression, development in San Diego came to a standstill. In response to the economic conditions, President Franklin Delano Roosevelt initiated government programs to assist the unemployed and create work. Balboa Park benefited greatly from FDR’s programs developed to combat hunger, homelessness, and joblessness through the Federal Emergency Relief Administration (FERA), State Emergency Relief Administration (SERA), Civil Works Administration (CWA), Works Projects Administration (WPA), and the California Conservation Corps (CCC). By the early 1930s, workers under these programs implemented Nolen’s Plan, built gardens, garden walls, stone walls, the 18-hole golf course, and the clubhouse.

In 1932, the first lawn bowling green was created and, by 1935, the lawn bowling clubhouse was erected. Workers under these government programs were also responsible for the restoration of the 1915 Exposition buildings and grounds, as well as miscellaneous buildings and gardens constructed for the 1935-36 California-Pacific International Exposition.



*all historic images courtesy of David Marshall, AIA*

Architect Richard Requa, along with horticulturist Milton Sessions, were responsible for the architecture, landscaping, and design of the 1935 Exposition. The Palisades area, slightly south of the 1915 Spreckels Organ Pavilion, was selected to highlight new fair buildings designed in the popular Art Deco and Programmatic architectural styles. The Art Deco architecture helped to convey the prehistory of the region by using Aztec-style motifs, while the Programmatic architecture explicitly presented the products being marketed at the time. Gardens designed for the Exposition included the Alcazar Gardens, the Cactus Garden, gazing pools, and the Palisades area. The Exposition closed in 1936 after it was extended for a second year.





During the Second World War Balboa Park became home to USN Camp Kidd units of the Air Defense Wing, the Women's Army Corps (WACs), and the City of San Diego's Maintenance Yard. Park buildings and grounds were used for temporary military installations and training activities.

After the war, military facilities were dismantled and funds were allocated to restore or adapt grounds that underwent heavy use. In 1948 the Cabrillo Freeway (State Highway 163) was inaugurated, which ultimately paved the way for Interstate 5. In 1959, the City contracted with Harland Bartholomew to prepare a master plan for the park. The Bartholomew Plan emphasized enlarging the athletic section on the East Mesa and strengthening the cultural component of the park by suggesting that cultural facilities be housed in the 1915 and 1935 Exposition buildings. However, the plan also heightened the urban renewal process being undertaken in San Diego and aided in setting aside 70-acres in the southwest section of the park for the construction of Interstate 5.

Additionally, the Bartholomew Plan recommended the demolition of deteriorated temporary Exposition buildings and the development of overlooks and new facilities. In response to new development of modern structures in the 1960s, a reconstruction program for the Exposition buildings was initiated.



## Balboa Park Conservation: Reclaiming Lost Parkland

The cultural landscape of Balboa Park has changed a great deal over the years. The two Expositions were catalysts for the most dramatic alterations and improvements, but changes since 1936 have also been significant.

Many of the changes to Balboa Park were made to accommodate the automobile. Gardens, plazas, and open space areas have been systematically replaced by asphalt parking lots. The following section is devoted to Balboa Park's valued landscapes. Some of these places are ideal candidates for reclamation. The Jones and Jones/Civitas team proposes to return many of these landscapes to their historic uses as gardens, plazas, and open space areas. This reclamation would be made possible by shifting the parking and circulation demands of the automobile to more appropriate peripheral locations.

## Balboa Park's Lost Places



## Plaza de Panama

When Bertram G. Goodhue designed the layout for the 1915-16 Panama-California Exposition, he created the east-to-west El Prado boulevard lined with grand Spanish Colonial Revival buildings. Another pedestrian thoroughfare ("The Esplanade") was oriented north-to-south terminating with the Spreckels Organ Pavilion. At the hub of these two streets, Goodhue created the Plaza de Panama. In 2003, the Plaza de Panama remains the physical and symbolic heart of Balboa Park.





## appendix b: park history

The Plaza de Panama of 1915-16 was a barren parade ground topped with decomposed granite. Other than around the perimeter, there was no landscaping in the plaza and not even a fountain. The Plaza de Panama was not intended to be something beautiful, it was intended to provide a large public space for fair goers to congregate and to be able to stand back and appreciate the beauty of Goodhue's ornate Spanish Colonial Revival buildings that define its four corners.



The San Diego Historical Society's website describes the 1915 Plaza de Panama as follows:

On special occasions, such as the opening night ceremony, a sea of humanity filled the area. When it was not being used by dignitaries for speeches, by the armed services for drills, by acrobats and athletes for sports, by bands for concerts, by soldiers, sailors and civilians for dances, or by exhibitors for shows, the Plaza de Panama was filled with strolling musicians, guards dressed as Spanish grenadiers, ladies with bright parasols, children and adults feeding pigeons, and electricuettes going in all directions.



Immediately after the Panama-California Exposition the Plaza de Panama was used for car parking and later became the center of activity for the Naval Training Station in 1917. Many historic photographs document the U.S. Navy's use of the plaza as a marching and parade ground. After World War I the Plaza de Panama became a parking lot once again.



Richard Requa, the chief architect of the 1935-36 California-Pacific International Exposition had a very different design for the Plaza de Panama than his predecessor, Bertram G. Goodhue. The plaza was renamed the Plaza del Pacifico and would no longer be a large open space. Requa located a new two-story structure in the center of the plaza flanked by a pair of large rectangular reflecting pools. The tile-roofed building was named the "Arco del Porvenir" (Arch of the Future) and its sole purpose was to house the elaborate colored spotlights and public address loudspeakers needed for the Exposition. The reflecting pools were only as deep as the perimeter walls and were built as temporary water features to reflect the handsome architecture as well as provide a way to distribute the colored lighting around the plaza.



The San Diego Historical Society’s website notes that “Requa placed large low pools on the north and south sides of the arch... One pool contained an ornamental barge from which troubadours serenaded visitors. H. O. Davis [Director of Works] had insisted arch and pool be put up to conceal fixtures and to enhance lighting. Requa considered them to be obstructions that did not belong in a Spanish-Baroque style plaza.” The arch and pools were quickly removed after the close of the Exposition in 1936.



In the years since 1936 the Plaza de Panama has been primarily used as a parking lot. In the Balboa Park Central Mesa Precise Plan (adopted in 1992) it was recommended that the Plaza de Panama be “restored to its historic role as the outdoor ‘living room’ of San Diego.” The Precise Plan design included upgraded paving, a pool at the center, perimeter landscaping, and movable chairs and tables. The proposed design was intended to return the Plaza de Panama to a pedestrian oriented space, while still providing vehicular circulation and a tram stop.

The present day Plaza de Panama (the 1935 name Plaza del Pacifico didn’t stick) resembles neither the open pedestrian parade ground of 1915-16 or the arched tower and reflecting pools of 1935-36. In 1996, a decorative fountain was added to the center of the plaza consistent with the Precise Plan design. However, in 2004<sup>3</sup> the parking lot remains and the fountain is inaccessible because there is an active traffic circle around it.



The Jones and Jones/Civitas team supports the recommendations made in the Precise Plan and recommends that the majority of the current 74 parking spaces be relocated to a peripheral garage and the Plaza de Panama be returned to the pedestrian oriented space that it was always intended to be. Improvements should comply with *The Secretary of the Interior’s Standards*.



## Plaza de America (Pan-American Plaza, Palisades)



The present day Palisades area of Balboa Park, located south of the Spreckels Organ Pavilion, was created primarily for the 1935-36 California-Pacific International Exposition. However, the area was also part of the grounds of the 1915-16 Panama-California Exposition. In 1915-16 most of the state buildings were located at the north half of the Palisades, including the Washington State Building, the Kansas State Building, and the Montana State Building. The only 1915 building remaining in this area is the heavily modified New Mexico Building, now known as the Balboa Park Club. The southwest end of the Palisades area – where the Aerospace Museum is now located – was a U.S. Marine Camp and parade ground during the 1915 Exposition.

The current parking lot at the center of the Palisades area was once a pedestrian oriented garden plaza, named the Plaza de America for the 1935 Exposition. The plaza later became known as the Pan-American Plaza. The majority of the buildings that surround the former Plaza de America, like the Ford Building (Aerospace Museum), Ford Amphitheater (Starlight Bowl), and Federal Building (Hall of Champions), were constructed under the direction of architect Richard Requa for the 1935 Exposition. Other 1935 buildings, like the Palisades Café, the Standard Oil Building, and the Palace of Water and Transportation, have been demolished.

The San Diego Historical Society's website describes the 1935 Plaza de America as follows:

The 108-ft. Standard Oil Tower of the Sun, on the other end of the Plaza de America from the Ford Building, soared upward. [Art director Juan] Larrinaga invented a motif for the ground level of the building that may have been inspired by repeat key patterns on the walls of the Place of the Dead in Mitla, Oaxaca. The cleanly articulated geometric designs on the tower were Art Deco in style.

By providing a common front space, the Plaza de America helped bring the stylistically different buildings into a coherent ensemble. Six high columns of water in changing colors spouted from fountains donated by the Firestone Rubber Company at the south end of the Plaza. Tall staffs holding banners and broad sidewalks bordered the Plaza and fountains and a great carpet of flowers... beautified a large oblong space north of the fountains.

The present day Plaza de America is a large asphalt parking lot that looks no different than the parking lots found in front of a typical supermarket. Landscaping is minimal and pedestrians are confined to the perimeter sidewalks.

The Balboa Park Central Mesa Precise Plan recommends that the Plaza de America be restored "to its original use as a pedestrian plaza" in order to "invite the park visitor to pause, relax, and enjoy spending time outdoors." The Precise Plan design includes: removing all vehicle parking and circulation from the plaza, recreating a version of the Firestone Singing Fountains, reintroducing lawn areas and other landscaping, reconstructing several of the 1935 speaker kiosks, and providing benches and movable chairs and tables. The proposed design is intended to return the Plaza de America to pedestrian oriented space, with a convenient tram stop near the Federal Building.







The Jones and Jones/Civitas team endorses the suggestions made in the Precise Plan and recommends that the majority of the current 294 parking spaces be relocated to a peripheral garage. The Plaza de America should be restored to the pedestrian friendly place that was built and landscaped for the 1935-36 California-Pacific International Exposition. Improvements should comply with *The Secretary of the Interior's Standards*.

### Organ Pavilion Garden (California Garden)



The Spreckels Organ Pavilion is one of the few 1915 Exposition buildings that was intended to be permanent. The area of land behind the Organ Pavilion was left undeveloped and was alive with native vegetation during the 1915-16 Panama-California Exposition. Twenty years later, the land was graded and landscaped with a formal garden for the 1935-36 California-Pacific International Exposition. The well-manicured garden was lush with roses and other colorful flowers and was known as the California Gardens.

It's not clear when the California Gardens ceased to exist, but they were eventually replaced by one of the largest parking lots in Balboa Park sometime in the 1950s. The Balboa Park Central Mesa Precise Plan recommends that the surface parking lot be replaced by a large underground parking garage with a garden plaza at grade above.



The Jones and Jones/Civitas team does not agree with the suggestions made in the Precise Plan for a garage in this location because it would encourage more automobile traffic through the center of the park and it would overburden President's Way. The Jones and Jones/Civitas team does, however, agree that the existing 323 parking spaces behind the Spreckels Organ Pavilion should be relocated to a peripheral garage further from the center of the park. The California Gardens should be restored to their appearance during the 1935-36 California-Pacific International Exposition. The California Gardens would transform the current sea of asphalt into a beautiful, flowering garden comparable to the popular Alcazar Gardens adjacent to the House of Charm.



executive  
summary



introduction



principles



recommendations



implementation  
strategies





## Plaza de Balboa (Rueben H. Fleet Plaza)



The east end of El Prado was named the Plaza de Balboa for the 1915-16 Panama-California Exposition. The plaza served as the primary point of entry to the Exposition because it was near the El Paseo (Park Boulevard) electric railway station and was near the only parking lots in the area. The plaza was a large open space for pedestrians, much like the Plaza de Panama. A long, arcaded, one-story building served as the ticketing area.

For the 1935-36 California-Pacific International Exposition, the Plaza de Balboa was used for much the same purposes as in 1915-16. For the 1935-36 Exposition, the 1933 Natural History Museum had replaced the Southern California Counties Building north of the plaza. In 1973 the Reuben H. Fleet Space Theater and Science Center was constructed south of the plaza and was later expanded in 1998. The large Evenson Fountain was added to the center of the Plaza de Balboa and has become one of the focal points of Balboa Park.



The Balboa Park Central Mesa Precise Plan recommended that the Plaza de Balboa be enhanced with minor improvements and suggested that “the traditional east entry to the Prado” be reinstated. The Jones and Jones/Civitas Team agrees that this end of the Prado should be marked and celebrated in some manner, but that gateway treatments should also be used to enhance and emphasize views to the East Mesa. With this goal in mind, the most appropriate ‘gateway’ may not be a literal gate, but rather a more creative treatment of the entire Mesa interface.



## Old Naval Hospital Site (Inspiration Point)

The Balboa Naval Hospital was constructed in the mid-1920s to meet the medical needs of San Diego’s growing Navy population. In 1920, The San Diego Union wrote that the hospital would be “one of the finest and most modern hospitals planned by the navy.” The newspaper later noted, “The buildings for the magnificent San Diego naval hospital were designed by Bertram Goodhue, famous New York architect... The hospital grounds will be located on Inspiration Point, one of the most scenic spots in San Diego. The grounds will cover 17-1/2 acres... The hospital will be used exclusively in rendering medical attention to units of



the Pacific fleet based at San Diego and to the various naval establishments in and near this city.”

The multiple buildings of the old Naval Hospital were laid out in a campus arrangement with landscaped courtyards, walkways, and fountains between them. The buildings furthest south were oriented to take advantage of spectacular views across downtown to the bay. Over time, the Navy expanded the hospital to 34 acres, 42 buildings, and built several large parking lots on the west and south sides. Eventually the Navy outgrew the old hospital and groundbreaking for a new Naval Hospital in Florida Canyon happened in 1981. The majority of the buildings of the original Naval Hospital, excepting the Naval Hospital Administration Building, were demolished in the late 1980s.

This Administration Building is now the office of the Park and Recreation Department. The former Navy chapel, added in 1945, serves as the Veterans Memorial Center Museum. In recent years, two new “Balboa Gardens” have been constructed on the footprint of the three demolished courtyards of the old hospital. The entire Inspiration Point area consists of 55.5 acres.

The Jones and Jones/Civitas team recommends that the City of San Diego develop a plan to accommodate new structures on the old Naval Hospital site. New structures would contribute to a ‘critical mass’ of destinations and facilities on Inspiration Point, and -would support the emergence of this area as a fourth activity core. Improvements should comply with *The Secretary of the Interior’s Standards*.



## appendix b: park history



### Health of Cultural Institutions

Balboa Park was not designed or built with cultural institutions in mind. However, it wasn't long after the closing of the 1915-16 Panama-California Exposition that city leaders realized the cultural potential of Balboa Park.

Below are several excerpts from a January 1, 1920, San Diego Union article, headlined:

*Exposition Site Buildings Became Property of City; Artistic Structures Amid Scenic Tropical Foliage Preserved for Public*

When the Panama-California Exposition officially closed its gates on December 31, 1916, the Exposition itself passed into history, but the beautiful and artistic structures, flanked by rare plants, shrubbery and flowers, and bordering on wide paved thoroughfares, have been preserved....

Years before the Exposition was completed, and when the plans were being laid, the builders decided upon a policy of stability of construction, to the end that when the purposes of the Exposition had been fulfilled, the building could be passed down as a heritage to the city. Most of the larger buildings are now devoted to civic uses, such as art galleries, museums, libraries and assembly halls.

In the building of the exposition the principal structures were grouped, and the streets and grounds were brought to the highest state of improvement. It is this group of buildings that is now being used for civic purposes.

Because of its magnificent setting, architecture and permanent collections, the Exposition was a distinct contribution to the science and art of America. It gave San Diego an enviable reputation as a place of beauty and culture, and educational and scientific advantages... Aside from the great exhibits illustrating the highest achievements of aboriginal America, there were others of great historic and scientific value which received interested attention on the part of the public and unstinted praise on the part of men of science, and which, from the inception of the Exposition, were destined to serve a great purpose as the permanent museum of San Diego.

The Museum of San Diego is the logical successor to the Exposition. It was established for the purpose of cooperating with the city in making the benefits of the Exposition perpetual. The park, buildings and scientific collections are the permanent possession of the people. By developing a great cultural and recreational center, the Exposition is made a permanently productive investment. The museum is planned to meet the high standard of the Exposition and the park, and to develop with the future growth of the city.



## History of Cultural Institutions and Cultural Uses within the Park

Balboa Park has had a wide variety of cultural institutions and attractions over the years. The current institutions include:

### The Prado

- Alcazar Garden.** This garden, reconstructed to reflect its original 1935 design, is so named because its design is patterned after the gardens of Alcazar Castle in Seville. The garden is known for its ornate fountains of blue, yellow, and green Moorish tiles. The garden also offers a year-round display of over 7,000 annuals
- Botanical Building.** This structure, built in 1915 for the Panama-California Exposition, contains about 2,100 permanent tropical plants along with changing seasonal flowers. The lily ponds just south of the Botanical Building were originally referred to as Las Lagunas de las Flores (The Lakes of the Flowers) and were designed as aquatic gardens. The pools contain exotic water lilies and lotus which bloom spring through fall.
- Desert Garden.** The Desert Garden was moved from its original Palisades location to the present Park Boulevard location in 1976. The 2.5-acre garden showcases over 1,300 cacti, aloes, agaves and other drought-resistant species from around the world.
- Inez Grant Parker Memorial Rose Garden.** The Park's original rose garden was created for the 1915 Exposition. The present Rose Garden, approximately three times as large as the original, is an award-winning All-America Rose Selection Display Garden containing over 2,400 rose bushes in 180 varieties. The Rose Garden was recently recognized by the World Federation of Rose Societies as one of the top 12 public rose gardens in the world, one of only 2 in the United States to receive this distinction.
- Mingei International Museum.** Mingei International was incorporated in 1974, built and established the Museum of World Folk Art in University Towne Centre, San Diego, in 1978, and in 1996, opened a new, architecturally designed, state-of-the-art museum in Balboa Park's House of Charm. The Mingei Museum recently expanded to a new facility in San Diego's North County. They are dedicated to furthering the understanding of world folk art. Mingei is a special word used trans-culturally for "art of the people." It was coined in the early twentieth century by combining the Japanese word for all people, min, and art, gei. Mingei refers to essential arts of people—living in all times throughout the world—that share a direct simplicity and reflect a joy in making, by hand, useful objects satisfying to the human spirit.
- Museum of Photographic Arts.** Established in 1983, the Museum of Photographic Arts, located in the Casa de Balboa, is one of the country's first and finest museums dedicated solely to photographic and film arts. The museum quadrupled in size in 1999 with a renovation and expansion project including additional galleries, a classroom, print-viewing room, and a 20,000-volume library, archival facilities, support areas, and 226-seat theater.
- The Old Globe Theatre.** The Old Globe Theatre is one of the country's leading regional theaters and California's oldest professional theater organization. Ground broke for The Old Globe on April 28, 1935, as an attraction for the California-Pacific International Exposition after a 32-day construction period. The Old Globe Theatre was designed by Thomas Wood Stevens at a construction cost of \$20,000. The building was designed to accommodate 580. There are also two other theaters; the Cassius Carter Centre Stage and the Lowell Davies Outdoor Theater.
- Reuben H. Fleet Science Center.** The Reuben H. Fleet Science Center was built in 1973 and opened its doors to the public in 1974. It seeks to inspire life-long learning by furthering the public's understanding and enjoyment of science and technology. The Reuben H. Fleet Science Center is home to San Diego's only IMAX Dome Theater.







## appendix b: park history

- **San Diego Art Institute.** Located at the House of Charm building, the San Diego Art Institute is a non-profit arts organization and is one of the few venues where Southern California artists, both emerging and established, can compete regularly through the jury process, affording exposure in one of San Diego's more frequented galleries.
- **San Diego Historical Society Museum and Research Archives.** Located within the Casa de Balboa, the San Diego Historical Society was founded in 1928 by George Marston. The facility contains five galleries, research archives, historic photo collection, a museum store, and a 100-seat theatre.
- **San Diego Junior Theatre.** Since 1948, the San Diego Junior Theatre has been providing children ages 3-18 the opportunity to express and develop their creative talents through theater. Six productions are presented each year in the 640-seat Casa del Prado Theatre. Junior Theatre is the oldest continuously producing children's theater in the United States.
- **San Diego Model Railroad Museum.** Incorporated in 1980, the San Diego Model Railroad Museum is located in the Casa de Balboa and celebrates American railroads with the largest permanent operating scale model and toy train display in the United States. The 24,000 square foot museum contains four giant-scale model railroads of the Southwest. Children of all ages can enjoy being engineer on a special Lionel-style layout.
- **San Diego Museum of Art.** The San Diego Museum of Art is one of the country's leading art institutions and began as the Fine Arts Society to manage the Fine Arts Gallery of San Diego in 1925. It opened its doors to the public in Balboa Park in 1926. The Fine Arts Gallery temporarily changed to the San Diego Palace of Fine Arts during the California-Pacific International Exposition from 1935-1936. In 1978, the Trustees of the Fine Arts Gallery of San Diego changed its name to the San Diego Museum of Art.
- **San Diego Museum of Man.** The San Diego Museum Association was determined to retain the valuable collections and to establish a museum of anthropology after "The Story of Man through the Ages" appeared as part of the 1915 Panama-California Exposition. The Museum continues to occupy the California Quadrangle.



- **San Diego Natural History Museum.** The San Diego Natural History Museum was founded in 1874 and is the oldest scientific institution in Southern California. In 1917, the Society purchased a vacant Balboa Park building from the 1915 Panama-California Exposition. Here the Society moved its growing collections and library to create the San Diego Natural History Museum. The Museum occupied three different buildings in Balboa Park before celebrating its 50<sup>th</sup> anniversary. The current museum building was constructed and opened in 1933 and was recently expanded.





- **Spanish Village Art Center.** The Spanish Village Art Center houses 35 art studios in a charming setting complete with a gazebo, tables and umbrellas, and a large variety of flowers which creates the feeling of a town square in Spain. Over 50 artists and craftspeople work on site to demonstrate their skills and techniques in painting, sculpture, photography, jewelry, stained glass, enamel, the lapidary arts, woodcarving, glass blowing, and pottery. Original art works are offered for sale. Various guilds housed in the Village present art shows on the flagstone patio, where food and entertainment are also offered. The Village's Gallery 21 has bimonthly shows of various art mediums. Spanish Village was built for the 1935-36 California-Pacific International Exposition and has been declared a historical site.
- **Spreckels Organ Pavilion.** Spreckels Organ Pavilion, housing one of the world's largest outdoor pipe organs, was donated to the City of San Diego by John D. and Adolph Spreckels in 1914 for the Panama-California Exposition. This unique outdoor organ, which contains over 4,500 pipes, was built by the Austin Organ Company of Hartford, Connecticut. The organ is housed in an ornate vaulted structure with highly embellished gables. The pavilion area provides comfortable seating for 2,400, with wheelchair access. Free year-round organ concerts are held on Sundays.
- **Timken Museum of Art.** The Timken Museum of Art has been in Balboa Park since 1965. It was built solely to exhibit the Putnam Foundation Collection. Timken Museum of Art is devoted to the presentation and preservation of a select collection of European and American masterworks, including a small collection of Russian icons. The Putnam Collection spans five centuries of art, from the early Renaissance through the 19th century.
- **Zoro Garden.** Originally a nudist colony during the 1935 Exposition, this sunken garden and stone grotto is now a butterfly garden. It contains plants needed for all cycles of the complete life cycle of butterflies.

### The Palisades

- **House of Pacific Relations.** The House of Pacific Relations (HPR), founded in 1935, is a non-profit community organization dedicated to furthering cooperation and understanding between national groups in the United States. This group of small cottages, each home to one or two nations, holds an open house to the public Sunday afternoons.
- **Japanese Friendship Garden Society of San Diego.** The Japanese Friendship Garden Society of San Diego has roots in the 1915 Panama-California Exposition. After the Exposition, strong community interest kept the Japanese Tea Pavilion open for 30 years within Balboa Park. With the development of San Diego's Sister City relationship with Yokohama in 1950, 40 years of gift exchanges followed, kindling feelings of shared ideals represented by the Japanese Garden. The friendship garden reopened in 1999 in a new location northeast of the Spreckels Organ Pavilion; plans to expand into the Gold Gulch portion of the garden's lease are currently under design.
- **Marie Hitchcock Puppet Theater.** The Marie Hitchcock Puppet Theater is located in the Palisades area of Balboa Park, next to the Automotive Museum. In 1947, the first public performance at the Puppet Theater was a marionette show given by Marie Hitchcock and her sister, Genevieve Engman. Under sponsorship of the Park and Recreation Department, the sisters gave shows at the theater every June, July, and August, some in October, and always in December. In 2001, San Diego's Balboa Park Puppet Guild was formed.





## appendix b: park history

- **San Diego Aerospace Museum.** The San Diego Aerospace Museum moved into the National Register of Historic Places designated Ford Building in 1973. The SDAM was re-established after fire destroyed their first museum in the old Electric Building in 1978. The San Diego Aerospace Museum brings to life aviation's rich heritage through a dazzling collection of over sixty-five aircraft and spacecraft. The museum also houses the International Aerospace Hall of Fame honoring engineers, pilots, and aviation industrialists.
- **San Diego Automotive Museum.** The San Diego Automotive Museum opened in 1988 and showcases classic and historically significant vehicles from horseless carriages to '50s favorites, from muscle cars to motorcycles.
- **San Diego Hall of Champions.** The San Diego Hall of Champions opened in the renovated Federal Building in 2001. It was previously located at the Casa de Balboa. Over 40 sports are represented in this 70,000 SF activity center that tells uplifting stories of nationally known athletes and teams with a San Diego connection.
- **Starlight Bowl.** Starlight Bowl was first constructed for the 1935 California-Pacific International Exposition. At that time it was used in conjunction with the Ford Building, which is now the Aerospace Museum. The Bowl has undergone three major renovations since 1935. Current seating capacity is 4,000. The Bowl is the home of the Starlight Musical Theatre, which performs there during the months of July and August. Starlight Musical Theatre was founded in 1945 and presented its first season in 1946 at the San Diego Zoo's Wegeforth Bowl before moving to the Starlight Theatre.
- **United Nations Building.** The United Nations Building houses the United Nations Association of San Diego (UNA-SD), the Eleanor Roosevelt Global Classroom, and the International Gift Shop. UNA-SD is a non-profit, educational organization dedicated to strengthening public understanding and support for international cooperation through the United Nations. In 1956, Eleanor Roosevelt requested the San Diego City Council to grant the newly formed UNA-SD the permanent use of the Park's UN Building for educational and administrative purposes.

### Inspiration Point

- **American Indian Cultural Center Museum.** An American Indian Cultural Center Museum (AICCM) has been proposed for Inspiration Point, just east of Park Boulevard. The development of the AICCM is the result of a 10-year collaboration led by Indian people of the San Diego area with added support from local organizations and residents.
- **Centro Cultural de la Raza.** The Centro Cultural de la Raza is a 30-year old non-profit cultural arts organization established in 1970. The organization formally met in the Ford Building, but were moved to their current location at the 1914 North Water Tank in 1970. Their mission is to create, promote, and preserve Mexican, Chicano, and Native American art and culture.
- **Veterans Museum and Memorial Center.** The Veterans Memorial Center Museum was founded in 1989 to honor and perpetuate the memories of all men and women who have served in the United States Armed Forces. It is located at the former San Diego Naval Hospital Chapel at Inspiration Point. On display are historical objects, artifacts, documents, and memorabilia dating back to the Civil War. The center also provides facilities for services and social and recreational activities for veterans, active duty military personnel, and the general public.





- **WorldBeat Center.** Established in 1985, WorldBeat Center is dedicated to African and African-American arts and culture. The center offers of music, art, and dance classes including African dance and drum-making classes and also hosts reggae and African music festivals. It is currently located at the South Water Tank near Park Boulevard.

### Zoo Area

- **Balboa Park Miniature Railroad.** This miniature locomotive ride holds 36 passengers and takes a 3-minute, ½ mile trip through 4 acres of Balboa Park. Since 1948, when the locomotive was introduced in the Park with great pomp and ceremony, over 5 million passengers have ridden on board. A conductor in a railroad cap and overalls runs the miniature train on Saturdays, Sundays, and daily during school vacations. The train is located adjacent to the carousel, opposite the entrance to the Zoo.
- **Carousel.** Built in 1910 by the Herschell-Spillman Company in North Tonawanda, New York, the carousel has been in the Park since 1922. It is located just inside the entrance to Zoo Place. The carousel is a menagerie of animals, hand-carved by European craftsmen. The hand-painted murals surrounding the upper portion of the carousel are original, as is the military band music. This carousel is one of the few in the world still offering the brass ring game for everyone taking a 5-minute ride. From the third week in June through Labor Day, the carousel runs daily.
- **San Diego Zoo.** After the 1915 Exposition, Balboa Park was left with a menagerie of animals, which soon became the core of the San Diego Zoo. The San Diego Zoo is home to the Zoological Society established by Harry Milton Wegeforth. It is the home to over 4,000 exotic, rare, and endangered animals representing 800 species. The luxuriously planted 100-acre Zoo is also an accredited botanical garden.

### West Mesa

- **Lawn Bowling.** Organized in 1931 with five founding members, the San Diego Lawn Bowling Club is still going strong with 105 members and growing. Lawn bowling is a game of strategy and skill, with the object being to roll the “bowls” so they will come as close to the jack (a small white ball) as possible. Members, who must dress in white, play each day at 1:00 p.m., except Monday. Lessons are given by members of the club.
- **Marston House.** This home was built in 1905 for George Marston, prominent San Diego merchant, philanthropist, and civic leader, who was a founder and first president of the San Diego Historical Society. The George White and Anna Gunn Marston house is an early example of the work of San Diego architects William Hebbard and Irving Gill. Furnished in the style of the American Arts and Crafts Movement of the early 20th century, the interior reflects the architects’ commitment to function and simplicity of design. Five acres of landscaped grounds offer a picturesque blend of English Romantic themes with California influences. The Marston House is listed on the National Register of Historic Places and is operated as a house museum by the San Diego Historical Society.







## Historic Criteria and Value



*The Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards)* provide general information to determine appropriate treatments for historic properties. They are intentionally broad in scope in order to apply to a wide range of circumstances. The *Standards* have been designed to enhance the understanding of basic preservation principles and may be applied to one historic resource or a variety of historic resource types. Historic resource types and examples include:

**District:** A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. In Balboa Park, the California Quadrangle - El Prado Area and the El Prado Complex are historic districts listed on the National Register of Historic Places (NRHP). El Prado Area is also designated locally (SDHR # 1). The California Quadrangle (NRHP # 1974-05-17) includes structures built as part of the Panama-California Exposition of 1915 such as the Administration Building, the first constructed for the Exposition; the walls of the quadrangle featuring decorative sculpture; the Fine Arts Building, which housed San Diego's first fine arts gallery; and the Spanish Baroque California Building and gardens. The El Prado Complex (NRHP # 1976-12-12) is a group of ten Spanish Colonial Revival buildings including the Cabrillo Bridge, exhibition buildings, the Botanical Building, and the Spreckels Organ Pavilion, gardens, and Plaza de Panama.

**Site:** A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure. Kate O. Sessions Nursery Site has been locally designated (SDHR # 31).

**Building:** A building, such as a museum, chapel, or gym, is created to shelter any form of human activity. Buildings may also be used to refer to a historically and functionally related unit, such as a courthouse and jail. Individual buildings listed on the NRHP include the Ford Building (NRHP # 1973-04-26), Veterans War Memorial Building (NRHP # 2000-09-28), and the George Marston House (NRHP # 1974-12-16). All three buildings have also been locally designated (SDHR # 60, 412, and 40, respectively). In addition, the Municipal Golf Course Clubhouse (SDHR # 564) and the Balboa Park Fire Alarm Headquarters Building (SDHR # 235) are on the City of San Diego Historic Resources list.

**Structure:** The term structure is used to distinguish from buildings whose functional constructions made usually for purposes other than creating human shelter such as a bandstand, bridge, irrigation system, fence, and systems of roadways and paths. The Cabrillo Freeway State Route 163 has been locally designated (SDHR # 441). The Spreckels Organ Pavilion is a contributing structure to the El Prado Complex NRHP District.

**Object:** The term object is used to distinguish from buildings and structures those constructions are that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, movable my nature or design an object is associated with a specific setting or environment. Examples include fountains, monuments, sculptures, and boundary markers. The El Cid Statue is an example of an object at Balboa Park.



In summary, designated historic resources within Balboa Park include:

#### CITY OF SAN DIEGO HISTORICAL RESOURCES

Resource	Designation Date	SDHR #
El Prado Area Designation	9/7/67	1
Kate O. Sessions Nursery Site	11/6/70	31
George Marston House	12/4/70	40
Ford Building	4/7/72	60
Balboa Park Fire Alarm Headquarters	7/26/89	235
Veterans War Memorial Bldg.	3/23/00	412
Cabrillo Freeway State Route 163	9/28/00	441
Municipal Golf Course Clubhouse	12/2/02	564

#### NATIONAL REGISTER OF HISTORIC PLACES

Resource	Designation Date	NRHP #
Balboa Park - California Quadrangle 41	12/22/77	1977-12-22
California Quadrangle, Balboa Park - El Prado Area	5/17/74	1974-05-17
El Prado Complex	12/12/76	1976-12-12
Ford Building	4/26/73	1973-04-26
George Marston House	12/16/74	1974-12-16
Veterans War Memorial Building	9/28/00	2000-09-28

#### NATIONAL HISTORIC LANDMARK

Resource	Designation Date
Balboa Park - California Quadrangle 41	12/22/77



## appendix b: park history

As a National Historic Landmark (NHL), the City of San Diego has established a review procedure that allows for the National Park Service (NPS) and the State Historic Preservation Officer (SHPO) to comment on projects within the NHL park boundaries. The NHL park boundaries extend to Septon Plaza at Laurel Street, and to the Park Boulevard and Presidents Way intersection. These boundaries include structures built as part of the Panama-California Exposition of 1915: the Administration Building; the walls of the quadrangle featuring decorative sculpture; the Fine Arts Building; and the Spanish Baroque-California Building and gardens.

According to the Balboa Park Central Mesa Precise Plan, those buildings that are contributing to the NRHP include:

- Administration Building
- California Building
- Fine Arts Building, Museum of Man
- House of Charm
- Museum of Art, Main Building
- Organ Pavilion
- Botanical Building
- Casa del Prado and Casa del Prado Theater
- Casa de Balboa
- House of Hospitality
- Natural History Museum
- Spanish Village
- Carousel
- Hall of Nations
- United Nations Building
- House of Pacific Relations
- Balboa Park Club
- Palisades Building
- Automotive Museum
- Aerospace Museum (Ford Building)
- Starlight Bowl
- Municipal Gym
- Federal Building

Initially developed by the Secretary of the Interior to determine the appropriateness of proposed project work on registered properties within the Historic Preservation Fund grant-in-aid program, *The Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards)* have been widely used over the years—particularly to determine if a rehabilitation qualifies as a Certified Rehabilitation for federal purposes. In addition, the *Standards* have guided federal agencies in carrying out their historic preservation responsibilities for properties in federal ownership or control; and state and local officials in reviewing both federal and non-federal rehabilitation proposals. They have been adopted by historic districts and planning commissions across the country including the City of San Diego Land Development Code (LDC).

*The Standards* identify four primary treatments: preservation, rehabilitation, restoration, and reconstruction.

**Preservation** is defined as the act or process of applying measures necessary to sustain the existing form, integrity and material of an historic property. Improvements generally focus on the ongoing maintenance and repair of historic materials, rather than extensive replacement or new construction.

**Rehabilitation** is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features, which convey its historical or cultural value. The *Standards for Rehabilitation* have been codified in 26 CFR 67.

**Restoration** is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular time by the removal of features from other periods in its history and reconstruction of missing features from the restoration period.

**Reconstruction** is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of non-surviving site features for the purpose of replicating its appearance at a specific period of time and in its historic location.



Although there are components within the *Standards* that include restoration and preservation treatments, it is the *Standards for Rehabilitation* that is emphasized. The ten *Standards for Rehabilitation* are:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.





## appendix b: park history

### Meeting Federal, State, and Local Regulations

Work related to registered historic resources in Balboa Park shall meet all federal, state, and local regulations. All future projects should be subject to the review process by the City of San Diego Historical Resources Board and other appropriate City of San Diego agencies. The City of San Diego should consider using the National Park Service Technical Advice Services as a resource on future proposed projects. In addition, projects within El Prado involving properties contributing to the NHL are subject to review by the NPS and SHPO.

### National Historic Preservation Act of 1966

The purpose of the National Historic Preservation Act of 1966 (16 U.S.C. 470§1(b)) is declared by Congress as:

1. the spirit and direction of the Nation are founded upon and reflected in its historic heritage;
2. the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;
3. historic properties significant to the Nation's heritage are being lost or substantially altered, often inadvertently, with increasing frequency;
4. the preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans;
5. in the face of ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments, the present governmental and non-governmental historic preservation programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation;
6. the increased knowledge of our historic resources, the establishment of better means of identifying and administering them, and the encouragement of their preservation will improve the planning and execution of Federal and federally assisted projects and will assist economic growth and development; and
7. although the major burdens of historic preservation have been borne and major efforts initiated by private agencies and individuals, and both should continue to play a vital role, it is nevertheless necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.



executive  
summary



introduction



principles



recommendations



implementation  
strategies





### California Environmental Quality Act

The California Environmental Quality Act (CEQA) is a statute that requires state and local agencies to identify the significant environmental impacts of their actions and to avoid or mitigate those impacts, if feasible.

The impetus for CEQA can be traced to the passage of the first federal environmental protection statute in 1969, the National Environmental Policy Act (NEPA). In response to this federal law, the California State Assembly created the Assembly Select Committee on Environmental Quality to study the possibility of supplementing NEPA through state law. This legislative committee, in 1970, issued a report entitled *The Environmental Bill of Rights*, which called for a California counterpart to NEPA. Later that same year, acting on the recommendations of the select committee, the legislature passed, and Governor Reagan signed, the CEQA statute.

CEQA applies to certain activities of state and local public agencies. A public agency must comply with CEQA when it undertakes an activity defined by CEQA as a “project.” A project is an activity undertaken by a public agency or a private activity, which must receive some discretionary approval (meaning that the agency has the authority to deny the requested permit or approval) from a government agency which may cause either a direct physical change in the environment or a reasonably foreseeable indirect change in the environment.

When a proposed project may adversely affect a historical resource, the CEQA requires the Lead Agency to carefully consider the possible impacts before proceeding (Public Resources Code Sections 21084 and 21084.1). Revisions to the Act made in 1992, particularly Chapter 1075 of the Statutes of 1992, have highlighted the importance of evaluating possible impacts upon historic resources.

The California Environmental Quality Act (CEQA) exists to ensure that governmental decision-makers consider the potential significant environmental effects of proposed projects before taking action. The Lead Agency is responsible for determining whether a significant adverse environmental impact may occur and whether it can be mitigated to a level of insignificance. Where substantial evidence indicates that a significant adverse effect may occur, the lead decision-making agency is required to prepare an Environmental Impact Report (EIR) which discusses in detail the potential impact and feasible means of avoiding or reducing it. Where such an effect may be mitigated to a level of insignificance through changes in the project or other requirements, a mitigated Negative Declaration should be prepared rather than an EIR.

A project with an effect that may cause substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment, such as physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired. Generally, a project that follows the *Secretary of the Interior's Standards for the Treatment of Historic Properties* or the *Secretary of the Interior's Standards for Rehabilitating Historic Buildings* (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource. (CEQA 15064.5(b)(1)(3))



executive  
summary



introduction



principles



recommendations



implementation  
strategies



## Land Development Code

The City of San Diego Land Development Code (LDC) sets forth the procedures used in the application of land use regulations, the types of review of development, and the regulations that apply to the use and development of land in the City of San Diego. The intent of these procedures and regulations is to facilitate fair and effective decision-making and to encourage public participation.

Chapter 14, Article 3, 7, and Division 2 are regulations pertaining specifically with historic resources including historic districts and resources such as those found in Balboa Park. These regulations are intended to assure that development occurs in a manner that protects the overall quality of historical resources. It is further the intent of these regulations to protect the educational, cultural, economic, and general welfare of the public, while employing regulations that are consistent with sound historical preservation principles and the rights of private property owners.

Exempted development activities on historic resources are noted in Section 143.0220, because they are based on *The Secretary of the Interior's Standards for the Treatment of Historic Properties* as stated:

- a) Any development that proposes minor alterations or improvements consistent with Section 143.0250(a), to a designated historical resource, or any historical building or historical structure located within a historical district, or any new construction within a historical district that will
- b) Interior modifications or repairs or the ordinary maintenance or repair of any exterior architectural feature in, or on, any historical building or historical structure that does not adversely affect the special character or special historical, architectural, or cultural value of the resource when all feasible measures to protect and preserve the historical resource are included in the development proposal consistent with the *Secretary of Interior's Standards and Guidelines*. Exterior architectural features shall mean the architectural elements embodying style, design, general arrangement and components of all of the outside surfaces of an improvement or structure, including the type of building materials and the type and style of all windows, doors, lights, signs, and other fixtures appurtenant to the improvement or structure.
- c) Substantial alteration of a non-significant structure within a historic district consistent with *The Secretary of Interior's Standards and Guidelines*. However, new construction within a historic district is not exempt from the requirement to obtain a Site Development Permit except in accordance with Section 143.0220(a).

enhance, restore, maintain, repair, or allow adaptive reuse of the resource and which will not adversely affect the special character or special historical, architectural, archaeological, or cultural value of the resource when all feasible measures to protect and preserve the historical resource are included in the development proposal consistent with the *Secretary of Interior's Standards and Guidelines*.



The City of San Diego's Land Development Code (§ 143.0250(a)) defines alteration, minor alteration, and substantial alteration as the following:

1. Alteration means any change or modification, through public or private action, of any historical resource or of any property located within a historical district including changes to designated interior architectural features; exterior changes to or modification of structural details, architectural details, or visual characteristics such as doors, windows, surface materials and texture, grading, or surface paving; addition of new structures; cutting or removal of trees, landscaping, or other historical features; disturbance of archaeological sites; and the placement or removal of any exterior objects such as signs, plaques, light fixtures, *street* furniture, walls, fences, steps, plantings, and landscape accessories affecting the exterior visual qualities of the property.
2. Minor alteration means improvements that enhance, restore, maintain, repair, or allow adaptive reuse of a historical resource that do not adversely affect the special character or special historical, architectural, archaeological, or cultural value of the resource and will conform to standards embodied in the designation of a historical district when applicable.
3. Substantial alteration means demolition, destruction, relocation, new construction or alteration activities that would impair the significance of a historical resource.

### Framework for Expansion



Most of the current cultural institutions in Balboa Park are anticipating attendance growth, and the historic nature and spatial limitations of the buildings and areas they occupy make it clear that Balboa Park cannot support all of the demands for additions and new buildings or else it will cease to remain a park.

Another limiting factor is that the vast majority of cultural institutions in the Park are housed in historically designated buildings that cannot be significantly altered by the normal methods of adding new wings or additional floors. Refer to the section “Historic Criteria and Value” for more information about the approved treatments of historical resources.

The Balboa Park Central Mesa Precise Plan (adopted in 1992) includes provisions for expansions of several institutions such as the Natural History Museum and Spanish Village. Aside from the expansions already outlined in the Precise Plan, there are additional, limited, opportunities to expand within Balboa Park. If done correctly, expansions and additions can be accommodated without disrupting the historic architecture or character of the Park.

Another alternative is to limit the size of institutions within Balboa Park. Limiting their size *within the Park* does not mean imposing a limit on the institution itself. Rather, institutions may create satellite institutions outside of the Park, as the Mingei Museum has done, or may shift portions of their support facilities off-site, as the Automotive Museum has done by seeking exhibit storage facilities outside of the Park. In both cases, growth has not required the institutions to leave the Park entirely, but to find creative solutions that utilize their existing space in the most efficient manner possible.





## appendix b: park history

The construction of new buildings in the Central Mesa must be considered with the utmost care and concern for the historic context. The Balboa Park Committee has expressed a concern for the historic character of the park and has noted that some existing buildings and additions are not good examples of new construction that is compatible with or complementary to the historic context. Others individuals feel strongly that only faithful reconstructions of historical buildings should be allowed. The Committee of 100's East Arcade and proposed West Arcade reconstructions are examples of this approach. The loss of some landscaping and open parkland may result from additional buildings, but this loss could be more than offset by the reclamation of several of the plazas, gardens, and open spaces that are currently used for parking or other less than ideal uses.

### Potential Expansions, Additions, and Reconstructions

In addition to the expansions, additions, and reconstructions proposed in the Central Mesa Precise Plan, there are other opportunities to expand within Balboa Park.

The Central Mesa Precise Plan notes, "All design proposals for new structures or modifications to existing structures within the historic landmark should closely adhere to the established historic design themes." On El Prado the design theme is, appropriately, Spanish Colonial style. Because the Timken Museum of Art and San Diego Museum of Art are both within the boundary of the National Register of Historic Places El Prado Complex, any expansions, modifications, or replacement buildings must comply with *The Secretary of the Interior's Standards*. Future projects must also be reviewed by the San Diego Historical Resources Board and other reviewing agencies. These future projects must also be carefully evaluated to ensure that they do not negatively impact existing buildings and institutions; issues such as physical access and visual sight lines should be included in this evaluation.



### El Prado Area

El Prado was once bracketed by a continuous line of Exposition buildings with long arcades connecting between them. The Science and Education Building and the Home Economy Building are two Exposition structures that are no longer standing.

### Science and Education Building and Home Economy Building

In the mid-1960s, two of the largest and most ornate Exposition Buildings were demolished because they were in disrepair and deemed unsafe. The 1915 Science and Education Building (1935 Palace of Photography) and 1915 Home Economy Building (1935 Café of the World) stood on the sites of the San Diego Museum of Art's Annex and Sculpture Garden and the Timken Museum of Art, respectively. The Committee of 100 reconstructed the Home Economy Building's arcade and are moving forward with the reconstruction of the Science and Education Building's arcade.

### The Palisades Area

In the Palisades, there were four historic buildings that have been demolished. One alternative that would allow both institutional growth and historical accuracy would be the reconstruction of some or all of these buildings. The Central Mesa Precise Plan and prior discussions with the Historical Resources Board are supportive of this approach. There may be methods that allow for other forms of historic preservation as well, including adaptations and constructions that provide complementary, but purposeful contrasts with historic resources. The decision as to how additional buildings or expansions might be made in the Central Mesa is one that rests with the deliberations of the Historical Resources Board during the review of any individual building proposal.

### Palisades Cafe

The Palisades Café was constructed for the 1935 Exposition and occupied the lawn area between the Balboa Park Club (New Mexico building) and the Palisades parking lot. The café was designed in the same pueblo style as the Balboa Park Club and the Hollywood Hall of Fame (Puppet Theater). The café was designed as "an outdoor, semi tropical dining room."



executive  
summary



introduction



principles



recommendations



implementation  
strategies





### Palace of Water and Transportation

The 1935 Palace of Water and Transportation was a large deco-influenced building northeast of the Federal Building across President's Way. This area is now part of the Organ Pavilion parking lot.

### Standard Oil Tower of the Sun

The 1935 Standard Oil Tower of the Sun was 108 feet tall and was located on the north end of the Plaza de America, providing a visual counterpoint to the Ford Building. The Tower's site is now part of the Palisades parking lot.

### Washington State Building

The 1915 Washington State Building was a large Mission-Revival building northwest of the House of Pacific Relations. This site today is a sloping canyon and contains no structures.



### Public Access to Parkland

#### History of Access and Circulation within Balboa Park



Like many parks, the character of Balboa Park is best viewed and appreciated on foot. The pedestrian charm of the Park has been sacrificed throughout the years in order to provide much needed parking spaces. Both vehicle and pedestrian access to the mesas within Balboa Park has been primarily focused in the Central Mesa area, with limited access to several of the other mesas. The varied topography of Balboa Park also has contributed a great deal to the location of roads and parking lots.

Park improvements near 6th Avenue encouraged pedestrian use of the park in the early 1880s. However, pedestrian use in the park wasn't addressed comprehensively until the Parsons Plan was completed in 1905. Strolling paths throughout the park were proposed as well as rose gardens at the northwest and northeast quadrants. The Parsons Plan also encouraged pedestrians to rest at benches and gazebos strategically placed to take advantage of viewpoints and the park's natural beauty.





Once the park became the site for the 1915-16 Panama-California Exposition, pedestrian access became vital to the success of the fair. Pedestrian paths served the grounds and linked Exposition buildings with one another. For the fairgoers comfort, the Exposition Motor Chair Company provided a wicker, motor powered “Electriquette” that rented for \$1.00 an hour and could carry two passengers. Rental stations were located at the north and south entrances, several prominent points, and at the Isthmus.

The formal cross-axial design of El Prado and Esplanada at the Plaza de Panama allowed easy and direct pedestrian access. The Isthmus also provided a promenade while inviting fairgoers to partake in the carnival atmosphere. The more informal paths meandered and lured pedestrians through Eucalyptus groves, gardens, and picnicking areas within the fairgrounds. Automobiles were only allowed in the park between 6:00 p.m. and midnight, after the fair closed.

During the 1935-36 California-Pacific International Exposition, special hinged-body Exposition buses operated within the fair and provided two types of service. The first service connected to drop off points at specific park locations for 10 cents a trip, while the second bus service was an official luxury sightseeing tour. For 35 cents a fair visitor could experience a deluxe tour of the entire expo and hear a well-informed lecture that explained each exhibit as the bus slowly passed.



The buses were painted in brilliant colors and were designed to accommodate 100 passengers. According to the 1935 Descriptive Guide, each bus was named in Spanish after varied birds, such as La Golondrina (swallow); El Loro (parrot) and La Paloma (dove). Unlike the motor powered Electriquettes used during the first Exposition, the 1935 Exposition reverted to human-powered “Roller Chairs.” The Roller Chairs were marketed as providing a fairgoer with the most luxurious mode of visiting the Exposition.



According to the 1935 Official Guide, well-trained and competent college men who had complete knowledge of the Exposition, San Diego, and its history, operated the Roller Chairs. Both single and double chairs were made available at all of the entrances to take the fairgoers to buildings, hidden trails, and out-of-the-way spots. The cost was 50 cents for the first half-hour and 10 cents for each additional six minutes.



Balboa Park's slow conversion into parking lots began in 1916 after the first Exposition ended, although automobiles were admitted to the grounds during the Panama-California Exposition with parking services provided at the north and south gates.

"Motorists from out of the city, or out of the state, have no difficulty in finding the Exposition grounds....Drivers may turn left to 12<sup>th</sup> Avenue, then turn left again and follow the street to the Exposition entrance. Plenty of automobile parking facilities are available and the charges are low." (1936 Official Guide)

....present plan calls for the closing of El Prado to vehicular traffic; parking space will be increased by the construction of parking areas along the north and south access roadways; no group of park planners in San Diego was as well qualified as the firm engaged; Bartholomew plans recommendations were based on recommendations made by the Balboa Park Citizens Study Committee. (January 3, 1961, San Diego Union, B-2:8)

A free tram system, introduced in 1991 by the City of San Diego Park and Recreation Department, carries 300,000 visitors a year and links many of Balboa Park's museums and attractions. The tram system is not, however, very well advertised.

### Special Events in Balboa Park

Below is a brief list of some of the special events held in Balboa Park, both past and present.

#### Historic:

1915-16	Panama-California Exposition
1918	Naval Training Station
1935-36	California-Pacific International Exposition
194	Naval Hospital Annex

#### Present Day:

December Nights (formerly Christmas on the Prado)  
 Earth Day  
 Lesbian Gay Bisexual Transgender Pride Festival  
 Runs/walks/marathons  
 Circus (Inspiration Point)  
 Superbowl Festivities  
 St. Patrick's Day Parade



executive  
summary



introduction



principles



recommendations



implementation  
strategies







## appendix c: summary of previous plans

### Balboa Park Policy Document Implementation

The following list identifies the major recommendations of the adopted policy documents for Balboa Park, including the Balboa Park Master Plan, the Master Plan Amendment, the central Mesa Precise Plan and the East Mesa Precise Plan. In some instances, the recommendations are managerial in nature, and the recommendations are ongoing and evolving. Some recommendations are a part of ongoing programs such as canyon revegetation. Recommendations that have been implemented, either partially or completely, are identified with a (●), while recommendations that have not been implemented are identified with a (○). Some recommendations have not been implemented because they have been modified or deleted by a subsequent plan.

#### Balboa Park Master Plan

- Finish construction of the Rose Garden.
- Remove the central Prado parking lot (Plaza de Panama) and develop it as a pedestrian plaza.
- Restore the central Palisades area to 1935 Exposition Garden standards.
- Include a pedestrian overpass at Pan American Way southwest of the Organ Pavilion.
- Restore the House of Hospitality.
- Restore the House of Charm.
- Make needed improvements to the Prado buildings and arcades, including their heating and ventilating systems, restrooms, fire suppression systems and provisions for disabled access, as may be required at the Old Globe, the Casa de Balboa, the Casa del Prado, the Reuben H. Fleet Space Theater and the Botanical Building.
- The existing arcades should be reconstructed.
- Make necessary rehabilitative improvements to the War Memorial Building, but do not expand the footprint.
- Provide a therapeutic swimming pool at the War Memorial Building.
- Renovate or reconstruct the existing golf course clubhouse, but do not increase the floor area. Do not increase seating capacity of the restaurant.
- Make needed improvements to miscellaneous facilities, including heating and ventilating systems, restrooms, fire suppression systems and provisions for disabled access, as may be required at the Starlight Bowl, the Centro Cultural de la Raza and the Marston House.
- Construct a new gymnasium outside of the Park (modified by the 1997 Master Plan Amendment).
- Restore the Palisades Building, the Federal Building and the Balboa Park Club.
- Rehabilitate the Municipal Gymnasium Building for new use(s).
- Expand the House of Pacific Relations area by 4,000 square feet including additional landscaping.
- Consider expanding Spanish Village to provide additional studio area and food service facilities. Prepare a precise plan to guide this development.
- Provide drop-off and pick-up area north of the Natural History Museum near the Junior Theater.
- Close Village Place at Spanish Village. Redesign the entry road.
- Retain the existing service road, Old Globe Way, between the Zoo and the museums to provide controlled emergency and service vehicle access.



executive  
summary



introduction



principles



recommendations



implementation  
strategies





- Reroute pedestrian traffic between the Zoo and the Prado through Spanish Village.
- Reclaim the 20<sup>th</sup> and B maintenance yard as free and open parkland.
- Complete the Japanese Garden in Gold Gulch.
- Construct a multi-use play field (Soccer Bowl) on the abandoned 26<sup>th</sup> Street right-of-way.
- Provide parking facilities at the Soccer Bowl.
- Add a playground or tot lot at the Soccer Bowl.
- Retain and improve the Centro Cultural de la Raza.
- Remove the other water tank (adjacent to the Centro) and replace it with a new picnic area as an expansion of Pepper Grove (modified by the Central Mesa Precise Plan).  
*This recommendation was modified by the Central Mesa Precise Plan. The WorldBeat Center now occupies this water tank.*
- Redesign and landscape the existing Inspiration Point parking lots.
- Landscape the existing Zoo parking lot.
- Construct a 1,000-1,500 space parking structure on the existing Organ Pavilion parking lot site concurrent with restoration of the Prado and Palisades pedestrian-oriented plazas.
- Close Florida Drive from just north of Zoo Place to just south of Zoo Drive/Morley Field Drive and concurrently implement the East Mesa Precise Plan.
- Widen Zoo Place to four lanes between Florida Drive and Park Boulevard for improved access to the Central Mesa from Pershing Drive.
- Construct a pedestrian/bicycle bridge over Pershing Drive between Golden Hill Mesa and Inspiration Point (old Naval Hospital site).
- Consider siting a water reclamation facility within the Park to service the Park.
- Construct a pedestrian/bicycle bridge on Eighth Avenue over the freeway to the Park at Marston Point.
- Complete development of the northeast area of the Park in accordance with a Precise Plan.
- Implement a new signage program.
- Implement a safety and security lighting program throughout the Park.
- Implement an intra-Park tram system.
- Reclaim the Arizona landfill area for Park purposes.

#### **BALBOA PARK MASTER PLAN AMENDMENT, 1997**

- Construct a new gymnasium outside the Park and relocate the Federal Building uses to a new Recreation Facility to be located on Inspiration Point.  
*A new recreation facility has been constructed on Inspiration Point, but a new gymnasium has not been built outside the Park*
- Maintain and restore the former Naval Hospital Administration Building, the Library, and the Chapel.
- Restore the three (3) landscaped courtyards behind and on either side of the Administration Building.
- Locate a Recreation Facility, to replace the existing uses in the Federal Building, on the south end of Inspiration Point.  
*A new recreation buildings has been built on Inspiration Point, although its location is different than that proposed in the Amendment. The Federal Building is now home to the Hall of Champions.*





## appendix c: summary of previous plans

### CENTRAL MESA PRECISE PLAN

#### Land Use:

- Minimize building expansion on the Central Mesa.
- Develop cultural links between the Park and Centre City and including off-site expansion of Central Mesa cultural facilities and activities. The development of these links should be incorporated into long-range planning (Ongoing)
- Recover open parkland from areas used for roads, parking and restricted uses wherever possible. These areas include the archery range and the miniature train area.
- Create multiple use outdoor plazas to accommodate cultural activities.
- Relieve peak hour densities by expanding cultural uses to underutilized areas of the Park and to non-peak hours.

#### Circulation:

- Maintain public accessibility (Ongoing).
- Reduce pedestrian and automobile conflicts (Partial, ongoing).
- Reduce the amount of vehicular traffic through the Central Mesa.  
*This recommendation is an ongoing effort that has been aided by the introduction of the Park Tram.*
- Utilize a Park tram system to move visitors through the Central Mesa.
- Incorporate off-site parking and shuttle service on peak use days.
- Encourage the use of public transit as a primary means of access to the Park.

#### Architecture and Landscape Improvements:

- Rebuild the House of Charm and the House of Hospitality.
- Locate a central visitor center in the House of Hospitality.
- Restore the Plaza de Panama to a multiple use pedestrian plaza.
- Restore the archery range area to unrestricted public use.
- Expand the Natural History Museum and Reuben H. Fleet Science Center.
- Restore an eastern pedestrian entry to the Prado with a stairway from the Plaza de Balboa to Park Boulevard.
- Restore Village Place to a pedestrian promenade.
- Reconfigure and reconstruct Spanish Village buildings to restore the original character and usefulness of the complex.
- Create a significant new walkway from the Zoo entry plaza to Spanish Village.
- Open a portion of the Miniature Train area to the public for a picnic and children's play area.
- Create a new service access route from Zoo Place to Old Globe Way.
- Construct a new visitor center near the main entrance to Spanish Village.
- Install additional landscaping in the Zoo parking lot to comply with the City landscape ordinance.
- Construct an improved south entry area for the War Memorial Building.



executive  
summary



introduction



principles



recommendations



implementation  
strategies





- Renovate the southern water tank building to accommodate the Worldbeat Cultural Center.
- Create a new multiple use plaza between the Centro Cultural de la Raza and Worldbeat Center.
- Construct a 1,000 – 1,500 space parking structure that will be capped with a rooftop plaza at the Organ Pavilion Lot.
- Return the Palisades to a pedestrian area that includes plazas, lawns and gardens.
- Construct a visitor center to serve the Southern Central Mesa.
- Expand the House of Pacific Relations.

#### Management:

- Park Activities – Management of public outdoor spaces and park-wide cultural activities.
- Visitor Relations – Development and oversight of a Park interpretive program, information centers, and general Park publicity.
- Park Facilities – Coordination of tenant lease reviews and development of programs to assist organizations that lease facilities in meeting their stated objectives.
- Personnel – Recruitment, training and development of a community volunteer corps and enhancement of employee training programs in Balboa Park policy and procedures.
- Park Security – Development and oversight of a Park ranger program and security network.

#### Maintenance:

- Increase the annual maintenance budget prior to physical improvements.
- Integrate maintenance programs into design contracts wherever possible.
- Assemble teams of maintenance personnel to perform specialized tasks.

#### EAST MESA PRECISE PLAN

##### Florida Canyon

##### *Florida Canyon North*

- Road closure, trail construction and lighting.
- Parking lot, ranger and interpretive center.
- Revegetation and stream rehabilitation.

##### *Florida Canyon South*

- Parking lot.
- Zoo Place bridge and trail.
- Rose Garden completion.
- Monumental staircase.
- Revegetation and stream rehabilitation (Zoo Place to Pershing Drive).
- Utility underground (Zoo Place to Pershing Drive).
- Realignment of Zoo Place, Florida Drive and median.







## appendix c: summary of previous plans

### Morley Field

#### *Tennis Complex*

- New clubhouse and spectator courtyard.
- Tennis court relocation.
- Parking lot improvements.

#### *Bud Kearns Pool*

- Renovate pool house as community center.
- Refurbish senior center.
- New pool complex.
- Texas Street extension and Promenade.

#### *Sports Fields*

- Group picnic and Promenade.
- Ball complex, pavilion and Promenade.
- Children's play areas (2).
- New parking lot.
- Renovate disc golf.
- Fly casting pool.
- Trails and walks.
- Landscaping and lighting.
- Picnic pavilion.

#### *Canyon Rim*

- Revegetation (Partial, ongoing)
- Trails and bridges.
- Picnic pavilion.

### Neighborhood Edge

#### *Upas Street*

- Landscaping, lighting and paths.
- Children's play area (1).

#### *28<sup>th</sup> Street/Upas Street/Redwood Street*

- Modification of 28<sup>th</sup> Street at Upas.
- Pershing Parkway improvements (median, etc.).
- Entry feature.
- Children's play areas (2).
- Landscaping, lighting and paths.
- Reclaimed water storage and pumping facilities.

#### *28<sup>th</sup> Street*

Landscaping, lighting, trails and bridges.

#### *Grape Street Park*

- Children's play area (1).
- Landscaping and lighting.
- *28<sup>th</sup> Street/Russ Boulevard*
- Landscaping, lighting and trails.
- Children's play area (1).





### Arizona Landfill

#### *Stage 1 revegetation.*

- Landfill cover (8 foot clean fill) and closure.
- Revegetation, trails and bridges.
- Parking and East Mesa loop road.

#### *Turf Play Areas/2.75 Acre Test Plots.*

- Landfill barrier and drainage system (2.75 acre).
- Landscaping and irrigation.

#### *Stage 2 Revegetation.*

- Barrier, drainage and landscaping.

### Park Nursery

- Public demonstration gardens.
- Landscape testing areas.
- Nursery improvements (Partial).
- Relocate park maintenance.

### Golden Hill

#### *Golden Hill Area*

- Landscaping, lighting and paths.
- 25<sup>th</sup> Street entry feature.
- Canyon revegetation (Partial, ongoing).
- Fountain reconstruction.

#### *Golden Hill Recreation Center.*

- Landscaping, lighting and trails.
- Parking lot expansion.

### Golf Courses

- Greens renovation program.
- Landscape improvements.
- Parking lot improvements.

### Pershing Recreation Complex

- Relocate City Operations station.
- Parking and roadways.
- Drainage improvements.
- Pedestrian bridge.
- Landscaping, lighting, picnic areas and trails.
- Velodrome.
- Soccer field.

### Public Art Program

- Prado terminus piece.
- Inspiration Point pedestrian bridge art element.
- Temporary exhibitions.
- Signage program.





## appendix d: public outreach strategy and scope

### Draft Outline for the Precise Plan Update Effort– Public Outreach Strategy approach & scope – L.J. Black Consulting

The following are the key steps to help build an effective strategic communications program for the Balboa Park Comprehensive Parking and Transportation Plan. The goal of this plan is to:

1. Establish a framework for accomplishing the goals of the committee members and the activities of the team and members of committee for the decisions are strategic
2. We need to ensure the most effective tools are developed to carry out our strategies, and
3. We need to create a final outcome that is measurable and achievable and acceptable to the committee, stakeholders, and the public at large

It will be important not too jump too quickly to the “tactical” since it is easy to think and act on that level. Our strategic communications program first identifies the committee’s overall mission, goals and objectives, (which need to be measurable and specific), objectives for the project, and who the target audiences are, who will they be, and what behavioral change we want from them to achieve your objectives. This will create the foundation for determining the right strategies and tools to achieve our objectives.

A planned strategy is just that, planned, and not left to chance or best-guess decision-making. It allows an organization to see a larger scope of challenges ahead of them and give an opportunity to put the proper resources in place. Well-managed businesses consistently build a solid foundation on strategic planning because it provides the guidance they need to stay on course. The goal of this strategic outreach plan, prepared by L J Black Consulting Group, is to build a bridge and develop consensus between the concepts and policies outlined by the City of San Diego, and the actual design and implementation of those concepts and policies. Consensus building involves informal, face-to-face interaction among representatives of stakeholder groups. It aims for “mutual gain” solutions, rather than win-lose or lowest common denominator outcomes. It complements, rather than replaces, the traditional decision making activities of agencies and governments. It generates solutions that are fairer, more efficient, better informed, and more stable than those arrived at by conventional means.

L J Black Consulting Group has considerable experience with engaging and building consensus among the stakeholder groups and the media





## Scope Of Work

### Phase I

Phase I includes issue identification, visioning, definition of project objectives, market demand analysis, opportunity and constraints evaluation, development capacity analysis, definition of alternatives, and selection of a preferred plan.

### Start-Up: Initial Meetings And Stakeholder Interviews

The objective of this first task will be to obtain and compile background information. Communication procedures will also be established.

Consulting Team Kick-off (Team). Following formal contract authorization, San Diego City staff and consultants will meet to kick-off the project. Topics to be discussed include scope, responsibilities, schedule, coordination, etc.

Web Site Setup/Coordination This will include two aspects:

Secure Team Web Site. LJB will establish a secure web site for project team member use. Working documents, bibliography, project schedule etc. will be posted here for consulting team use. Staff review of documents will be available as well. Monthly progress reports will be posted.

Public Web Site. Protocols relating to posting information on City of San Diego web site will be established between Jones and Jones and City of San Diego staff.

E-mail. Ongoing communications with stakeholders and interested parties will be key to the communication plan. . Bi-weekly e-mails will assure a steady flow of dialogue.

Stakeholder Interviews Individual interviews will be conducted with a representative cross-section of stakeholders to gain an understanding of their perspective and issues in an informal setting. Approximately 45 one-on-one or small group (2-3 persons) meetings (each approximately one hour long) will be conducted with key persons both within uptown, downtown, and from surrounding neighborhoods. Teams members will participate in all of the interviews; Stakeholders will include representatives from downtown associations (such as Downtown Partnership Urban Design Committee, Gas lamp Association, Little Italy Association, and East Village Association), as well as other decision-makers (such as Supervisor Greg Cox, Supervisor Ron Roberts, and State Senator Dede Alpert). Interview subjects will be matched with appropriate/relevant team member representatives to ensure maximum utilization of information and to minimize the need for duplicative interview sessions.

What is community within our neighborhoods? Community can be defined as a place full of adults and children who care about, look after, and root for one another and who work together for the good of the whole, in times of need and in times of celebration.







## appendix d: public outreach strategy and scope

### Sample of Possible Stakeholders and Surrounding Communities:

1. All Tenants of Balboa Park (Museums, shops, restaurants arts organizations)
2. American Institute of Architects of San Diego Chapter (AIA)
3. The New Airport Authority
4. Building Industry Association (BIA)
5. Business Improvement Council (BID Council)
6. Citizens Coordinate for Century 3 (C3)
7. City of San Diego
8. City Commission for Arts and Culture
9. CONVIS
10. County of San Diego
11. Downtown San Diego Partnership
12. Gaslamp Quarter Association Hospitality Resource Panel
13. Hillcrest Business Association
14. Little Italy Association
15. Metropolitan Transit Development Board
16. Navy Staff
17. Partners for Livable Places
18. Port of San Diego (Commissioners)
19. Port Tenants Association
20. San Diego Regional Chamber of Commerce
21. San Diego Association of Governments
22. San Diego City College
23. San Diego City Councilmember's (Specifically Zuchett and Atkins)
24. San Diego Convention and Visitors Bureau
25. San Diego Convention Center Corporation
26. San Diego Council of Design Professionals
27. San Diego County Hotel-Motel Association
28. San Diego County Taxpayers Association
29. San Diego Performing Arts League
30. San Diego Police
31. San Diego Regional Economic Development Corporation
32. San Diego Rescue Mission
33. Uptown Community Planners

**Working Paper #1: Stakeholder Interviews** Results of the stakeholder interviews will be summarized in a short working paper, which will also be delivered in web-compatible format. Following staff review of an administrative draft, a final publication will be prepared.

**Assemble Mailing List** (LJB, Staff). A mailing list for newsletters and meeting announcements will be assembled. Key stakeholders and organizations both within downtown and from surrounding neighborhoods will be listed.

**Newsletter #1** (LJB; Jones and Jones support). The first newsletter will explain the objectives of the Balboa Parking and Transportation Plan, key issues to be addressed, and opportunities for public participation. The intent of the newsletter will be to stimulate interest and gain feedback on issues. The newsletter will also be delivered in web-compatible format. Included in the Newsletter will be a survey to gain more specific demographic and issue information, to be used to formulate specific issue workshops and stakeholder meetings as necessary.

**Media** (LJB). Press releases will be prepared to inform the public about the findings of the Stakeholder Interviews working paper. The Union-Tribune Editorial Board will be contacted to announce kick-off of the project and its process. An offshoot of this meeting would hopefully be Union-Tribune coverage of the workshops, which would generate citywide excitement and support. We will also prepare a column for the San Diego Transcript that coordinates with Newsletter #1. The column will educate the public about the visioning process and upcoming community workshops.

**Outreach to Surrounding Communities** (LJB, Team, Committee). A brief presentation of the project description, schedule, and opportunities for participation will be given at meetings of the Barrio Logan, Golden Hill, and Uptown planning groups.



### Visioning: Issues And Project Objectives

The purpose of this task is to gain an understanding of project issues from the perspective of the Steering Committee, as well as the community at large. The discussions will be structured to result in preparation of an overall project vision and key objectives. Results of this exercise will be presented to the Committees and the Committee's feedback will be obtained as well.

Initial Field Reconnaissance (Jones and Jones). Land use and urban design characteristics will be recorded, including vacant and potential redevelopment sites, and other development opportunities and constraints. This will result in key land use and urban design issues, as well as in maps that can be used for visioning and issues charrette.

Issues Charrette with Steering Committee (Staff led tour; Consultants led discussion). A 3-hour walking and van tour of Balboa Park and the surrounding neighborhoods will be held with the Steering Committee, led by Park and Recreation staff. Aspects that will be highlighted in this tour will include:

1. Key sites and opportunity areas
2. Recent transportation trends
3. Connections between different communities and neighborhoods
4. Design issues related to new development
5. Transportation corridors

Community Workshops (LJB, Team). One workshop addressing general interests will be held for community stakeholders (transit advocates, design organizations, BIA, developers, business interests, etc.). Community participation is vital to the planning effort to ensure the Plan Update represents the interests and desires of San Diego and its diverse communities, and a vibrant, growing and dynamic vision for downtown San Diego.

- The Planning Team looks forward to proactively engaging the public in the planning process.
- A phased and open work plan will ensure a process that provides many opportunities for public input.
- The Planning Team is committed to getting input from all members of the public interested in the future of downtown. Comments from the public will be used to guide the development of the planning documents.
- The Planning Team will meet with representatives of the neighborhoods surrounding downtown to identify their issues and objectives. The Planning Team is committed to a continual dialogue with these groups.
- There are many tools being used to engage the public. The public can provide their input through the public workshops, and stay engaged through e-mail, newsletters and a project web site. The community workshops can also be aired on Cable TV.





## appendix d: public outreach strategy and scope

Develop Core Values For Community Workshops (These are samples)

- Focus on the long-term 50-year time frame and short term.
- When thinking short-term, we have many differences. When thinking long-term, we have many common challenges, opportunities, goals and reasons for cooperation and collaboration. Acknowledge our interdependency to achieve common goals.
- Place the greater good ahead of self-interest and are committed to honesty, integrity and “loyalty to the absent”
- Celebrate diversity.
- We believe diversity is a strength and source of shared learning. Therefore, we embrace the responsibility to listen actively to each other with open minds to gain understanding of perspectives that differ from our own.
- Foster open participation.
- We strive to empower all citizens to provide input and have access to all information connected to our endeavor. This will maximize community participation and understanding, as well as build a sense of ownership and commitment to our ultimate recommendations and development of Balboa Park Parking and Transportation Facilities.
- Respect and build upon what has gone before.
- We appreciate and seek to preserve the best of the past while fostering progressive change that improves the future for the benefit of all.
- Creating a greater sense of community within individual localities and neighborhoods and a greater recognition of regional interdependence and solidarity throughout the entire metropolitan area. This is the most abstract and difficult to measure element in smart growth strategies, so it is often omitted as an explicit ingredient. Yet many advocates believe achieving this element is vital to making all the other elements work effectively. Without some greater recognition by citizens in individual localities of their crucial economic, social, and even physical linkages with the rest of their region, continued parochialism in land-use decisions will make effective solutions to growth-related problems impossible.

- One of the biggest conflicts among the various advocacy groups is how to allocate available transportation funds. Pro-growth advocates want more roads; anti- or slow-growth advocates want more transit; and inner-core advocates want more maintenance of existing systems. There is no easy way to settle this dispute. That can only be done as part of the political process.

Phone survey (optional). We could conduct a random phone survey to gain a statistically valid public viewpoint of issues, which could be done for about \$12,000–20,000, depending on length and sample size.

Working Paper #2: Issues and Objectives (LJB). Results of the charrette and community workshops will be summarized in a working paper. After staff review of an Administrative Draft, the paper will be finalized for distribution.

Media (LJB). Press releases will be prepared to inform the public about findings of the Issues and Objectives working paper. We will also meet with the Editorial Board of the San Diego Union-Tribune to discuss the results of the Stakeholders Survey, and the visioning process. We may also contact TV or radio media.

### Alternatives

This task will be conducted in two parts:

1. Building on identified issues, opportunities, and constraints, we will formulate and analyze two or three plans illustrating alternative land use, mixes, and development intensities
2. An evaluation of the alternative plans will be conducted, so informed decisions can be made. This will include projections and traffic analysis of each alternative.

Alternative “Themes” (Team). The consulting team and City of San Diego staff will conduct several brainstorming meetings to generate a diverse set of development “themes” to be used in the alternatives.



**Preliminary Alternative Plans (Team and Staff).** Two or three strategies will be defined for review, first by staff, and later by the Committee. The alternatives will represent different scenarios to fulfill the policies set forth in the City's goals and objectives. Specific issues related to the alternative scenarios, such as how to incorporate economic development strategies, land use and community form, transportation strategies, transit and bikeway planning, environmental resources management, and housing, will be discussed.

**Workshops on Alternatives (LJB, Team).** We will have one Committee workshop on the alternatives, and another workshop open to public at large. We have tested various formats for alternative comparisons, and the most successful have been workshops where alternatives are discussed in small, facilitated groups, and then presented to others in an open forum. This format will also allow the Committee to gauge public reaction before PHASE II.

**Building on previous work, Phase II includes drafting of the Study.**

**Draft Study Plan (Mostly Jones and Jones and Project Managers).** Balancing attention between text policies and drawings is critical to a successful Plan. We will strive for brevity and clarity that enables all interested persons to tell easily what commitments City of San Diego is making, what it hopes to accomplish, and whether a proposed project is consistent with the community, committee and staff desires. We will include both "goals" and "policies"; the latter forming the basis for implementing ordinances or amendments to existing ordinances.

**Design Charrette with Consulting Team (Team).** A 2-3 hour design charrette addressing all the issues will be done held. Transportation Consultant will provide a traffic analysis of the preferred plan, and advise preparation of transportation policies. Jones and Jones will work with the consultant to address the proposed modal split with a full range of transportation alternatives, including light rail, bus transit, carpool, bicycle, and walking.

**Open Space (Team).** We will analyze the existing open space network within the downtown, and develop policies to expand passive and active recreation opportunities for local residents and workers.

**Culture and Arts (Team).** We will develop policies to encourage provision of public arts and culture. The Culture, Arts, and Entertainment Element will address provision of a major public plaza, museums, theatres, art galleries, and other entertainment and cultural uses within the Park.

**Urban Conservation (Team).** The Urban Conservation Element will address preservation and adaptive reuse of historic structures, as well as retention of architectural themes in infill development.

**Newsletter #3 (LJB).** A newsletter will be prepared outlining the salient features of the Plan and identifying the time and place for workshops and hearings. The newsletter will also be delivered in web format.

### Public Review

The objective of this task will be to take the Draft Plan, through community workshops and public hearings.

**Media (LJB).** Press releases will be prepared to inform the public about the Draft Plan. We will contact different forms of media (newspapers, radio, TV) to educate the public about the proposed Community Plan and upcoming workshops. We will also contact key stakeholders and other decision-makers about the proposed

**Working Paper: Focus Planning Issues (LJB).** LJB will prepare a working paper summarizing the issues and options identified during the workshops. After staff review of the administrative draft, the working paper will be revised for publication. The site)







## appendix d: public outreach strategy and scope

### Press Releases

Newsletter #3 (LJB). The third and final newsletter will describe the specific guidelines developed for Balboa Park. The newsletter will also be delivered in web-compatible format.

### Ongoing Tasks

#### Web Support

This task includes delivery of documents and drawings to City of San Diego in web-compatible format, and support to City of San Diego staff with uploading of web documents onto the City's web site.

#### Meetings And Workshops

Throughout this process, LJ Black Consulting may be asked to participate in meetings and workshops with client, community, and/or public officials. We will do so at the request of the Project Manager on a time-and-materials basis. We suggest setting aside a budget allocation for such meetings.

#### Special Services/Additional Tasks

In addition to the sub-consultant services detailed in the body of this Scope of Work under specific tasks, LJ Black Consulting Group services may be required, on a limited basis, under other tasks. Possible additional services under other tasks may include:

1. Participation in teleconferences.
2. Review and comment of draft work products of other Team members.
3. Assistance in the formulation of plans and team strategy at various milestones in the work process.
4. Miscellaneous data requests from team members and/or client.
5. Response to comments from committee members and/or public officials.

We suggest setting aside a budget allocation for additional services on a time-and-materials basis. It is understood and agreed by City of San Diego and LJ Black Consulting Group that City of San Diego might request Consultant to render additional professional services during the life of the project beyond the responsibilities identified. Any work requested of Consultant by City of San Diego beyond that identified shall constitute additional services. Additional work may include, but shall not be limited to, the following:

1. Meeting attendance in addition to that specified in Work Program.
2. Unusual or unanticipated data collection, search, or analysis, or revision of the database or base maps after sources and reference points have been agreed upon.
3. Subsequent revisions of working papers after published for public review.
4. Printing (including reports, newsletters) multiple copies of reports and documents. Our budget assumes that we will provide one hard/camera-ready copy and one web-compatible electronic copy of reports and documents to City of San Diego for distribution.
5. Supplies, furnishings, rentals, and/or refreshments for meetings and workshops.





### Balboa Park: Parking, Circulation and Land Use Study Matrix of Conducted Stakeholder Interviews

Stakeholder Group	Date	SH Representatives	Planning Team	Follow-up
<b>Government</b>				
Councilmember Toni Atkins	1/8/03	Toni Atkins	MCC, RT, MJ, TH	2/5/03, 3/5/03, 7/7/03, 10/2/03
Balboa Park Umbrella Committee	3/5/03	Full Committee	J&J/Civitas Team	4/3/03, 9/4/03
	4/3/03	Full Committee	J&J/Civitas Team	
Caltrans District 11	4/17/03	Ellison Allegre	RT	
Centre City Development Corporation	3/5/03	Alexandra Elias	MJ, TH, KC	
	4/3/03	Walter Rask/ Hal Sadler	RT, TH, NC, MC	11/19/2003
City Manager	5/2/03	Bruce Herring, Deputy	MJ, MC, CD	10/1/2003
	9/4/03	Tom Story & Robert Young	Team	
	6/5/03	Beth Murray	Team	Workshop w/zoo task force
City of San Diego Commission for Arts and Culture	4/28/03	Victoria Hamilton	KMC	
	5/1/03	Victoria Hamilton	MJ	
City of San Diego Disability Services	7/11/03	Linda Woodbury & Rosa Elena Enriquez-Barragan	MJ, KC, RT, MC, TH	11/19/2003
City of San Diego Open Space Division	4/16/03	Ann Hix	MC	11/19/2003
City of San Diego Environmental Services	4/16/03	Steven Fontana and Michael Thompson	MC	
Historical Resources Board	10/10/03	Board	MC, MJ,	
Assemblywoman Christine Kehoe	3/6/03		MCC, KC, TH	7/11/03, 10/2/03
Planning Commission	11/6/03	Board	MC, MJ, CD, RT	
Mayor Dick Murphy	1/14/04	Mayor & Staff	MC, MJ	
Metropolitan Transit Development Board	3/6/03	Miriam Kirshner, Brian	TH, KC, MJ, MC	9/5/03, 11/20/03
Port of San Diego	4/17/03	Miriam KirshnerSheehan	RT, MJ	
San Diego Park & Rec Board	9/18/03	Board & Committee	MJ, KC	9/10/2003
San Diego City Council	1/14/04	Full Council		
San Diego Planning Dept, Transportation Planning Division	3/17/03	Linda Marbian	RT	
San Diego Fire Dept	7/10/03	Sam Oats Deputy Chief		
San Diego Police	7/10/03	Dan Ellison, Sergeant, Bruce Getts -Area Command	TH, RB	
Zoo Task Force	6/5/03	Committee	J&J/Civitas Team	ZTF Workshop

#### Key to Planning Team Abbreviations:

CD	Candace Damon, HRK
KC	Kevin Carl, Jones and Jones
MC	Mario Campos, Jones and Jones
MJ	Mark Johnson, Civitas
NC	Nate Cormier, Jones and Jones
RB	Rhonda Bell, Civitas
RT	Ross Tilghman, TDA
TH	Tom Hester, Civitas



## Balboa Park: Parking, Circulation and Land Use Study Matrix of Conducted Stakeholder Interviews

Stakeholder Group	Date	SH Representatives	Planning Team	Follow-up
<b>Neighborhoods</b>				
Downtown San Diego Partnership	5/2/03	Barbara Warden, Tom Anglewicz	MJ	
Greater Golden Hill Community Planning Group	4/15/03	Laurie Burgett	MC	6/04/03 Workshop, 9/3/03
Greater North Park Community Planning Committee	6/4/03	Committee Members	MJ	6/04/03 Workshop, 9/3/03
Hillcrest Association	9/9/03	Association Members	J&J/Civitas Team	Workshop 9/3/03
Uptown Planners	3/6/03	Alex Sachs	J&J/Civitas Team	6/4/03 Workshop
	4/2/03	Jay Hyde	J&J/Civitas Team	Other mtgs & workshops
Uptown Partnership	4/4/03	Jeffrey Tom	J&J/Civitas Team	6/4/03 Workshop, 11/5/03
<b>Morley Field and Muni Gym Athletic Groups</b>				
Adams Rec Center				
American Adult Baseball League				
American Youth Soccer Association				
Balboa Tennis Club				
Bud Kearns Swimming Pool				
CIFSDS				
Disc Golf Course				
Golden Hill Rec Center				
Men's Basketball League				
Mt. Carmel High				
North Park Little League				
North Park Pioneer League				
North Park Rec Center				
Patrick Sandieson Senior Cener				
Petanque Club				
San Diego Archery Range				
Velodrome				
Women's Basketball League				
<b>Misc. Park User Groups</b>				
Boy Scouts of America				
Committee of 100		Tom Anglewicz	MJ	
Park and Rec Dance Program				
San Diego Civic Youth Ballet				
Mrs. Betty Peabody	3/7/03	Betty Peabody	MCC, MJ	4/4/03, 6/603





## Balboa Park: Parking, Circulation and Land Use Study Matrix of Conducted Stakeholder Interviews

Stakeholder Group	Date	SH Representatives	Planning Team	Follow-up
<b>Park Operating</b>				
American Indian Cultural Center and Museum	6/3/03	Jolene Shumilak	MCC	
American Institute of Architects	6/4/03	Planning Committee	MJ, TH,	
American Society of Landscape Architects	4/28/03	David Allan Taylor, Larry Sheehan, David Strickland	KC, NC	5/1/03 - MJ w/D. Strickland
Balboa Park Cultural Partnership	4/3/03	David Lang	KMC, TH	9/3/03 workshop
	4/16/03	David Lang, Jim Hall, Phillip Green	RT	
	6/3/03	Full Committee	J&J/Civitas Team	C.P. Workshop
Balboa Park Golf Course	4/3/03	Jim Allen, Pat Sagalla	KC, NC	
Centro Cultural de la Raza	4/15/03	Nancy Rodriguez	MC	
House of Charm	6/4/03	Timothy Field	J&J Team	C.P. Workshop
House of Hospitality	6/4/03	David Kinney	J&J Team	C.P. Workshop
House of Pacific Relations	7/11/03	Carolyn Flor	J&J Team	Mtg. Pending
Mingei International Museum	6/4/03		J&J Team	C.P. Workshop
Museum of Photographic Arts	6/4/03	Aurthur Ollman	J&J Team	C.P. Workshop
Naval Hospital	4/4/03	Adm. Johnson, John Norwood	MCC, MJ, RT	
Old Town Trolley	1/10/03	Loren Stuart	RT	
Prado Restaurant	6/27/03	David Cohn	KC	
Ruben H. Fleet Space Center	6/4/03	Dr. Kirsch	J&J Team	C.P. Workshop
San Diego City College	4/14/03	Debra Picou	MC	
San Diego Natural History Museum	6/4/03	Mich Hager	J&J Team	C.P. Workshop
San Diego Aerospace Museum	6/4/03	Bruce Bleakley	J&J Team	C.P. Workshop, 6/2/03 KC
San Diego Art Institute				
San Diego Audobon Society				
San Diego Automotive Museum	6/5/03		RT, TH, RB	
San Diego Hall of Champions	6/4/03	Alan Kidd	J&J Team	C.P. Workshop
San Diego Historical Society Museum	6/4/03	John Wadas	J&J Team	C.P. Workshop
San Diego Junior Theatre	6/4/03	Will Neblett	J&J Team	C.P. Workshop
San Diego Model Railroad Museum	6/4/03	John Rotsart	J&J Team	C.P. Workshop
San Diego Museum of Art	6/4/03	Don Bacigalupi/Heather Fox	J&J Team	C.P. Workshop
San Diego Streetcar, Inc	6/4/03	Jay Turner, Roger Lewis, Rick Kuryl, Ralph	RT	
San Diego Unified School District	5/2/03	Scott Patterson	MJ/MCC-verify	
San Diego Zoo	3/5/03	David Rice, Donna Damson, Steve Estrada, David Watson	MC, KC, MJ, TH, RT	5/03/03 Workshop & 4/15/03 w/MCC, 9/3/03,
Spanish Village Art Center				
Starlight Theatre at Starlight Bowl	7/16/03		MC	Phone interview
The Globe Theatres	4/15/03	Craig Noel, Brad Ballard	MC	C.P. Workshop
Timken Museum of Art	6/4/03	John Peterson	J&J Team	C.P. Workshop
United Nations Building				C.P. Workshop
WorldBeat Center	6/4/03	Makeda Cheatom Ruban Seja	J&J Team	C.P. Workshop







## Balboa Park: Parking, Circulation and Land Use Study Matrix of Conducted Stakeholder Interviews

Stakeholder Group	Date	SH Representatives	Planning Team	Follow-up
<b>Special Events</b>				
City of San Diego Special Event Staff	7/10/03	Carolyn Wormser	TH, RB	11/20/2003
25th Annual American Finest City Half Marathon				
38th Annual Balboa Park 4 Mile Cross Country				
American Cancer Society	11/20/03	Jennifer Simpson	MC, MB, TH	
48th Balboa 8 Milers/3 Miler				
Carnival 2002				
California Liverwalk				
December Nights	11/20/03	Susan Batt	MC, MB, TH	
Circus Vargas				
U-T Dr. Seuss Race				
Earth Fair				
Ethnic Food Fair				
Haunted Trail	11/20/03	Greg de Fatta	MC, MB, TH	
Fern Street Circus				
Kaleidoscope Exhibit				
La Leche League World Walk				
March of Dimes	11/20/03	Kim Anderson	MC, MB, TH	
Marcus Garvey Day Festival				
NAMI San Diego				
Rock n Roll Marathon	11/20/03	Joel Griesbach	MC, MB, TH	
Race for the Cure	11/20/03	Ellen Flanagan	MC, MB, TH	
Samahan Filipon American Performing Arts & Educational Center Cultrural Festival				
San Diego Association of Model Clubs				
San Diego Pride Festival				
San Diego Renaissance Faire	11/20/03	Jocelyn	MC, MB, TH	
SDSU Cross Country Invitational				
St. Patrick's Day Parade	11/20/03	Jim Fitzgerald	MC, MB, TH	
Susen G. Komen Race for the Cure				
Walk for Recovery				
<b>Balboa Park Activity Center Users</b>				
California State Games				
City Schools Badminton				
Disabled Services Table Tennis				
Disabled Services Volleyball				
North American Table Tennis				
Open Play Badminton	11/11/03	Joe Silverman, Mona Najimi	MC, MB, TH	
Open Play Table Tennis	11/11/03	Clark Mitchell	MC, MB, TH	
Open Play Volleyball	11/11/03	Ralph Hernandez	MC, MB, TH	
Poway Valley Gymnastics				
Quarter Note Cloggers				
San Diego Badminton Association				
San Diego Badminton Club				
San Diego City College Badminton				
San Diego Table Tennis Association				
SD Science and Engineering Fair				
Senior Olympics Volleyball				
Single Squares				
Starlings Volleyball				
USA Table Tennis				





**Balboa Park: Parking, Circulation and Land Use Study**  
**Matrix of Conducted Stakeholder Interviews**

Stakeholder Group	Date	SH Representatives	Planning Team	Follow-up
<b>Focused/Regional</b>				
A Universal Approach (ADA)	7/11/03	Tanjia Thrun, Lora Nasep	MJ, KC, RT	
The Center for an Accessible Society	7/11/03	Cyndi Jones	MJ, KC, RT	
Committee of 100	11/19/03	Pat DeMarce	MC, MB, TH	
ASLA	11/19/03	David Strickland	MC, MB, TH	4/28/03, KC & NC
ADA	11/19/03	Betty Bacon, Mike Eden	MC, MB, TH	
The Access Center of San Diego	7/11/03	Louis Frick	MJ, KC, RT	
Building Industry Association				
Business Improvement District Council				
Citizens Coordinate for Century 3	11/19/03	Jennifer Whitelaw, Judy Swink, Richard Barrett	MC, MB, TH	
Friends of San Diego Architecture	11/19/03	Harriett Gill	MC, TH, MB	
Hospitality Resource Panel				
Partners for Livable Places				
Port Tenants Association				
San Diego Convention and Visitors Bureau	5/2/03	Sal Giametta	MJ/TH & KC	6/29/03 w David Cohn
San Diego Regional Chamber of Commerce				
San Diego Regional Economic Development Corp.	5/1/03	Michael Stepner	MJ	Other Meetings & Workshops
San Diego Convention Center Corporation				
San Diego Council of Design Professionals	1/13/04	Michael Stepner	MJ	
San Diego County Hotel-Motel Association				
San Diego County Taxpayers Association				
San Diego Performing Arts League				
San Diego Rescue Mission				
Save Our Heritage Organization	11/19/03	David Marshall, Bruce Coons	J&J Team, MC, MB	dm - provide team update
Sierra Club	9/16/03	Eric Bowlbe	MC, TH, MB	
Urban Land Institute				
Walk San Diego	9/16/03	Andy Hamilton	MC, TH, MB	
Canyonereers	9/16/03	Enrique Medina	MC, TH, MB	
Urban Forestry	9/16/03	Laura LiMandini	MC, TH, MB	
Endangered Habitats	11/20/03	Lynne Baker	MC, TH, MB	
32nd Street Canyon Task Force	11/20/03	Bonnie Poppe	MC, TH, MB	





## Transit

### History and Trends

Transit has served Balboa Park since its earliest days when a steam-powered streetcar began running from downtown through the park in the mid-1880's. That streetcar was soon replaced by an electric streetcar that served the 1915 Panama – California International Exposition. At a time when the City's population was less than 75,000 persons, the streetcar was a primary means of transportation for visitors to the Exposition. By the mid-1920's, automobiles and buses began supplanting streetcars such that streetcar service, bankrupted, ended city-wide in 1949.

Figure 1 shows the transit network serving Balboa Park. Downtown San Diego has always been the hub of the region's transit system. Balboa Park lies adjacent to that hub, connected by only one of the 33 transit routes serving downtown. Three additional routes operate on 5<sup>th</sup> and 4<sup>th</sup> Avenues, one and two blocks west of the Park, or approximately 3,000 and 3,300 feet from the Plaza de Panama, a distance well beyond normally acceptable walking distances to transit of 1,200 - 1,500 feet. Despite substantial investments in regional transit infrastructure over the last 20 years, this level of transit access is nearly identical to what it was in 1959.

Similarly, today's auto use is nearly identical to what it was in 1959. As reported in the 1960 Master Plan for Balboa Park, 94% of Zoo visitors arrived by auto, and it was estimated that 95% of other Park visitors also drove. Current data show that approximately 92% of Zoo visitors drive, and that approximately 81% of other Park visitors drive. Transit is used by about 5% of Park visitors. Other visitors arrive in tour busses, are dropped off or walk.

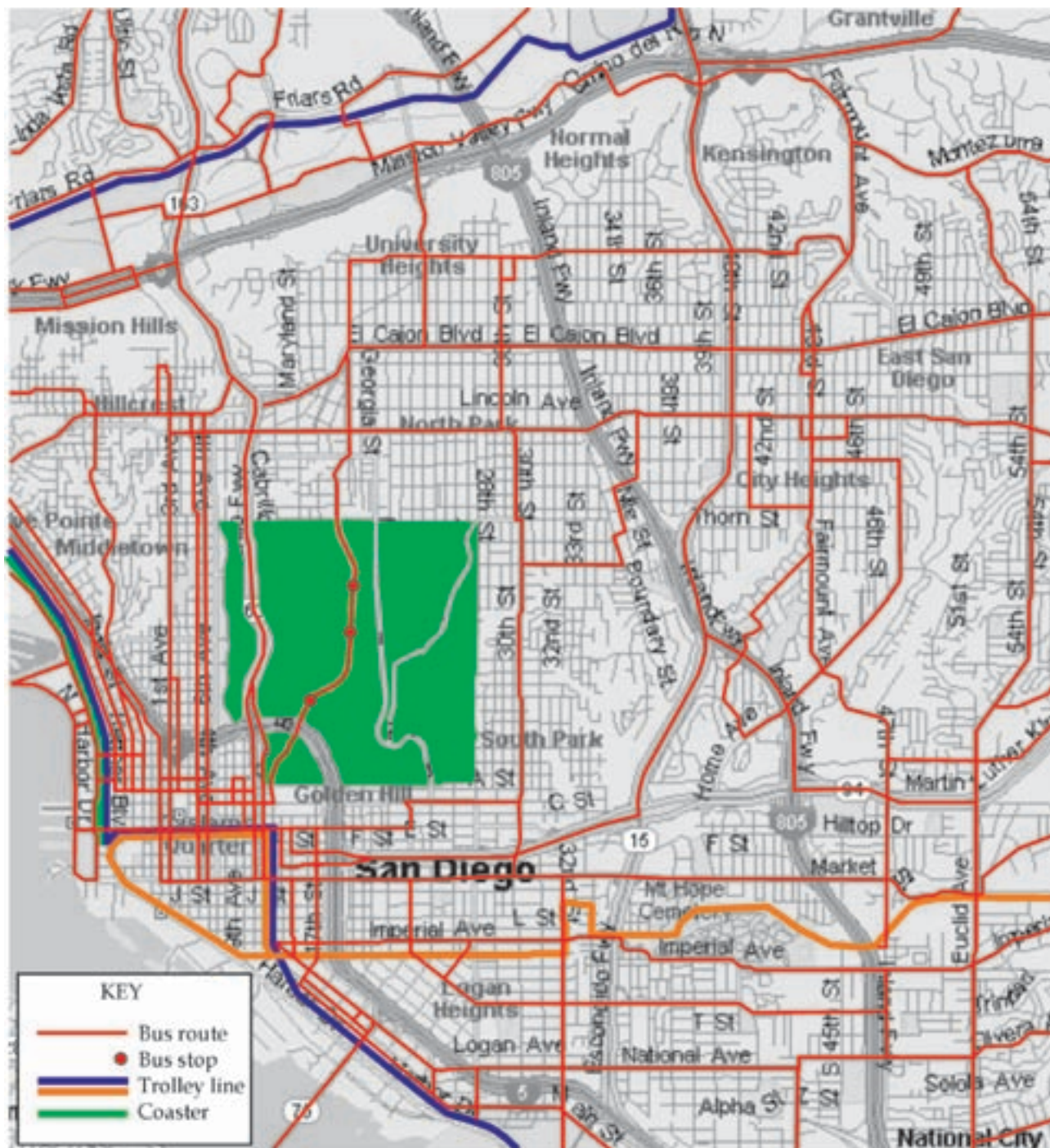
### Transit Plans

Planning currently underway by SANDAG, San Diego's Regional Planning Agency, and the San Diego Metropolitan Transit Development Board (MTDB) includes the Transit First or Showcase Bus Rapid Transit (BRT) project. This bus route would travel on Park Boulevard between downtown and San Diego State University. BRT envisions a bus traveling in a dedicated lane, making a limited number of stops, and using special sensors to minimize the chance

of being stopped by a traffic signal. This would enable a high frequency of service, perhaps as often as one bus every 3 minutes, with minimal traffic delay. Design work is proceeding on the northern/eastern portion of the route and, when funding permits, will begin on the southern portion including Balboa Park. Service could begin as early as 2006, depending on funding.

Considerations for accommodating BRT and streetcars in Balboa Park include:

- **Should a lane on Park Blvd be dedicated to BRT?** MTDB prefers this configuration and has suggested that on-street parking be removed and this lane used for BRT. In dense urban conditions with frequent stop-and-go traffic a dedicated lane can be a useful technique to save time and maintain schedule reliability on high frequency routes (numerous cities dedicate a curb-lane to transit during peak periods to reduce congestion, returning the lane to parking during non-peak hours). Park Boulevard, however, exhibits few similarities to such conditions – although it has curb-side parking over much of its length, it has few conflicting driveways, only 4 signals over nearly 1.5 miles and little, if any, congestion. Present speed limits range from 35 to 40 m.p.h. Transit operating speeds in these conditions would be significantly greater than the 5-10 mph typically experienced on downtown streets. The proposed Park Boulevard Promenade Project's assessment of operating conditions on Park Boulevard indicates that this street currently operates at Level of Service (LOS) B and would be at LOS C in 2020 with the Promenade Project, indicating little congestion. BRT plans anticipate vehicles running on 10 minute headways in the peak period and 15 minutes in off-peak hours. By comparison, the existing Route 7 operates on 6 minute headways in the peak period and 12 minutes off-peak. Given so few hindrances, even fewer if signal priority is used on Park Boulevard, and less frequent headways than existing buses, it does not appear that a dedicated lane is necessary for successful BRT operation through Balboa Park.



**Figure 1: Transit Network in and around Balboa Park**

Despite substantial investments in regional transit infrastructure over the last 20 years, the level of transit access to Balboa Park is nearly identical to what it was in 1959.







In the future, should traffic volumes increase to a point where transit service slows or the number of buses increases such that buses dominate a lane, a dedicated lane may be appropriate. It would therefore be reasonable to establish a threshold or set of operating criteria concerning operating speed and bus frequency for determining the point at which a dedicated lane makes sense. In the meantime, BRT could be implemented in general travel lanes while retaining curbside parking. This combination would better serve the park's users than eliminating 225 convenient parking spaces for the same level of transit service.

- **Where should transit stops be provided?** The Showcase BRT plan anticipates two stops on Park Blvd. The Jones and Jones/Civitas team recommends one stop at Inspiration Point and another stop between the Zoo and the Prado. These locations offer good access for employees who could use BRT to commute to the hospital or to Central Mesa institutions. These stops also make sense for visitors who elect to use transit, as the proposed locations are in reasonable proximity to major destinations. It is unlikely that additional stops would be added as part of the BRT service since the scheme relies on a limited number of stops at high-demand locations to maintain its speed.

Superior pedestrian connections between transit stops and destinations will be essential to achieving good transit use. Allowing safe and convenient crossings of Park Boulevard will be critical at both stop locations.

An independent organization called San Diego Electric Streetcar, Inc., is advocating restoration of electric streetcar service between the Hillcrest neighborhood and downtown via Balboa Park. The idea is for streetcars to operate along Park Blvd, either adjacent to or in the existing right-of-way. The organization is in the early stages of its campaign.

At this time, no other improvements to area transit services are planned that would affect Balboa Park.

For most visitors, a transit trip to the park requires a transfer downtown. Due to indirect routing and the transfer, a transit trip takes at least twice as much time as an auto trip. This fact suggests that meaningful increases in transit use to reach Balboa Park would require fewer transfers, significantly faster trips and more direct routes throughout the region. While some of those improvements might be reasonably achieved, especially between downtown and the park, the street layout limits the likely ability to provide more direct transit connections.

Methods to increase transit use include:

- Providing transit passes at a discounted price to park employees. This could be implemented as part of the employee parking management program. It would be more effective if paid parking were also implemented. Using federally sponsored tax incentives, employees could be offered a tax-free transportation allowance from which they elect to pay for parking, purchase a transit pass or put cash in their pockets if they use another means of getting to work.
- Increase direct service between downtown and the park, especially in the summer. Connections from major hotels and tourist attractions to the park could increase tourist ridership. Direct service means that no transfers are required.
- Contract to operate special Balboa Park routes on weekends and for special events from regional Park & Ride lots, shopping centers, and neighborhoods (similar to special routes for major sporting events). These routes would function as express services directly to the Park.

## Vehicular Access and Parking

### Traffic to the Park

Traffic has four points of entry to the Central Mesa:

- Laurel Street over the Cabrillo Bridge
- Park Boulevard at the south edge of the park
- Park Boulevard at the north edge
- Zoo Place coming up from Florida Canyon

Figure 2 shows existing daily traffic volumes as collected from recent counts by the City of San Diego and Caltrans, and from the Promenade Project EIR.



Figure 2: Average Daily Traffic (ADT) Volume, Balboa Park





The carrying capacity of roads serving the Central Mesa is shown below. These streets have sufficient capacity to carry approximately twice the current volume of traffic.

## Central Mesa Street Carrying Capacity

Street	Number of Lanes	Daily Vehicle Capacity	Current Daily Vehicle Volume
Park Blvd	4 lanes + turn lanes	40,000*	15,000-20,000
Zoo Place	2 lanes	10,000**	7,000
Laurel/Cabrillo	2 lanes	8,000	est. 4,000
Total		58,000	26,000 – 31,000

\*City of San Diego capacity for 4-lane major arterial

\*\* City's capacity for 2-lane collector

### Through-Traffic

Through-traffic, while not measured directly in recent years, appears to account for approximately 50% of Saturday volume during peak periods on Park Boulevard. On weekdays, when Park attendance is typically lower than on weekends, through volumes may be as high as 68% of Park Boulevard traffic.

Additional through-traffic likely occurs between Park Boulevard and Laurel Street. In the East Mesa area, it is probably that much of the volume on Florida Drive and on Pershing Drive is through-traffic.

Related to through-traffic is sightseeing traffic. From field observations, it appears that sightseeing is common in the Plaza de Panama where vehicles enter over the Cabrillo Bridge, loop around the plaza and return to the bridge, or pass through to Presidents' Way. The amount of this traffic is unknown, but Balboa Park clearly makes a worthy sightseeing destination. Local tour buses also cater to this demand, passing through the Plaza de Panama.

### Internal Vehicle Circulation

Park Boulevard acts as a spine supporting access to the majority of parking in the Central Mesa (74%) and Inspiration Point. Thus it carries the majority of Park traffic. Approximately 26% of parking on the Central Mesa is reached by Presidents' Way/Laurel Street. However, together, these two streets carry about twice the traffic than access to the adjacent parking supply would suggest. This high volume occurs in part because the Plaza de Panama serves as the transportation core of the Prado: it provides passenger loading, shuttle bus and sightseeing bus loading, a turnaround for vehicles, valet parking drop-off, accessible parking for persons with disabilities and general purpose parking. This volume occurs also in part due to the hunt for available parking close to the Prado. Lots closest to major destinations fill early and stay full throughout the day. Subsequent arriving vehicles still seek parking as close to the primary destination as possible. Lacking any indication of parking availability (other than prior experience), these vehicles flow to the Plaza de Panama, then to the Alcazar Gardens lot, then to the Organ Pavilion lot, then, perhaps, to the Palisades lot (Pan American Plaza), and if necessary to the lot behind the Federal Building (Hall of Champions).



Based on parking demand (employees plus institution visitors) versus parking supply, it is probable that one out of every three vehicles destined to the Prado must re-circulate to find parking. This re-circulation creates unnecessary volumes of traffic in the core pedestrian areas of the Plaza de Panama, the Organ Pavilion and the Pan American Plaza.

Opportunity exists to provide better information in advance about available parking locations, which in turn could reduce unnecessary circulation created by the hunt for parking. Electronic monitoring of parking occupancy coupled with electronic guidance signs would be the most effective tool. Such techniques are increasingly common on campuses and other areas needing to guide visitors to multiple parking locations.

Traffic speeds seem appropriate in most areas of the Central Mesa. An exception would be on Park Boulevard where posted limits of 40 miles per hour are sometimes exceeded. Although moving vehicles are buffered from park areas by curb-side parking, their speed is high for people using the adjacent parking, and is high for a pedestrian and recreational area. A speed limit of 30 mph would be more appropriate to this setting, and would result in little difference in total travel time along Park Boulevard.

Conflicts between vehicles and pedestrians occur primarily in these locations:

- Plaza de Panama -- pedestrians must follow a bewildering path, distinguished only by painted lines, among parked cars, travel lanes, and transit loading areas
- Pan American Plaza -- pedestrians must cross parking areas and peripheral travel lanes to reach the sidewalk or enter buildings
- Along the road between the Organ Pavilion and the Plaza de Panama, including the drive to the Alcazar Gardens parking lot

To a lesser degree, conflicts also occur at:

- Inspiration Point lot crossing of Park Boulevard
- The courtyard at the Museum of Man
- Zoo entrance
- Village Place



## Visitor Parking

Parking, with few exceptions, is not earmarked for visitors, employees, or other particular users. Rather, parking is open to whoever chooses to use it on a first-come, first serve basis. Thus, visitors have no priority in close-in lots or other convenient parking areas.

Consequently, visitors compete with employees for parking convenient to their destinations. In this competition, most visitors must settle for less convenient parking since employees arrive before visitors.

Visitors also compete with one another in finding parking as a result of the physical distribution relative to demand. Figure 3 shows the distribution of parking relative to demand. Since parking supply is distributed according to land availability, not demand, a consequence is that demand outstrips supply by nearly 3 to 1 at the Prado. This imbalance forces visitors to the Palisades or to other locations away from the Prado to find available parking. The hunt for parking is complicated by the lack of information about where parking is available. Visitors have little recourse but to try individual lots for availability. Again, the problem is compounded by employees occupying prime spaces.

Opportunities for improvement include:

- Provide parking that is both near major entries and key destinations. This strategy would reduce internal circulation and conflicts between vehicles and pedestrians. Such locations include:
  - The west end of the Prado, accessed by an extension of the Quince Street ramps.
  - Zoo Drive, opposite Zoo Place.
  - Inspiration Point, off of Park Boulevard
- Manage employee parking to free close-in spaces for visitors.
- Provide signs guiding visitors to available parking. Such signs would clarify both the location of parking and the availability (open/full) in any given area. Signs could also indicate locations of short-term parking, loading, and accessible spaces for persons with disabilities.





**Figure 3: Parking Supply and Demand**

Location of supply does not correspond to location of demand. Approximately one out of every three vehicles destined to the Prado must re-circulate to find parking.



### Employee Parking

Employee parking is allowed without restriction in most areas. Arriving before most visitor attractions open, employees park in prime spots close to the institutions, displacing visitors from close-in parking. Within the Central Mesa, over 2,100 employees, requiring over 1,800 parking spaces, are present on a weekday. Figure 4 shows the proportion of parking spaces employees could occupy in each of the core areas if not managed. This illustration shows that visitors have few parking opportunities near the Prado after employees park.

In addition to paid employees, many institutions rely on volunteers and docents, many of whom are older and may work only a few hours at a time.

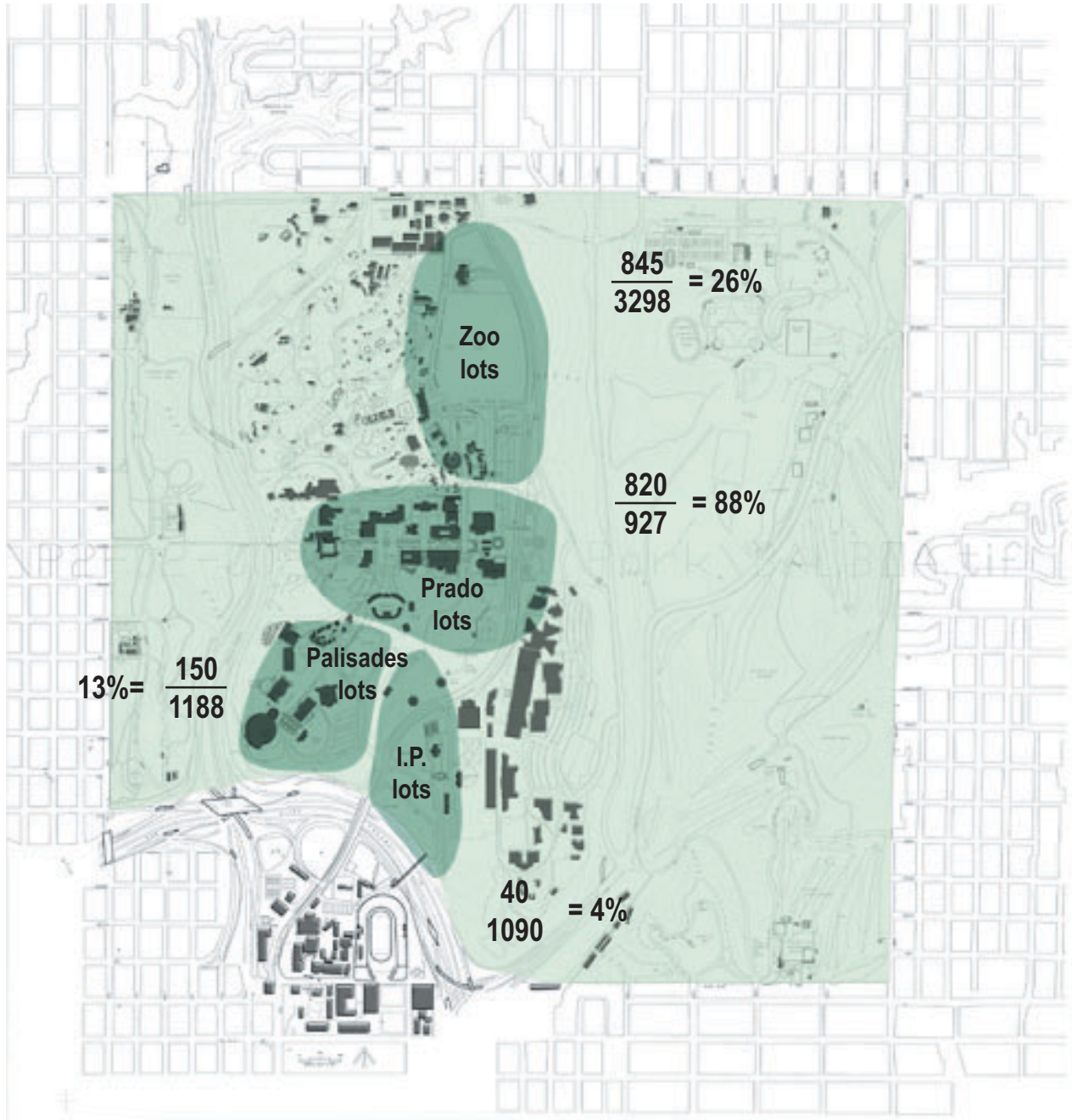
An immediate opportunity exists to manage employee parking in order to meet the varied needs of employees and to free-up prime spaces for visitors. Elements of an employee parking management program could include:

- Remote or peripheral parking for most employees. The Zoo is proposing an employee parking area at the west edge of the zoo grounds off Richmond Street that would accommodate about 450 vehicles, almost half of its employee parking demand. Inspiration Point provides an ideal location to park employees, provided that a convenient and reliable shuttle takes them to their worksites and back.
- A shuttle system to support remote employee parking.
- Encouragement to use other means of transportation to reduce parking demand such as supplying discounted transit passes or offering tax-free transportation benefits. This strategy is more effective when employees would otherwise pay for parking.

Effective employee parking management could free over 1,000 spaces for visitor use in the Central Mesa. This figure would amount to a nearly 20% increase in visitor parking.

This plan recommends that an employee parking management program be instituted as quickly as possible. This program would consist of:

- Implementing the Zoo's proposed employee surface lot, accessed off of Richmond Street.
- Parking other Zoo and Park employees at the Inspiration Point lots (and the Federal Building lot, on an interim basis), prior to construction of a future garage at Inspiration Point.
- Instituting a park-wide employee transit pass or tax-free transportation allowance program to encourage use of transit and other, non-auto means of getting to work.
- Implementing a shuttle system to link employee parking to core areas.



**Figure 4: Employee Parking and Available Parking Reservoirs**

Employee parking consumes a great deal of close-in parking, leaving visitors to circulate in a search for free spaces. This problem is particularly acute in the Prado area.



## Shuttles

A shuttle system is necessary to support an employee parking management program that parks most employees in peripheral parking areas. Shuttles would also assist visitors in moving between major destinations in the park. Indeed, the visitor population will age as the general population ages and it will seek more ways to maintain and improve mobility. A shuttle system will eventually become a necessity for the park not only to maintain its attendance but to support growth in attendance.

Successful shuttles share these characteristics:

- A clear, simple route, as either a straight back and forth movement, or a simple loop. This is easy for riders to understand and minimizes travel time between stops.
- Distinctive and attractive vehicles. The shuttle stands out among other vehicles and is easily recognized by people looking for it.
- Convenient and reliable schedules. The shuttle runs when people want to go and does so predictably.
- Easy to understand fare system. Free fare is the easiest to use.
- Courteous, helpful drivers. This is essential and does much to create good will and good perceptions of the service.
- An element of fun. This occurs through the character of the vehicle (an historic theme, or an open air ride) or through its route (a scenic or interesting ride).

## Existing Shuttle

The need for improved connections between Inspiration Point, the Palisades, the Prado and the West Mesa has been recognized since at least the 1989 Master Plan. As an initial step in addressing that need, a free-fare internal tram service was initiated in 1991. Figure 5 illustrates the existing route. It operates every 8 minutes between Inspiration Point and the Plaza de Panama, from 8:15 a.m. to 11:00 p.m. in peak seasons, and from 8:15 a.m. to 6:00 p.m. in off-peak seasons. The route extends to the West Mesa every 30 minutes. Two vehicles operate on lower attendance days while 3 vehicles operate on higher attendance days (Tuesday, Saturday and Sunday). Ridership is approximately 300,000 per year with highs of about 45,000 per month in the peak summer season. Contracted from a private operator, this service costs approximately \$300,000 per year.





**Figure 5: Existing Tram Service**

The Park's existing tram service operates every 8 minutes, from 8:15 a.m. to 11:00 p.m. during peak season and from 8:15 a.m. to 6:00 p.m. during off-peak season.







## appendix e: transportation analysis

This system demonstrates that frequent service can be provided and that the simple route allows reliable trip times. It also demonstrated an interest among visitors for a general sight-seeing service. The operator estimates that two-thirds of riders are general visitors who do not visit the institutions. However, the system has also demonstrated certain problems that warrant improvement, including:

- Need for better visibility and information about its service and stop locations. Only a very small sign on Park Boulevard exists to direct drivers to the shuttle's principle starting point at Inspiration Point. It is easily missed.
- Better accessibility. While the old-fashioned trolley theme is popular, the tall steps required to enter the vehicle make entry difficult for most people, and nearly impossible for some. Families with strollers and disabled visitors find the shuttle particularly difficult to use. Only one wheelchair can be carried at a time, limiting its appeal to groups of disabled people.
- More distinctive identity. The current vehicle is too easily confused with similar vehicles that stop in Balboa Park offering regional sight-seeing tours.

More importantly, the present service is not designed to:

- provide an effective remote parking option for sufficient numbers of visitors. This is due in part to the signage and visibility problems but also to its route – it doesn't serve major portions of the Central Mesa such as the eastern half of the Prado or the Zoo.
- to meet the requirements of an employee parking management program that would park employees in remote lots and shuttle them to their work sites. Additional vehicle capacity and alternate routing would be needed.

### Requirements for Success

To be successful, a shuttle system would need to meet these key performance requirements:

- A low-floor vehicle with multiple wide doors for easy boarding and universal accessibility
- Clean, quiet operation. Natural gas, hybrid gas/electric or an all electric power source are good options.
- Frequent service. The maximum acceptable headway is every 10 minutes per direction. On a two-way loop, this timing ensures that a vehicle comes by every 5 minutes.
- Extended hours of operation. Service from 7:30 a.m. to 11:30 p.m. is anticipated, yielding 16 hours per day.
- Shelters at stops for weather protection and ready identification of the stop
- Free-fare operation



Shuttle systems are frequently used in park and recreational settings including national parks, animal parks, resorts and university campuses. Seasonal examples include Yosemite, Bryce and Zion National Parks. A resort example is the in-town shuttle in Vail, Colorado; this shuttle operates a simple loop linking parking, restaurants, shops and skiing and carries over 2 million riders per year. The shuttle is a low-floor, free-fare service that operates year-round. Urban examples include Denver's 16<sup>th</sup> Street Mall shuttle that carries over 60,000 riders per day in a heavily pedestrian area. This shuttle is also a low-floor vehicle with free-fares. Total operating costs, including overhead, fuel, maintenance and labor, come to \$48 and \$58 per vehicle per hour, respectively, for the Vail and Denver shuttles. Costs for a Balboa Park shuttle would be of a similar magnitude. Other examples include larger-scale university campus shuttles such as those at Stanford, Arizona State, and University of Texas (Austin) which all operate low-floor, free-fare vehicles on frequencies ranging from 5 to 20 minutes. Up to 20 vehicles run at one time and annual ridership ranges from 1.5 million at Arizona State to 7.5 million at Texas.



Based on this study's land use and parking recommendations for Balboa Park, demand for shuttle service would be on the order of 15,000 riders per day for a 95%-ile day, based on the growth assumptions (50% institutional growth, 33% Zoo growth). To meet that demand with 10 minute headways would require up to 16 vehicles, with 2 additional vehicles as spares. A maintenance facility would also be required. Provision of a maintenance facility would depend on whether the operation is contracted to a private operator (who would then be responsible for storing and maintaining vehicles) or is undertaken by the public (who would need to provide a maintenance facility in the vicinity of the park).





## Recommendation

This plan recommends that a new internal shuttle service be provided to link major parking areas with core activity areas. Balboa Park's land use, street patterns and distances indicate that a loop would be the most appropriate type of shuttle service. Given the distances, a two-way loop would be preferable. Figure 6 illustrates a loop approximately 2.1 miles long that would efficiently link key destinations with major parking facilities.

Specifically, the objective of the shuttle system is to:

- Support remote employee parking under the employee parking management program
- Assist visitors in moving between major destinations such as the Prado, the Palisades and Inspiration Point. They should have an easy walk to their destination from one of the shuttles 5 or 6 stops.
- Improve mobility and accessibility for all persons in high visitation areas

Key characteristics of the system would include:

- A two-way loop mainly using existing roads between Inspiration Point, the Prado and the Archery Range
- Convenient inter-connections with regional transit service. For example, shared or adjacent stop locations on Park Boulevard would allow riders to transfer conveniently between regional buses, including the proposed Bus Rapid Transit project, and the shuttle.
- High-frequency service (10 minute headways or less) over approximately 16 hours each day
- Low-floor, universally accessible vehicles with multiple wide doors
- Free fare operation
- Limited number of stops. Five or six stops would be appropriate given the location of parking and destinations.
- Distinctive look and feel appropriate to Balboa Park
- Contracting the operation to a private entity experienced with high quality shuttle services

## Other Aids to Internal Circulation

As linkages are extended between the Central Mesa, Golden Hill, West Mesa and East Mesa, walking distances may become daunting for some visitors. The walk over the Cabrillo Bridge is 1,600 feet, the Prado is 1,600 feet from the bridge to the Plaza de Balboa fountain, and pedestrian connections and a bridge across Florida Canyon to the East Mesa would add 2,400 feet. The walk between the Plaza de Panama and the south end of the Pan American Plaza is 2,000 feet. While many people walk those distances comfortably, others find it too much due to heat, age, disability, young children, or other discomforts.

Options to improve mobility on primarily pedestrian paths could include use of:

- Self-service vehicles such as:
  - Bicycles provided for use within the park
  - Scooters with and without motors
  - Neighborhood electric vehicles. This may be appropriate for surrounding neighborhoods as an alternative means of access and circulation.
- Chauffeured vehicles such as:
  - Pedi-cabs as now used in the Gaslamp District.
  - Electrically assisted pedi-cabs
  - Golf-cart based equipment seating up to 8 people

Balboa Park has a distinctive history of providing small electric vehicles as it did for the 1915 Exposition. It could revive this historically appropriate mode to see the park well into its second century.

As the visiting population ages, they will place new demands on maintaining their mobility. Should demands rise to a point where very small vehicles begin to crowd paths, it may be appropriate to consider a small fixed-guideway system such as a cable traction system.

## Recommendation

This plan recommends that additional steps be taken to assist visitors in moving through the park. While the individual options should be further evaluated for their appropriate quantities, ease of management, and cost, it is highly important that additional mobility be provided in the future.





### Proposed Shuttle Route

The proposed shuttle route would connect remote parking with core Park destinations.



executive  
summary



introduction



principles



recommendations



implementation  
strategies



## Bus Rapid Transit

### What is BRT?

Generally, Bus Rapid Transit (BRT) offers faster service than traditional bus routes by:

- making fewer stops
- using electronic equipment that minimizes the chance of the bus being stopped at traffic signals (signal priority),
- operating low-floor vehicles for faster passenger boarding and alighting,
- traveling (in some cases) in dedicated bus lanes to avoid traffic congestion.

Experience elsewhere shows that BRT increases bus travel speeds by 29%, resulting in shorter trip times for riders.

### What's being proposed in San Diego?

SANDAG is proposing a bus rapid transit (BRT) corridor that would include Balboa Park. This corridor, known as the "Transit First" or "Showcase" project, connects San Diego State University to downtown San Diego using College Avenue, El Cajon Boulevard and Park Boulevard. This route would be the first in a series of potential BRT routes in San Diego. SANDAG proposes to create dedicated lanes for BRT in portions of the route between SDSU and downtown. It anticipates operating BRT with a bus every 10 minutes in each direction, and potentially more often. If funding is in place, service would start in 2006.

### What effect would BRT have on Balboa Park?

Physically, the proposal calls for converting the existing parking lane on Park Boulevard to a transit lane. Dedication of the parking lane would displace approximately 225 on-street parking spaces in the Park. This transit lane would accommodate both existing Route 7 and BRT vehicles. Approximately 6 BRT and 10 Route 7 vehicles per hour would use the lane in each direction.

Two stops are proposed: one at Inspiration Point to serve the Naval Hospital and destinations in the southern portion of the Park; and a second where the Prado meets Park Boulevard to serve the Prado and Zoo.

In terms of riders, BRT would generate about double the number of existing transit riders to the Park. Table 1 summarizes existing and future transit use in Balboa Park.

**Table 1. Ridership Projections**

Route	Boardings	
	Low Range	High Range
7	1,090	1,090
BRT	991	1,235
Shift from Rt 7	-200	-200
TOTAL	1,881	2,125
<b>Net Increase</b>	<b>791</b>	<b>1,035</b>

Source: SANDAG; TDA Inc.





## Current and Future Traffic Operations on Park Boulevard

Park Boulevard currently carries from 12,000 to 19,000 vehicles per day (north of Zoo Place and at the Park's southern edge, respectively; these figures come from the Park Boulevard Promenade Plan's Environmental Impact Review (EIR)). Based on its function as a major arterial with four travel lanes plus turn lanes at intersections, the City of San Diego estimates that this street has a daily capacity of approximately 40,000 vehicles. The posted speed limit is 35-40 m.p.h.

Extending 1.3 miles through the Park, Park Boulevard has only three signalized intersections, compared to an average of 16-18 signals per mile downtown. Consistent with its Park setting, Park Boulevard has few driveways or other cross-streets to impede its traffic. Precisely because it is a park in perpetuity, land uses will remain similar to today's uses so that few, if any, additional driveways or cross-streets would be introduced. In this respect, Park Boulevard through Balboa Park experiences distinctly different (and generally more favorable) traffic conditions than other urban arterials in the area.

Currently, Route 7 operates 10 buses per hour in each direction on Park Boulevard. BRT would add 6 buses (possibly growing to 10 buses) per hour each way. Excepting other service changes, future hourly bus volumes would be 16-20 vehicles per hour in each direction on Park Boulevard.

According to the Park Boulevard Promenade Plan draft Environmental Impact Review (EIR), Park Boulevard operates at Level of Service (LOS) B. With completion of the proposed Park Boulevard Promenade Plan and growth through the year 2020, future operations would be LOS C. These levels of service indicate good traffic operations with little congestion.

## What are the issues and concerns?

### 1. Considerations in dedicating lanes.

The decision to convert an existing lane to a new use is rarely done lightly. According to the Transportation Planning division of the City of San Diego's Planning Department, the City has no adopted or written policies guiding lane dedications. In the absence of a policy, what are pertinent considerations in determining when a lane should be dedicated to other uses?

One guideline, issued in the 1970's (the early days of BRT planning), suggests that 30-40 buses per hour is a threshold for dedicating a lane in central business districts and surrounding densely developed areas, carrying 1,200 to 1,600 passengers per hour in the peak direction (Bus Rapid Transit Options for Densely Developed Areas, U.S. Dept. of Transportation, December, 1974.)

Other cities, such as Seattle, considering conversion of existing parking lanes to transit use have developed extensive criteria to guide their decisions. These criteria include those listed in the table on the following page:



## City of Seattle Arterial Parking Restriction Policy

Factors to Consider for Parking Restriction Policy		
Factor	Measure	How to measure
Transit Conditions	<ul style="list-style-type: none"> <li>Transit speed and reliability</li> <li>Measures – current speed on-time performance, delay, transit headways, potential travel time savings</li> <li>Street classification</li> <li>Plans that support transit</li> <li>People-moving capacity of the lanes</li> <li>Transit market potential</li> </ul>	<ul style="list-style-type: none"> <li>King County Metro can provide current transit speeds, on-time performance, delay, and transit headways. VISSIM modeling can provide potential travel time savings. Cost-benefit analysis of travel time-savings can also be conducted.</li> <li>Street classifications are in the Street Classification Manual.</li> <li>Metro's 6-Year Plan would be a source for plans that support transit.</li> <li>SDOT monitors traffic volumes on an annual basis (and by request).</li> <li>Transit market potential can be evaluated by employment/residential density within ¼ mile and ridership numbers.</li> </ul>
Traffic Conditions	<ul style="list-style-type: none"> <li>Vehicles/lane/peak hour</li> <li>Travel time savings</li> <li>Street classification</li> <li>Level of service (LOS)</li> <li>Delay</li> <li>Congestion on parallel arterials/spillover traffic</li> </ul>	<ul style="list-style-type: none"> <li>Traffic volumes per lane counts.</li> <li>Travel time-savings can be measured by evaluating current traffic speeds, delay, and congestion. VISSIM modeling can also provide potential travel time-savings. Cost-benefit analysis of travel time-savings can also be conducted.</li> <li>Street classifications are in the Street Classification Manual.</li> <li>SDOT monitors LOS and delay.</li> <li>SDOT monitors traffic volumes on an annual basis (and by request.)</li> </ul>
Parking Condition: Utilization and Spillover	<ul style="list-style-type: none"> <li>Parking utilization along corridor during the time periods considered for restrictions</li> <li>Type of parking users (business customers, residents, employees, commuters, general on-street vehicle storage)</li> <li>Availability of parking nearby to accommodate spillover</li> <li>Identification of alternative parking scenarios</li> </ul>	<ul style="list-style-type: none"> <li>A parking utilization study can be conducted to identify existing curb space designations and measure parking use.</li> <li>A survey of businesses can determine parking needs/uses.</li> </ul>
Pedestrian Environment	<ul style="list-style-type: none"> <li>Presence of sidewalks and/or other buffers</li> <li>Plans to build future sidewalks</li> </ul>	<ul style="list-style-type: none"> <li>Field inventory to identify existing buffers.</li> </ul>
Business Assessment	<ul style="list-style-type: none"> <li>Identification for alternate access for trucks/freight delivery, as necessary</li> </ul>	<ul style="list-style-type: none"> <li>See measures for parking conditions.</li> </ul>
Adjacent Land Use	<ul style="list-style-type: none"> <li>Commercial or residential?</li> <li>What is the level of current and future development capacity?</li> </ul>	<ul style="list-style-type: none"> <li>Available from DCLU/Land Use map.</li> </ul>





## 2. What are the benefits?

BRT offers faster and potentially more reliable trips than conventional buses due to its signal priority and fewer stops. To the extent that traffic congestion occurs, dedicated lanes allow BRT to pass by congested areas. These efficiencies produce better service for its riders and result in greater productivity for the transit system since vehicles can make more runs within a given hour than traditional buses.

In Balboa Park, BRT would:

- Improve transit frequency from the El Cajon Boulevard corridor to the Park. For those visitors and employees residing in the corridor, transit service would improve with more frequent buses. Existing Route 1 serves the area with 30-minute headways, Route 15 operates on 10 - 12 minute headways in the peak period and 30 minutes off-peak, and existing Route 115 operates on 30-minute headways. Routes 15 and 115 do not currently serve the Park. BRT would offer 10 – 15 minute headways with service to the Park. Estimates of travel time-savings have yet to be determined.
- Add another connection to downtown, nearly doubling service over the existing Route 7. Route 7 already offers 6-7 minute frequency during peak periods to which BRT would add 10-minute headways.

## 3. What are the disadvantages?

As with any new service, any disadvantages would relate to how responsively the BRT system is developed relative to the needs of its particular setting. The basic question is what the winners gain and what the losers lose? Can the losses be offset? If BRT takes a parking lane, does it serve more riders in that area than it displaces parkers? Do other parking opportunities exist in the area?

In Balboa Park, BRT as currently proposed would:

- Displace approximately 225 on-street parking spaces from Park Boulevard. This parking is well used by visitors and employees and has been counted toward meeting future Park needs in the Balboa Park Master Plan, the Central Mesa Precise Plan and the Balboa Land Use, Circulation and Parking Study. As the goal of the parking strategy is to reclaim many surface lots for other Park uses, replacement for any loss of on-street parking would require construction of additional spaces in proposed parking structures. Even at the lower cost of \$16,000 per stall to construct parking in terraced structures versus the \$30-\$35,000 for underground garages, the replacement cost for the 225 displaced spaces would be \$3.6 million.
- Create the impression of a wider Park Boulevard with the dedicated transit lane. Given the modest volume of buses, up to 20 buses per hour in each direction, this lane will appear underused and will create empty space. Although design treatments such as different colors or paving could reduce this perception, a dedicated lane runs counter to the objective of making Park Boulevard more like a *park* road.
- Likely replace Routes 15 and/or 115 (which currently use SR-163). Which routes will in fact be eliminated with BRT? How many new riders does the BRT service attract after counting existing riders on those routes?



## appendix f: bus rapid transit (brt) and transit

### 4. Should a lane be dedicated to BRT?

This question is a policy decision. Existing policies of the Balboa Park Master Plan and the Central Mesa Precise Plan retain parking on Park Boulevard. Those policies also provide for keeping the road within its current width, and do not support its widening. Consequently, questions about providing dedicated lanes must be resolved within the street's existing width.

SANDAG asserts that a dedicated lane is vital to the success of the BRT program, asserting that the lane is important for both bus speed and project identity, two key factors to attracting ridership. Members of the Balboa Park Committee expressed concern that a dedicated transit lane is neither appropriate nor necessary in Balboa Park. Of principle concern to the Committee is that the Park is—and should remain—a park, not a high-speed transit corridor. The Balboa Park Committee asked SANDAG for additional information on the travel time-savings and ridership gains that a dedicated lane through Balboa Park would provide.

Additional points to consider in assessing this decision include:

- Tangible benefits to the Park should result from BRT service. For the foreseeable future, it appears that most, if not all, benefits of BRT would be achieved regardless of whether BRT traveled in general traffic or a dedicated lane.
- Should congestion begin to occur on Park Boulevard, efforts to remedy its cause should be investigated before resorting to removing parking or widening. For example, if intersection operations cause congestion, then improvements in the efficiency of intersection traffic controls or modifications to intersection configurations should precede other more aggressive changes to Park Boulevard's lanes.
- A dedicated lane in the Park should be considered only if it is implemented elsewhere along the BRT route. There is little merit in creating a dedicated lane where congestion doesn't exist, especially if one isn't provided in congested areas.
- If a dedicated lane is deemed necessary, conversion of a travel lane, instead of the parking lane, should be studied. Current numbers indicate that Park Boulevard would maintain adequate capacity for general traffic under these conditions, and on-street parking could be retained.

# appendix f: bus rapid transit (brt) and transit







## appendix g: preliminary transportation recommendations

### The Parking Plan -- Methods and Rationale

The purpose of this effort has been to identify fundamental patterns of parking and circulation, anticipate likely future travel demands and develop transportation options that meet those demands and support the broader land use objectives for Balboa Park. This planning-level assessment differs from previous Master and Precise Plans in that it reassesses basic transportation problems and challenges and offers new options to address them. It also differs from project-specific studies that have developed highly detailed analyses appropriate to an advanced stage of planning, yet it still relies on considerable data about actual travel demands.

#### Sources

Our sources of information for access, circulation and parking in Balboa Park combine use of available transportation data with new research and observations. They include:

- Observations – In addition to tours conducted by park staff, we observed circulation and parking on four different days, Saturday, January 25<sup>th</sup>, 2003, and from Thursday, April 24 through Saturday, April 26, 2003.
- User Interviews – concurrent with the April parking and circulation observations, we interviewed over 800 visitors to Balboa Park to learn about their travel characteristics. This identified how they arrived at the park, where they parked, when they arrive, how many sites they visited within the park, how long they stayed, and the number of people per car.
- Surveys of institutions to learn of their attendance patterns, employment levels, employee travel habits, and expectations for growth.
- Use of Available Traffic Data from City of San Diego and Caltrans traffic counts, and MTDB transit ridership data
- Review of past plans and current reports ranging from previous Master and Precise Plans (going back to the Nolen Plan and the 1960 Master Plan), to the proposed Promenade Plan, and the 2030 Regional Transportation Plan.

### Existing Patterns

The starting point for the parking plan is an assessment of current travel behavior, how parking is used, and the relationship of attendance to parking.

#### Visitor Travel Characteristics

The 828 visitor interviews determined that:

- Visitors to the cultural institutions stay approximately 3 hours (3:11) on average, while visitors to the zoo stay just shy of 5 hours (4:52).
- On average, visitors at the cultural institutions visit 2.5 sites during their stay, while zoo visitors visited 1.5 sites.
- Approximately 82% of non-zoo visitors drive to the park, while about 5% use transit. The others come in tour groups, are dropped off or walk. Zoo visitors use cars more frequently with 92% arriving in cars.
- On average, cultural institution visitors had 3.0 people per car, while zoo visitors had 3.77 persons per car. Both are high levels of occupancy, and reflect the popularity of the park with families.
- About 31% are local visitors from the City of San Diego, 24% from the metro region, and 45% from elsewhere.

Although the cultural institutions as shown in Table 3 and the zoo attract roughly similar numbers of people annually, it is important to recognize that the attendance figures are not directly comparable for parking purposes. Visitors to cultural institutions visit multiple sites while parked once, and they typically have a shorter length of stay and somewhat fewer people per car. Accordingly, estimates of parking demand for the cultural institutions are based on the distinct characteristics of their users.



## Parking Use & Problems

Parking has been a contentious issue for nearly every stakeholder, user and activity: people have difficulty finding a convenient parking spot and there appears to be too little parking for busy days. Those frustrations were borne out in our observations. Table 1 shows the use of parking areas during the peak time (2:00 p.m. on Saturday, April 26, 2003) of our observations.

**Table 1. Existing Parking Utilization in Central Mesa and Inspiration Point**

Location	Spaces Occupied at 2 pm Peak	Utilization at 2 pm Peak
<b>El Prado</b>	<b>467</b>	<b>100%</b>
Fleet Center	176	100%
Casa de Balboa	95	100%
Alcazar	118	100%
Plaza de Panama	78	100%
<b>Near Prado</b>	<b>219</b>	<b>100%</b>
Pepper Grove	118	100%
Natural History Museum	101	100%
<b>Palisades</b>	<b>651</b>	<b>97%</b>
Organ Pavilion	349	95%
Pan American Plaza	302	100%
<b>Carousel</b>	<b>318</b>	<b>100%</b>
South	215	100%
North	103	100%
<b>Zoo</b>	<b>2831</b>	<b>100%</b>
<b>Remote Lots</b>	<b>482</b>	<b>29%</b>
Federal Bldg	363	70%
Gold Gulch	10	5%
Inspiration Pt.	109	10%
<b>Overall</b>	<b>4968</b>	<b>81%</b>

The pattern is clear: close-in parking is fully utilized while more distant parking is underutilized. Reasons for this pattern include:

- Lack of information about parking conditions. Drivers head for a lot close to their destination without knowing whether a space is available.
- Visitors have strong incentives to seek close-in parking. Based on responses from visitors about where they parked, the average walking distance is 1,415 feet or just over one-quarter mile from parking to major destinations. Visitors know that they face a long walk if they don't find a close-in space. Average walking distances for visitors by destination were:

Destination	Average Walking Distance from Reported Parking Location
Fleet Center	1,550 feet
Museum of Man	2,135 feet
Organ Pavilion	1,450 feet
Pepper Grove	750 feet
Aerospace Museum	2,010 feet

Even the closet parking lots require a good walk for many people. For instance, it's 800 feet from the mid-point of the Natural History lot to the Fleet Center, and it's 1,800 feet from the Organ Pavilion lot to the Museum of Man.

- The hunt for a space creates extra vehicle circulation, especially in the Plaza de Panama as vehicles which pass by the Organ Pavilion lot, must circulate around the Plaza (finding it full) to head to the Alcazar Gardens lot, and then out again to President's Way.
- Lots behind the Federal Building Hall of Champions and at Inspiration Point get little use due to the long walking distance (more than one-quarter mile) to key destinations in and near the Prado.



## appendix g: preliminary transportation recommendations

- Although a shuttle links Inspiration Point and the Pan American Plaza to the Plaza de Panama, arriving visitors have little notice that it is an option and apparently prefer to try their luck in finding a parking space closer to their destinations. For those who do try it, the current shuttle vehicle is awkward for families with strollers due to its high floor with steep steps, of limited accessibility for disabled visitors, and too easily confused with similar sightseeing vehicles.

Due to the schedule of the Balboa Park Land Use, Circulation and Parking Study, data collection occurred during the spring, even though summer months are typically the busiest season in the park. As it turns out, the April parking demands compare closely to demands observed in August, 2000 for the Promenade Plan. August is usually the highest attendance month, although equally busy periods occur at other times of the year, as they did on this April weekend. Table 2 compares the number of cars parked during April 2003 with those parked in August 2000.

Table 2. 2000 and 2003 Parking Counts – Central Mesa and Inspiration Point				
	Vehicles Parked			
Source:	Promenade Project		TDA	
Date & Time	Sat. 5-Aug- 2000	Sun 6-Aug- 2000	Fri 25- Apr- 2003	Sat 26- Apr- 2003
8:00 AM	607	438		
9:00 AM				
10:00 AM	2,434	2,075	3,060	2,793
11:00 AM			3,694	3,744
12:00 PM	3,919	4,504	4,292	4,219
01:00 PM			4,776	4,642
02:00 PM	4,459	5,187	4,641	4,958
03:00 PM			4,154	4,921
04:00 PM	3,861	4,219	3,525	4,855
05:00 PM			3,168	3,706
06:00 PM	3,182	3,065		

While the total amount of parking is adequate for the number of vehicles observed, its many inefficiencies prevent it from adequately serving the park. In particular,

- Employee parking is allowed without restriction in most areas. Arriving before most visitor attractions open, employees park in prime spots close to the institutions, displacing visitors from close-in parking. With nearly 900 employees in the Prado, this is a significant problem.
- Parking supply is distributed according to land availability, not demand. Consequently, demand outstrips supply by nearly 3 to 1 at the Prado.

**Table 3. Cultural Institutions' Attendance**

Cultural Institution	Attendance 2002
Aerospace Museum	149,838
Automotive Museum	95,824
Centro Cultural de la Raza	22,701
Hall of Champions	50,212
House of Hospitality	483,262
Japanese Garden	96,209
Marston House	4,502
Mingei Museum	91,405
Museum of Art	335,477
Museum of Man	221,861
Photographic Arts	96,826
Natural History	214,735
Old Globe Theatre	218,119
Fleet Space Theatre	464,449
Historical Society	62,165
Model Railroad	95,805
Timken Art Gallery	87,089
Veterans Center	39,500
World Beat Center	29,379
<b>Total</b>	<b>2,859,358</b>



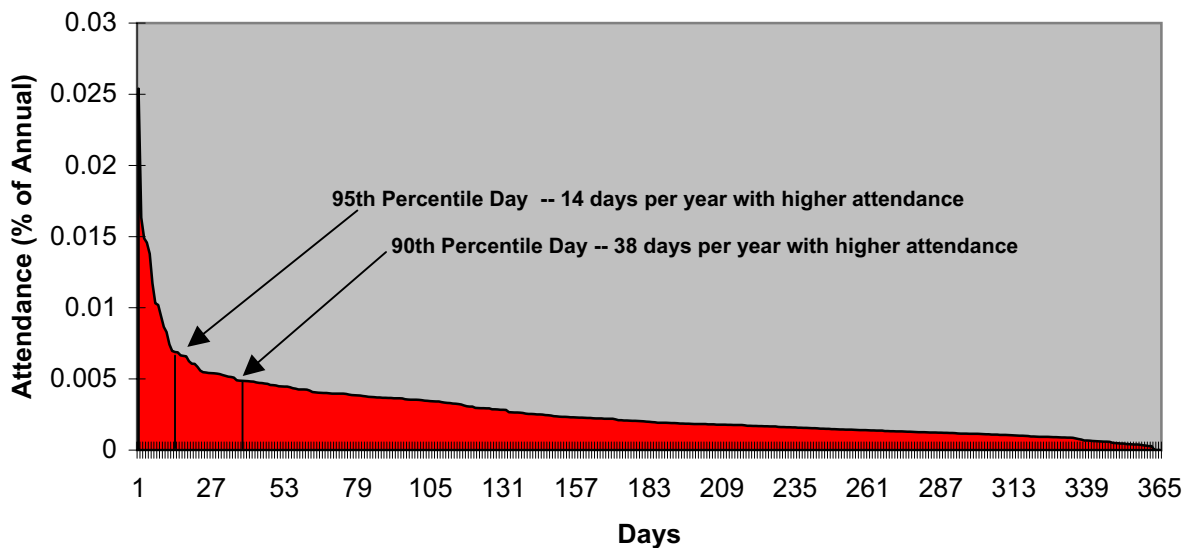
## Attendance Patterns and Visitor Parking Demand

Parking demand is primarily determined by attendance. The Balboa Park Cultural Partnership provided annual attendance data (see Table 3) which was supplemented by monthly and daily attendance records. While only 5 institutions (Museum of Man, Japanese Friendship Garden, Natural History Museum, The Globe, and the Historical Society) provided daily records, they account for one third (32%) of annual attendance, and provide the best picture of attendance patterns presented so far (see Table 4). Previous studies and plans have not detailed attendance patterns beyond annual totals. Table 4 also shows the estimate of visitor parking demand for the cultural institutions.

Additionally, it is estimated that general park visitors account for 185-200 vehicles parking in the Central Mesa at the peak time. Greater numbers of general park users park in the West Mesa and the East Mesa.

Figure 1 depicts the attendance patterns by day from highest to lowest for the cultural institutions based on the daily data received from the four reporting institutions.

**Figure 1**  
**Cultural Institutions' Attendance Ranked by Day**





## appendix g: preliminary transportation recommendations

Based on these patterns, an appropriate “design day” would be the 95<sup>th</sup> percentile day’s attendance. That is to say that parking should be provided to meet the needs of 95 percent of days, leaving approximately 5%, or 14 days per year, when demand would significantly exceed supply. Selecting a lower design day, such as the 90<sup>th</sup> percentile day, does not dramatically reduce the needed parking supply but does substantially increase the number of days when parking would spill over to neighborhoods.

According to the zoo, its visitors create design day parking demands of 2,200 spaces. The zoo’s design day is a 90<sup>th</sup> percentile day. A high attendance day at the zoo does not necessarily correspond to an equally high day at the cultural institutions, though both the institutions and the zoo experience similar seasonal attendance patterns.

A maximum attendance day at the cultural institutions (such as occurs during Christmas on the Prado) combined with even a modest day at the zoo creates demands far in excess of the Central Mesa’s and Inspiration Point’s parking supply. Parking spills over to adjacent neighborhoods and downtown on these highest days of attendance. The parking supply serving the Prado and the Palisades is adequate to meet *visitors’* needs on all but about 12- 15 days per year. The addition of employees’ needs, however, reduces the number of days where parking is adequate to serve the institutions.

### Employee Parking Demand

Using reports from the institutions, Table 5 lists employment and volunteer levels, the proportion who drive to work and the resulting parking demand.







**Table 5. Employee Parking Demand**

		<i>Estimated</i>						
		Max. Employees PAOT				Employee Vehicles Parked		
		Wkdy	Sat	Sun	% Auto	Wkdy	Sat	Sun
<b>Prado</b>	House of Hospitality	89	67	67	97%	86	65	65
	Japanese Friendship Garden	10	6	4	90%	9	5	4
	Junior Theater	20	40	5	100%	20	40	5
	Mingei Museum	45	15	15	95%	43	14	14
	Model Railroad Museum	15	26	26	90%	14	23	23
	Museum of Man	35	10	10	90%	32	9	9
	San Diego Historical Society	65	47	5	81%	53	38	4
	Museum of Photographic Arts	40	6	6	98%	39	6	6
	Natural History Museum	75	20	20	95%	71	19	19
	Old Globe Theater*	285	463	463	90%	257	416	416
	Rueben H. Fleet Science Center	95	60	40	90%	86	54	36
	San Diego Mus. Of Art	110	16	16	90%	99	14	14
	Timken	15	13	11	100%	15	13	11
	<b>Sub-Total</b>	<b>899</b>	<b>789</b>	<b>688</b>		<b>822</b>	<b>718</b>	<b>627</b>
<b>Pallisades</b>	Aerospace	80	15	15	85%	68	13	13
	Automotive Museum	16	4	4	98%	16	4	4
	Hall of Champions	20	15	15	90%	18	14	14
	Park & Rec Offices	44	15	15	95%	42	14	14
	<b>Sub-Total</b>	<b>160</b>	<b>49</b>	<b>49</b>		<b>143</b>	<b>44</b>	<b>44</b>
<b>Carrousel</b>	Spanish Village	45	45	45	100%	45	45	45
	<b>Sub-Total</b>	<b>45</b>	<b>45</b>	<b>45</b>		<b>45</b>	<b>45</b>	<b>45</b>
<b>Zoo</b>	Zoo	1005	596	596	80%	800	477	477
	War Memorial							
	<b>Sub-Total</b>	<b>1005</b>	<b>596</b>	<b>596</b>		<b>800</b>	<b>477</b>	<b>477</b>
<b>Inspiration P</b>	Am Indian Cultural Cntr	6	6	6	100%	6	6	6
	Centro Cultural De la Raza	10	5	5	95%	10	5	5
	World Beat Center	10	5	5	95%	10	5	5
	Veterans Memorial Center	15	5	5	95%	14	5	5
	<b>Sub-Total</b>	<b>41</b>	<b>21</b>	<b>21</b>		<b>39</b>	<b>20</b>	<b>20</b>
<b>TOTAL Central Mesa</b>		<b>2150</b>	<b>1499</b>	<b>1398</b>		<b>1850</b>	<b>1304</b>	<b>1213</b>

% of Weekday: 70% 66%

\*Weekday assumes 85% of full-time employees present; 20% of part-time and 5% of volunteers during day; Saturday assumes 20% of Full-time present; 65% of part-time and 20% of volunteers



## appendix g: preliminary transportation recommendations

### Combined Parking Demand

Together, the Cultural Institutions, the Zoo and general park users in the Central Mesa create parking demands of approximately 5,300 spaces, as shown in Table 6. Recognizing turnover and the difficulty of finding the last remaining spaces, the practical capacity of visitor parking is likely to be 90% of supply, and 95% of supply for employee parking. That is, the visitor parking areas will be effectively full when approximately 90% of spaces are occupied. Thus, to accommodate a given demand, it is assumed that no more than 90% of visitor spaces would be occupied, requiring that somewhat more spaces be provided than demand.

### Future Growth and Parking Demand

Plans for the zoo expansion indicate an increase in attendance of 33% by year 2020. The cultural institutions were surveyed for their plans and expectations over the next 10-15 years and reported a wide range of growth potential from holding even to increasing 800% (this seemed excessive). On balance, we have assumed a growth of 50% for total institutional attendance for the next decade. We believe this to be an aggressive level of growth for the institutions as a whole. For established institutions, growth would typically be consistent with regional population growth, as well as national trends in museum programming to attract audiences. According to SANDAG's 2030 Regional Transportation Plan, population will increase 38% over year 2000.

Table 7 shows future attendance projections for the cultural institutions and the resulting parking demand. These projections assume that current attendance patterns carry forward and that transit doubles to carry 10% of visitors.

**Table 6. Existing Central Mesa & Inspiration Point Parking Demand**

	Visitor Demand (Spaces) 95 <sup>th</sup> Percentile Day	Employee Demand (Spaces)	Total Demand (Spaces)
Cultural Institutions	1,065	1,050	2,115
Zoo	2,200	800	3,000
General Park Users	185	--	185
<b>TOTALS</b>	<b>3,450</b>	<b>1,850</b>	<b>5,300</b>
Supply Req'd to meet demand*	3,835	1,945	5,780

\* Assuming 90% practical capacity for visitors, 95% for employees

**Table 7. Projected Attendance and Visitor Parking Demand for Cultural Institutions**

Future Annual Attendance with 50% growth = 4,289,000	% of Annual Attendance	Daily Attendance (Cummulative Gate Count)	Daily Visitors to Institutions (2.5 Sites/Visitor)	Visitors Present at One Time (estimated at 55%)	Visitor Vehicles Parked at One Time (77% Drive; 3.0 pers/veh)
Maximum Day	2.54%	108,940	43,575	23,965	6,150
95%-ile Day	0.62%	26,590	10,635	5,850	1,500
90%-ile Day	0.49%	21,015	8,405	4,625	1,185
Average (Mean) Day	0.27%	11,580	4,630	2,550	655

## appendix g: preliminary transportation recommendations



**Table 8. Projected Central Mesa/Inspiration Point Parking Demand, Year 2020**

	Visitor Demand (Spaces) 95 <sup>th</sup> Percentile Day	Employee Demand (Spaces)	Total Demand (Spaces)
Cultural Institutions	1,500	1,050	2,550
Zoo	3,100	1,000	4,100
General Park Users	275	--	275
<b>TOTALS</b>	<b>4,875</b>	<b>2,050</b>	<b>6,925</b>
Supply Req'd to meet demand*	5,415	2,155	7,570

\* Assuming 90% practical capacity for visitors, 95% for employees

Table 8 shows demand for parking in the Central Mesa/ Inspiration Point areas, including employee and zoo demand.

### Meeting Future Parking Needs

The challenge is to meet future parking needs while still reclaiming park land in critical areas for park uses. In summary:

- Existing parking lots diminish the appeal and character of plazas and gardens – parking in these locations would be largely replaced with pedestrian and green areas
- Walking distances from many lots are long and will grow longer with higher levels of attendance as more visitors are forced to park further from their destinations – walking distances need to be shortened where possible
- Accessibility needs to be improved for all areas and destinations.

The approach to meeting future parking needs is this:

1) Establish a cap on parking in the Central Mesa/ Inspiration Point areas.

- A maximum supply of 8,500 spaces appears adequate to meet parking needs for the next 20 years and beyond. Supply above that level would likely require building parking structures on land that is not now used for parking, resulting in a net loss of park land.

2) Manage parking:

- Bring *visitor* parking supply closer in balance with demand by activity area, especially at the Prado.
- Manage employee parking to free up spaces for visitors at key destinations
- Distribute parking to edges of activity areas and closer to park entrance points to reduce vehicle circulation within core areas
- Link parking with destinations by providing a superior, universally accessible shuttle. This is essential to the employee parking solution, and to increasing visitor mobility between destinations. It is also vital to supporting growth beyond that already assumed. It further reduces total walking distance between parking and destinations.
- Retain some close-in surface lots for accessible parking, deliveries and passenger loading.
- Provide effective valet parking service to park uses requiring it.
- Provide flexibility to adjust parking quantities as growth occurs.



## appendix g: preliminary transportation recommendations

### 3) Relocate parking to reclaim park land:

- Use a combination of below-grade and above-grade parking for greater land use efficiency. These structures should go in topographically appropriate areas to minimize the visual intrusion of parking on the Park. Due to their central locations, the value of some existing surface parking lots may be greater to the park as parkland since they could contribute to a more cohesive park.
- West Mesa parking would remain as it is now, along the streets, but could be supplemented by new diagonal parking along 6<sup>th</sup> Avenue. Such opportunities are being explored in a separate traffic calming study.
- East Mesa parking would continue to serve the athletic fields and golf course in their present locations. Additional parking may be provided along portions of Pershing Drive. With a potential future trail/bridge connecting the East Mesa to the Prado, it is possible that reservoirs of additional parking could be developed on the East Mesa with pedestrian and people-mover linkages to the Central Mesa.

It is also important to consider outside demands on Balboa Park's parking system. Neighbors such as the Navy Hospital, San Diego City College, and possibly San Diego High School currently use spaces at Inspiration Point, and some downtown employees apparently use Balboa Park as a park-and-ride location. These users raise both policy and management questions for the Park's parking development. Joint development opportunities exist with the Navy and possibly with City College to construct parking at Inspiration Point so that shared use can occur between those entities and other park users. Timing, the amount of parking, community support, demand patterns and funding participation will be critical considerations guiding any joint development planning. Downtown employee use of the park's parking could escalate with improved transit service as is planned with the Transit First/Showcase Bus Rapid Transit project. Active management of parking through the use of time regulations, permits or other techniques will likely be required to encourage appropriate use of Balboa Park parking for Park purposes first, and other purpose

Table 9 shows the suggested allocation of visitor spaces in proportion to visitor needs, and provision of employee parking at peripheral locations. This allocation assumes the following conditions:

- San Diego City College and San Diego High School demand presently supported at Inspiration Point will be accommodated elsewhere on their own lands or other lands outside of Balboa Park.
- Navy Hospital would be accommodated on Navy land or in areas outside the Central Mesa and Inspiration Point. Joint development of parking at Inspiration Point remains a possibility, and would be a policy decision.
- A high frequency shuttle with universally accessible

vehicles would link parking to key destinations in the Central Mesa. Operating hours would be consistent with parking hours.

### Conclusion

The proposed 8,300 spaces, supported by a shuttle system, provides a physical increase of 1,800 spaces but an *effective* increase in supply of over 2,800 spaces over today's conditions. It is sufficient to accommodate some of the expected growth plus provide a buffer for higher demands on busier days. By phasing the system in with a series of parking structures, adjustments to supply can be determined based on experience prior to construction of subsequent structures. The distribution of parking meets most demands within major activity areas, and contributes to reducing vehicular circulation in core pedestrian areas. By managing employee parking to place most employees in peripheral locations, priority is given to visitors to park in the most convenient spaces.



Table 9. Allocation of Parking for Central Mesa/Inspiration Point		Eliminate	Retain	Build	TOTAL
Zoo/Spanish Village	Zoo Lot	-2,711	120		
	Zoo Place	-93			
	Carousel South	-215			
	Carousel North	-103			
	Park Blvd On-Street	-	56		
	Zoo Employee Pkg at Richmond			460	
	Promenade Garage			3,200	
	Sub-Total	-3,122	176	3,660	3,836
Prado	Pepper Grove North	-176			
	Casa de Balboa	-65	30		
	Alcazar / Archery Range	-118		750	
	Plaza de Panama	-60	18		
	Pepper Grove	-118		500	
	Natural History Museum	-81	20		
	Park Blvd On-Street	-	169		
	Village Place On-Street	-50	22		
Palisades	Spreckels Organ Pavillion	-367			
	Palisades	-284	18		
	Federal Building (Hall of Champions)	-319	200	700	
	Sub-Total	-970	218	700	918
Golden Gulch	Lot	-	44		44
Inspiration Point	Lot	-1,090		2,000	2,000
TOTAL PARKING		-5,850	697	7,610	8,307

*Net Effective:*

Total for Employees	2,460
Needed	2,158
Emp. Surplus (Deficit)	302
Visitor Parking	5,847
Needed	5,415
Visitor Surplus (Deficit)	432
Overall Surplus (Deficit)	734
Occupancy on Design Day	83%





## appendix h: summary matrix of study recommendations

### Balboa Park Land Use, Circulation and Parking Study Recommendations Matrix

		6 Principles						Current Planning Documents			
		Reclaim, Restore and Conserve Parkland	Protect and Enhance Historic Resources	Promote Health of Cultural Institutions and Other Park Elements	Implement Parking Management and Appropriate Parking	Implement Shuttle and Transit	Distribute Costs and Benefits Fairly	Balboa Park Master Plan, 1989	Central Mesa Precise Plan, 1992	East Mesa Precise Plan, 1993	Park Boulevard Promenade Plan, under review
<b>Land Use</b>											
L1.	Reclaim the Plaza de Panama as a mixed use plaza	X	X		X			X	X		
L2.	Restore the Pan-American Plaza as a mixed use plaza	X	X		X			X	X		
L3.	Reclaim the Organ Pavilion parking lot for parkland and gardens	X	X					X	X		
L4.	Reclaim the Alcazar parking lot for parkland and gardens	X	X								
L5.	Reclaim southern Inspiration Point	X						X			
L6.	Pursue joint use agreements and public access opportunities	X									
L7.	Reevaluate utilization of existing land uses and leases	X						X	X	X	
L8.	Study the closure of northern Florida Drive	X						X		X	



Futher Actions			
	Coordination		
	Funding		
	Formal, detailed study		
	Plan amendment		

Phasing			
	Phase 1: Parking Management and Shuttle		
	Phase 2: Parking Structures and Related Reclamation	X	
	Phase 3: Additional Park Reclamation and Enhancement		

Implementation Plans						
	Walkways, Trails and Amenities Plan					
	Roadway Character Plan					
	Parking Management Plan					
	Transportation Demand Model					
	Shuttle, Circulation and Transit Plan					
	Individual design plans				X	
	Existing Use and Lease Utilization Plan					



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L9.	Reclaim the Arizona landfill	X						X		X	
L10.	Prevent further extractions	X						X	X		
L11.	Prohibit building expansion onto the Historic Prado	X									
L12.	Consider new buildings in the Palisades that reinforce Historic plans			X							
L13.	Create critical mass at Inspiration Point		X	X							
L14.	Consider redistributing hours of operation of the cultural institutions			X							
L15.	Enhance food services and other concession services			X							
L16.	Enhance formal landscapes	X	X					X	X	X	



Futher Actions				Phasing			Implementation Plans						
Coordination	Funding	Formal, detailed study	Plan amendment	Phase 1: Parking Management and Shuttle	Phase 2: Parking Structures and Related Reclamation	Phase 3: Additional Park Reclamation and Enhancement	Walkways, Trails and Amenities Plan	Roadway Character Plan	Parking Management Plan	Transportation Demand Model	Shuttle, Circulation and Transit Plan	Individual design plans	Existing Use and Lease Utilization Plan
X	X	X				X						X	
X				X	X	X							
X	X		X	X	X	X							
X	X	X	X		X	X							X
X	X	X	X		X	X							X
X				X									
X				X	X								
X	X				X								



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<b>Circulation</b>											
C1.	Standardize path quality according to a hierarchy of path types	X		X							
C2.	Promote universal access			X			X	X	X	X	
C3.	Reinforce pedestrian character through the provision of pedestrian amenities	X		X				X	X	X	
C4.	Increase connectivity between cores	X		X			X	X	X	X	X
C5.	Connect existing trails with each other	X		X				X	X	X	
C6.	Increase information services and improve wayfinding			X				X	X	X	
C7.	Create Mesa and Park loops	X		X				X	X	X	
C8.	Connect Mesas with pathways and pedestrian bridges	X						X		X	





Futher Actions							
Coordination	X	X	X	X	X	X	X
Funding	X						
Formal, detailed study	X	X	X	X	X	X	
Plan amendment							

Phasing							
Phase 1: Parking Management and Shuttle							
Phase 2: Parking Structures and Related Reclamation							X
Phase 3: Additional Park Reclamation and Enhancement							X

Implementation Plans							
Walkways, Trails and Amenities Plan	X	X	X	X	X	X	X
Roadway Character Plan							
Parking Management Plan							
Transportation Demand Model							
Shuttle, Circulation and Transit Plan							
Individual design plans							
Existing Use and Lease Utilization Plan							



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		6 Principles						Current Planning Documents			
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C9.	Increase permeability at Park edges through reconfiguration of the golf course	X		X							
C10.	Standardize road quality according to a hierarchy of road types			X				X	X	X	
C11.	Create 'Parkways'			X				X	X	X	
C12.	Convert secondary roads to 'Scenic Drives'			X							
C13.	Improve tertiary roads to provide pedestrian safety			X				X	X	X	
C14.	Surface and post service roads to discourage visitor traffic			X							
C15.	Create signature gateways at Park entries			X						X	





Futher Actions				Phasing			Implementation Plans						
Coordination	Funding	Formal, detailed study	Plan amendment	Phase 1: Parking Management and Shuttle	Phase 2: Parking Structures and Related Reclamation	Phase 3: Additional Park Reclamation and Enhancement	Walkways, Trails and Amenities Plan	Roadway Character Plan	Parking Management Plan	Transportation Demand Model	Shuttle, Circulation and Transit Plan	Individual design plans	Existing Use and Lease Utilization Plan
X	X	X	X			X	X						
X	X	X				X		X					
X	X					X		X					
X	X					X		X					
X	X					X		X					
X	X			X	X	X		X					
X	X			X		X	X	X					



## appendix h: summary matrix of study recommendations

### Balboa Park Land Use, Circulation and Parking Study Recommendations Matrix

		6 Principles						Current Planning Documents			
		Reclaim, Restore and Conserve Parkland	Protect and Enhance Historic Resources	Promote Health of Cultural Institutions and Other Park Elements	Implement Parking Management and Appropriate Parking	Implement Shuttle and Transit	Distribute Costs and Benefits Fairly	Balboa Park Master Plan, 1989	Central Mesa Precise Plan, 1992	East Mesa Precise Plan, 1993	Park Boulevard Promenade Plan, under review
C16.	Create pedestrian-oriented gateways at significant character areas within the Park			X						X	
C17.	Support private sector group transportation				X	X					
C18.	Support connections to regional transportation				X	X		X	X		X
C19.	Preserve Park Boulevard cross-section				X	X		X	X		



Futher Actions			
Coordination	X		
Funding	X		
Formal, detailed study			
Plan amendment			

Phasing		
Phase 1: Parking Management and Shuttle	X	
Phase 2: Parking Structures and Related Reclamation		
Phase 3: Additional Park Reclamation and Enhancement	X	

Implementation Plans						
Walkways, Trails and Amenities Plan	X					
Roadway Character Plan	X					
Parking Management Plan						
Transportation Demand Model						
Shuttle, Circulation and Transit Plan		X				
Individual design plans			X			
Existing Use and Lease Utilization Plan						





## appendix h: summary matrix of study recommendations

### Balboa Park Land Use, Circulation and Parking Study Recommendations Matrix

#### Parking

		6 Principles						Current Planning Documents			
		Reclaim, Restore and Conserve Parkland	Protect and Enhance Historic Resources	Promote Health of Cultural Institutions and Other Park Elements	Implement Parking Management and Appropriate Parking	Implement Shuttle and Transit	Distribute Costs and Benefits Fairly	Balboa Park Master Plan, 1989	Central Mesa Precise Plan, 1992	East Mesa Precise Plan, 1993	Park Boulevard Promenade Plan, under review
P1.	Relocate employee parking to Inspiration Point and Federal Building Lots	X			X						
P2.	Impose more restrictive time limits on close-in parking				X						
P3.	Retain some disabled parking in core areas				X		X				
P4.	Implement parking signage				X			X	X		
P5.	Discourage non-Park usage of lots				X						
P6.	Restructure timing of service functions			X	X						
P7.	Implement internal Park shuttle				X	X		X	X		
P8.	Select flexible shuttle system that can respond to increased future demand					X					
P9.	Supplement internal circulation with small-capacity, on-demand vehicles				X		X				
P10.	Establish a parking cap for the Central Mesa and Inspiration Point	X			X		X				
P11.	Locate parking structures near entries to the Central Mesa and Inspiration Point	X			X		X				X
P12.	Relocate parking from surface lots to parking structures	X			X			X	X		X



Futher Actions				Phasing			Implementation Plans						
Coordination	Funding	Formal, detailed study	Plan amendment	Phase 1: Parking Management and Shuttle	Phase 2: Parking Structures and Related Reclamation	Phase 3: Additional Park Reclamation and Enhancement	Walkways, Trails and Amenities Plan	Roadway Character Plan	Parking Management Plan	Transportation Demand Model	Shuttle, Circulation and Transit Plan	Individual design plans	Existing Use and Lease Utilization Plan
X	X	X		X	X				X				
X	X			X					X				
X	X	X		X					X				
X	X	X		X	X				X				
X				X	X				X				
X				X						X			
X	X	X	X	X	X						X		
X				X							X		
X	X	X		X		X					X		
X	X	X	X		X						X		
X	X	X	X		X						X		
X	X				X						X		



## appendix i: external impacts on balboa park

### External Parking Demands

As an urban park in a densely built up city, Balboa Park experiences pressures for parking from its immediate neighbors and downtown San Diego. These demands come from:

- Naval Hospital parking overflow
- City College and San Diego High School parking overflow
- Downtown commuters seeking remote parking locations within walking distance or a bus ride from work
- Special events held outside the Park. The opening of Petco Park in April 2004 poses the newest potential for additional parking in the Park.

### Naval Hospital

Due to its substantial growth over the last 15 years, the Naval Hospital's combined employee and patient parking demands have outstripped parking capacity within its property. Observation shows that 500-600 employee vehicles park in the upper lot at Inspiration Point, while additional vehicles park on parkland in the lower reaches of Inspiration Point. A Navy operated shuttle assists employees in moving between these lots and the hospital. Changes in security since September 11, 2001 place a heavy burden on screening vehicles entering the Naval Hospital at higher threat levels. Accordingly, the Navy would prefer parking more vehicles outside of its boundaries in the future. The Navy indicates that it faces a deficit of up to 3,000 spaces for its medical complex. For these reasons, the Navy could be a partner in developing parking facilities at Inspiration Point.

#### *Possible actions:*

- The opportunity to solve common parking problems at Inspiration Point through potential joint development should be pursued. Conflicts between the Navy's and the Park's parking needs have already begun to surface, and these conflicts become more acute during the busy summer months.
- It will be important to establish the principle of shared cost to build and to operate shared parking facilities.

### City College and San Diego High School

Due to current construction on its campus, City College is encouraging use of Inspiration Point as an alternate location for student parking. A shuttle brings parkers to the campus and back. City College acknowledges that available funding for parking falls short of meeting its parking needs. It estimates that it needs about 400 additional parking spaces. San Diego High School students and staff also use the Inspiration Point lots.

#### *Possible actions:*

- Generally, City College and San Diego High School should provide for their own parking needs
- It would appear that City College would benefit more from having its own parking closer to the campus than from incurring on-going shuttle costs from remote locations.
- In any case, as with the Navy, shared parking implies a shared responsibility for costs of parking construction and operation.





### Downtown Commuters

It is evident that some downtown commuters park in Balboa Park and then walk or ride a bus to jobs downtown. Commuters have been observed to park at Inspiration Point lots, on Park Boulevard, along Balboa Drive and at Marston Point. While the number of these parkers is not known, their motivation is obvious: free parking. Commuters pose little conflict with Park activities except on the busier weekdays in the summer when the Park's parking demand is high. However, with the proposal to park Balboa Park employees at Inspiration Point, and the recognition that Park Boulevard's on-street parking is vital to institutions such as Centro Cultural de la Raza and WorldBeat Center, commuter parking in the Park begins to create conflicts with Park uses.

*Possible Actions:* A principle of the Balboa Park Land Use, Circulation and Parking Study is that Park resources should serve Park users first. Accordingly:

- Commuters could be discouraged from parking on Park streets by instituting time limits (3 hours maximum, for example), as is being done in San Francisco's Golden Gate Park.
- Alternatively, paid parking would reduce the commuters' incentive to use Balboa Park as a remote parking lot.

### Petco Park and Other Outside Special Events

With the inaugural baseball season about to begin at Petco Park, there is legitimate concern that some fans will choose to park for free in Balboa Park and then make their way to the new stadium, about a mile away. Similarly, an increasing array of major events downtown and in the East Village pose the potential for non-park users to park in Balboa Park.

Just as with commuters, the allure of Balboa Park for these spectators is its free parking and location on a bus line. The Bay to Park project underway will reinforce this 12<sup>th</sup> Avenue/ Park Boulevard corridor as a transit and pedestrian corridor between Petco Park and Balboa Park.

The prospect of such parking in the Park is real. How much parking will occur remains to be seen. A small number of people are likely to park and walk to and from the stadium. For others, while the parking might be free, riding the bus or bus and trolley will not be free. Using transit from Balboa Park will cost \$2.25 each way, and would require a transfer from the bus to the trolley for a ride all the way to the stadium. For a 3 person group, the transit round trip will cost \$13.50, excluding any senior (or other) discounts. This may cost more than many downtown parking locations. Also, the majority of games will be evening games, leaving fans to return to their cars sometime after dark between 9 and 10 p.m., a time and uphill route that may discourage many from parking in the Park.

*Possible Actions:*

- Cordoning off Inspiration Point and the Federal Building (Hall of Champions) lot approximately 2 hours prior to game time is an option, especially for evening games. These two locations are the most likely parking choices for the determined fan.
- Impose event parking fees at Inspiration Point and the Federal Building lot on game days. Removing the free parking option removes the one of the fans' greatest incentives to park in these lots.





## appendix j: option summaries

### Summary

Each of the options includes a large parking garage adjacent to the Zoo, a second parking garage in Inspiration Point, a Zoo staff surface lot off Richmond Drive, and an expanded park circulator system. The proposals differ in the size of the central and Inspiration Point garages, and the distribution of additional parking throughout the park.

Each option also includes a component aimed toward reclaiming parkland for park—rather than auto-oriented—uses. On this point, the plans differ in their phasing programs, prioritizing parking, prioritizing parkland, or calling for concurrent improvement schemes.

The table below compares the options, based on how adequately each addresses six principles. As indicated above, the options share many of the same elements. For this reason, it is critical to evaluate how well an option addresses immediate needs, and how specific phasing plans fit together into a strategic, integrated course of action, to determine whether or not the option addresses each principle. The best plan must organize recommended actions into a package that addresses both short- and long- term economic and functional needs.

	Plan A	Plan B	Plan C
Principle	Circulation Priority	Balanced Implementation	Parkland Priority
Reclaim, Restore and Conserve Parkland	Good	Good	Good
Protect and Enhance Historic Resources	Fair	Good	Fair
Promote the Health of Cultural Institutions and Other Park Elements	Fair	Good	Fair
Implement Parking Management and Appropriate Parking	Fair	Good	Poor
Implement Shuttle and Transit	Good	Good	Good
Distribute Costs and Benefits Fairly	Fair	Good	Fair



executive  
summary



introduction



principles



recommendations



implementation  
strategies







### Option A: Circulation Priority

Option A is an auto-focused approach that seeks to solve immediate parking and circulation issues before addressing larger park improvements. This option accommodates all future growth internally and assumes no increase in transit ridership.

#### Parking

This option concentrates parking in two large garages, one central and one remote. The central garage, providing 4800 spaces, would occupy the zoo's existing southern surface lot. This location offers parking equally convenient to the zoo entrance and Prado attractions. This structure would be available for all Park users, and would offer parking within a reasonable walking distance to both the Zoo and the Prado.

This plan locates a second, remote-parking garage in Inspiration Point. This structure would offer 3500 spaces, and employees and volunteers would be particularly encouraged to make use of this facility. An enhanced Park circulator would shuttle riders to and from this location.

A 460-space surface parking lot for Zoo staff completes the parking improvements specified by Option A. This lot would be accessed off of Richmond Drive.

This Option provides the greatest overall number of parking spaces, and provides for future user growth with little assumed use of public transportation.

#### Parkland

Option A calls for the restoration of Pan American and Panama plazas, and creates new plaza and garden amenities in the Prado and Palisades. The plan also provides for considerable visual mitigation of auto circulation and parking, and creates a formal park Entry on Park Boulevard.

Plaza de Panama would be redesigned to fit with the spirit and materials of the surrounding historical architecture. Handicapped parking would be retained, with redesigned through-circulation. Pan American Plaza, originally a pleasure garden, would be converted from parking back to green space; this reclamation would unify and strengthen the Palisades core. The existing zoo lot immediately south of the War Memorial Building would be removed and the area converted to open parkland.

Option A also focuses on mitigating vehicular impacts along Park Boulevard. The existing attached sidewalk would be reconstructed as part of a Park Promenade that would feature generous boulevard plantings to separate pedestrians from the flow of traffic. In the same spirit, a vegetative buffer would screen the new Inspiration Point parking structure, and extend to the east side of the Boulevard to creating a formal 'gateway' entry to the Park.



## appendix j: option summaries

### Phasing

#### Short Term

- **Parking**
  - 4800-car parking structure in Zoo/Prado area
  - 3500-car parking structure at Inspiration Point
- **Circulation**
  - New park-wide circulator system concentrating on Prado/Palisades/Zoo area
  - Open north end of Spanish Village for through-pedestrian traffic
- **Land Use**
  - Return existing Zoo surface lot to general park use
  - Park Promenade (buffered pedestrian zone) along Park Boulevard
  - Gateway enhancements

#### Long Term

- **Parking**
  - Construct 460-car employee parking lot off Richmond Drive
- **Circulation**
  - Universally accessible trail system looping each mesa
  - Universally accessible trail system looping entire park
  - Extend Prado axis to east mesa via ped/circulator bridge
  - Create centralized transportation hub on East Mesa
  - Connect Palisades & Marston Point w/ pedestrian bridge
  - Connect Inspiration Point & Golden Hills w/ pedestrian bridge
  - Connect East and Central Mesas across Cabrillo Canyon at key locations
  - Create planted median and bike lane amenities on Pershing Drive
- **Land Use**
  - Reclaim Arizona Landfill; return to general park use
  - Close northern portion of Florida Canyon to vehicles; enhance habitat
  - Remove parking from Pan-American Plaza; restore to historic pleasure garden use
  - Redesign Plaza de Panama: more pedestrian-friendly
  - Convert Alcazar surface parking to parkland
  - Convert Organ pavilion surface parking to parkland
  - Convert edges of Inspiration Point to parkland



executive  
summary



introduction



principles

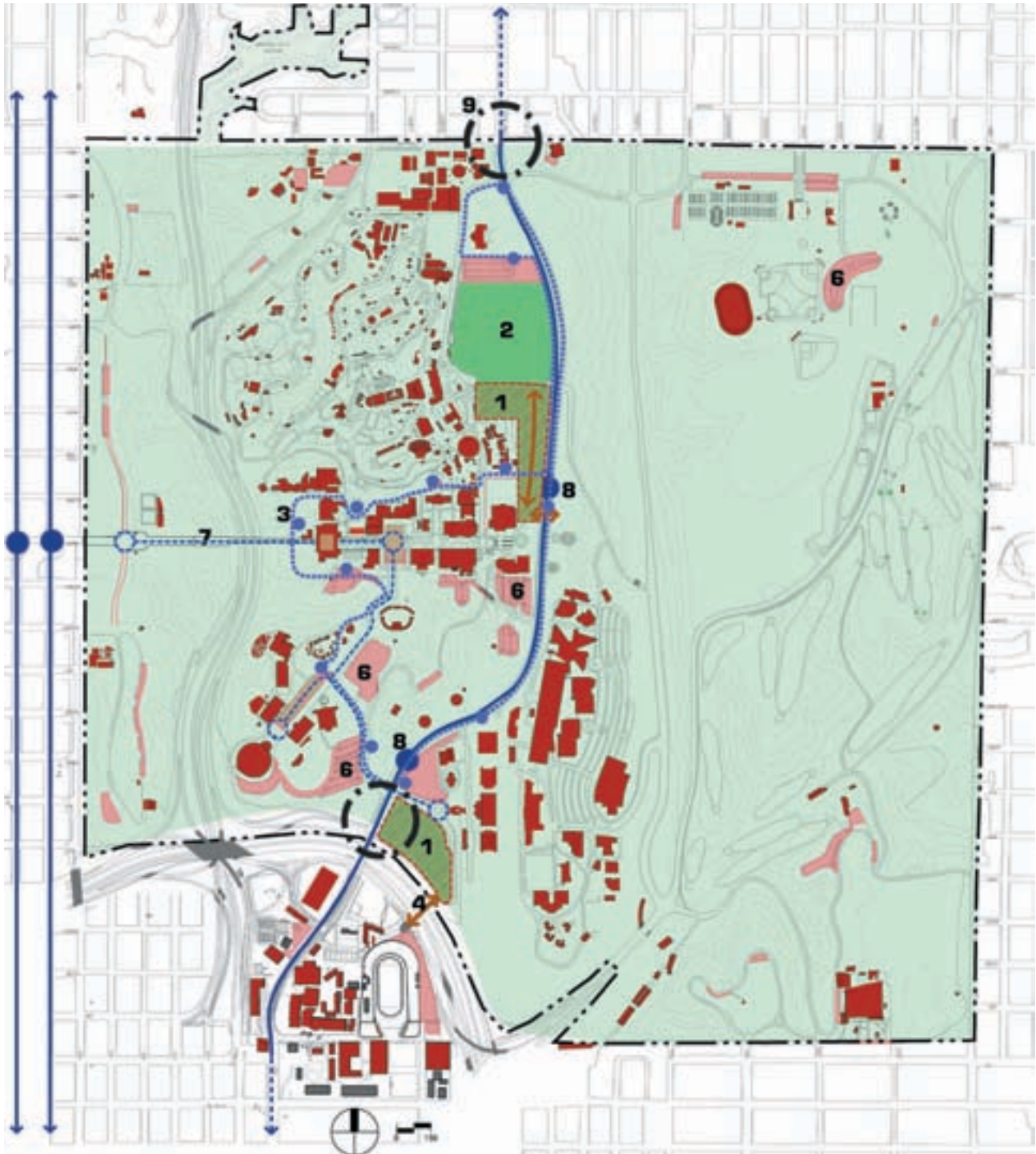


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implementation  
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## Option A: Circulation Priority Plan

- |                           |                            |
|---------------------------|----------------------------|
| 1 Parking Structure       | 6 Existing Parking         |
| 2 Restored Parkland       | 7 People Mover             |
| 3 Shuttle Route/Stop      | 8 BRT Transit/Stop         |
| 4 Pedestrian Connections  | 9 Park Gateways            |
| 5 Pedestrian Path Network | 10 Perimeter Trail Network |



## Option B: Balanced Implementation

Option B is an integrated approach that seeks to improve park integrity and address parking/circulation issues concurrently. This option encourages the use of public transportation, but allows for a limited increase in private vehicular traffic.

### Parking

This option removes parking from the Prado and Palisades cores and redistributes it among a series of small garages on the periphery of these high-activity areas. Parkland reclamation and parking improvements are implemented concurrently.

The Option B central parking structure would contain 3500 spaces above and below ground. A 1500-space remote parking facility in Inspiration Point, serviced by an enhanced park circulator, would provide overflow and employee parking. Smaller structures of approximately 500 spaces would be located adjacent to the Globe Theater (under the Cabrillo Bridge on the site of the current archery range), near the Fleet Science Center (east or west of Park Boulevard not yet determined), and behind the Hall of Champions. An additional, similarly-sized structure off Richmond Drive would provide staff parking for the Zoo.

This option has the smallest overall parking reservoir, assuming and encouraging an increased use of public transportation.

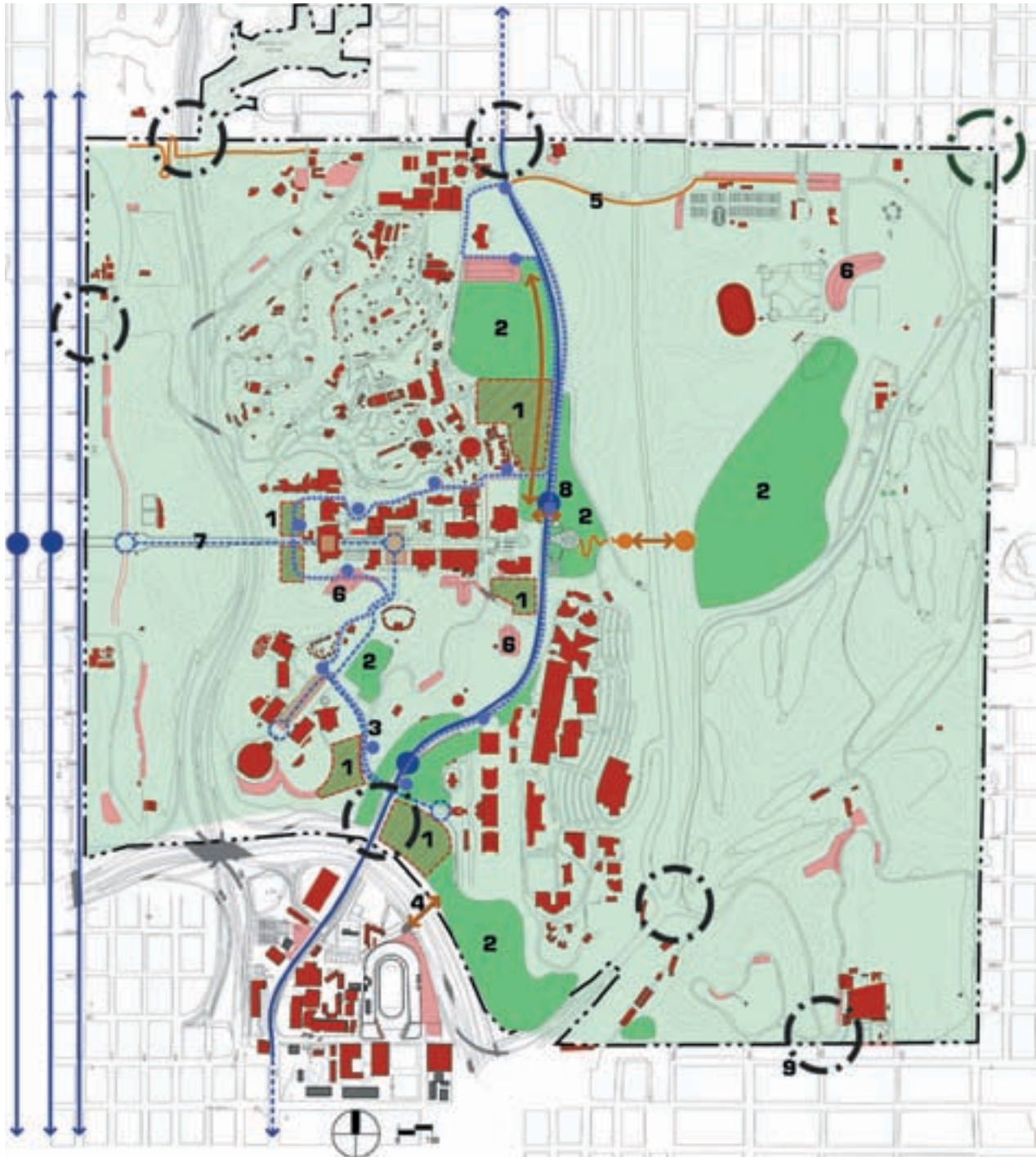
### Parkland

Option B returns the Pan American Plaza, the Organ Pavilion lot, the zoo's surface parking lot south of the War Memorial Building and portions of Inspiration point to cultivated parkland. A landscaped buffer along Park Boulevard provides visual and physical separation between pedestrians and vehicles. Additional landscape enhancements focus on the Moreton Fig lawn and adjacent areas.

The greening of the Prado-Palisades axis would recall the original 'garden fair' emphasis of the Park's first Exhibition, and strengthen the Palisades area by enhancing the pedestrian connection with the Prado. A new Pan American Plaza garden, relocation of the rose garden to the site of the current Organ Pavilion parking lot, the adjacent Japanese Garden and the existing Palm Canyon would form a linear garden tour. This central re-greening puts additional open space in the busiest areas of the park, where it will benefit the highest number of users.

Option B considers another axis of pedestrian movement, along Park Boulevard. Existing attached sidewalk would be reconstructed as part of a Park Promenade that would feature generous boulevard plantings to separate pedestrians from the flow of traffic.





## Option B: Balanced Implementation Plan

- |                           |                            |
|---------------------------|----------------------------|
| 1 Parking Structure       | 6 Existing Parking         |
| 2 Restored Parkland       | 7 People Mover             |
| 3 Shuttle Route/Stop      | 8 BRT Transit/Stop         |
| 4 Pedestrian Connections  | 9 Park Gateways            |
| 5 Pedestrian Path Network | 10 Perimeter Trail Network |





## appendix j: option summaries

### Phasing

#### Short Term

- **Parking**  
3500-car parking structure in Zoo/Prado area
- **Circulation**  
Open north end of Spanish Village for through-pedestrian traffic
- **Land Use**  
Return existing Zoo surface lot to general park use (Zoo exhibits)  
Park Promenade (buffered pedestrian zone) along Park Boulevard  
Gateway enhancements

#### Long Term

- **Parking**  
1500-car parking structure at Inspiration Point  
500-car parking structure adjacent to Globe Theatre, under bridge on archery range  
500-car parking structure near Fleet Science Center, east of west of Park Boulevard.  
500-car parking structure behind Hall of Champions  
Construct 460-car employee parking lot off Richmond Drive
- **Circulation**  
New park-wide circulator system concentrating on Prado/Palisades/Zoo area  
Universally accessible trail system looping each mesa  
Universally accessible trail system looping entire park  
Extend Prado axis to east mesa via ped/circulator bridge  
Create centralized transportation hub on East Mesa  
Connect Palisades & Marston Point w/ pedestrian bridge  
Connect Inspiration Point & Golden Hills w/ pedestrian bridge  
Connect East and Central Mesas across Cabrillo Canyon at key locations  
Create planted median and bike lane amenities on Pershing Drive
- **Land Use**  
Reclaim Arizona Landfill; return to general park use  
Close northern portion of Florida Canyon to vehicles; enhance habitat  
Remove parking from Pan-American Plaza; restore to historic pleasure garden use  
Redesign Plaza de Panama: more pedestrian-friendly  
Convert Alcazar surface parking to parkland  
Convert Organ pavilion surface parking to parkland  
Convert edges of Inspiration Point to parkland



### Option C: Parkland Priority

Option C is an aggressively environmental approach that seeks to improve overall park integrity before addressing parking/circulation issues. This option encourages increased public transportation use as a key component of short and long-term parking and circulation solutions.

#### Parking

This option addresses issues of parkland connectivity and landscape integrity before implementing parking and circulation improvements. Parking improvements concentrate demand in two large garages at the periphery of the Central Mesa.

A central garage, providing 3500 spaces, would occupy the bulk of the zoo's existing surface lot. Land not occupied by the new garage would return to general park use. This structure would be available for all Park users, and would offer parking within a reasonable walking distance to both the Zoo and the Prado. A 460-space surface lot would be built off Richmond Avenue to serve Zoo staff and employees.

A larger, 4500-space structure would be built in Inspiration Point. This garage would serve as the main reservoir for visitors and employees of the Prado and Palisades areas, as well as overflow visitor parking during peak periods. An enhanced Park circulator would shuttle riders to and from this location.

#### Parkland

Option C looks to improve parkland physically, through restoration and reclamation, as well as functionally, by improving connectivity and extending trail and habitat systems.

This option is driven by the basic canyon-and-mesa landscape of the park. Florida Canyon would be enhanced through species management and planting, with an eye to reducing or eliminating vehicular impact in the northern portion of the Canyon. The Palm garden adjacent to the Central Mesa would be similarly revamped, with replanting of declining trees and reconstruction of its trail system. The landfill would be planted and returned to public use, while the golf course would be reconfigured and its canyon opened to public use.

The Prado and Palisades would offer more public spaces, following the relocation of primary parking to the central and remote-access garages. Pan American Plaza and the Plaza de Panama would be redesigned as strong pedestrian-oriented termini to the Prado-Palisades axis.

The pedestrian zone of Park Boulevard would be reconstructed to separate pedestrians and traffic; other vehicular routes in the Park would also receive traffic calming and visual mitigation measures.



## appendix j: option summaries

### Phasing

#### Short Term

- **Parking**  
No short-term parking improvements
- **Circulation**  
Create planted median and bike lane amenities on Pershing Drive  
New park-wide circulator system concentrating on Prado/Palisades/Zoo area  
Extend Prado axis to east mesa via ped/circulator bridge  
Connect Palisades & Marston Point w/ pedestrian bridge  
Connect Inspiration Point & Golden Hills w/ pedestrian bridge  
Connect East and Central Mesas across Cabrillo Canyon at key locations
- **Land Use**  
Reclaim Arizona Landfill; return to general park use  
Close northern portion of Florida Canyon to vehicles; enhance habitat  
Convert edges of Inspiration Point to parkland  
Park Promenade (buffered pedestrian zone) along Park Boulevard  
Gateway enhancements

### Long Term

- **Parking**  
3500-car parking structure in Zoo/Prado area  
4500-car parking structure at Inspiration Point  
Construct 460-car employee parking lot off Richmond Drive
- **Circulation**  
Open north end of Spanish Village for through-pedestrian traffic  
Universally accessible trail system looping each mesa  
Universally accessible trail system looping entire park  
Create centralized transportation hub on East Mesa
- **Land Use**  
Return existing Zoo surface lot to general park use  
Remove parking from Pan-American Plaza; restore to historic pleasure garden use  
Redesign Plaza de Panama: more pedestrian-friendly  
Convert Alcazar surface parking to parkland  
Convert Organ pavilion surface parking to parkland



executive  
summary



introduction



principles

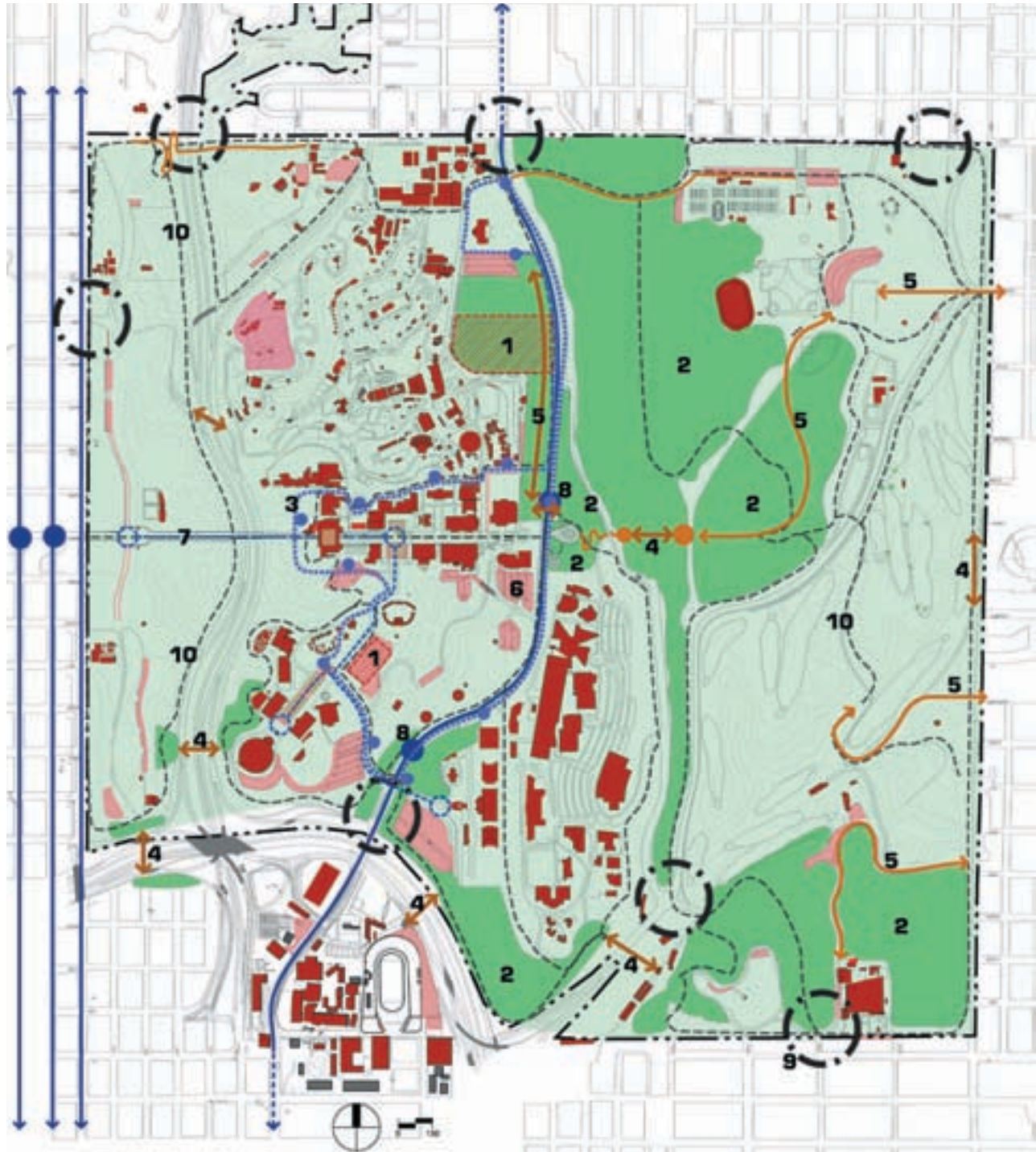


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### Option C: Parkland Priority Plan

- |                           |                            |
|---------------------------|----------------------------|
| 1 Parking Structure       | 6 Existing Parking         |
| 2 Restored Parkland       | 7 People Mover             |
| 3 Shuttle Route/Stop      | 8 BRT Transit/Stop         |
| 4 Pedestrian Connections  | 9 Park Gateways            |
| 5 Pedestrian Path Network | 10 Perimeter Trail Network |



## appendix k: relation of this study to the general plan strategic framework

### Alignment with Existing Policy

The discovery process performed by the Jones and Jones/ Civitas Team covered a wide array of existing Balboa Park Planning and Regulatory Documents, historical resources, local and regional transportation plans, environmental plans, and the San Diego General Plan Strategic Framework Element.

The recommendations developed in the *Balboa Park: Land Use, Circulation and Parking Study* respond to the needs of the Park as articulated by hundreds of discussions with City officials, Park stakeholders, neighborhood and community groups, and the public.

This appendix is a brief assessment of how the “City of Villages” strategy in the City of San Diego’s General Plan Strategic Framework Element and the *Balboa Park: Land Use, Circulation and Parking Study* are in accord with one another’s goals and objectives.

The “City of Villages” concept was drafted as part of the Strategic Framework Element of the City of San Diego’s General Plan. The goals of this strategy call for *growth to occur in compact mixed-use centers* linked by transit. It encourages *high quality, infill development* in existing neighborhoods as well as *compact new development* to meet future needs. *Villages are intended to be unique to the community*, to be *pedestrian friendly*, and to have *public spaces suitable for neighborhoods or civic gatherings*.

### San Diego General Plan Strategic Framework Element

The Plan’s goals include nine (9) elements:

1. Protect San Diego’s distinctive urban form.
2. Protect and enhance neighborhood quality.
3. Provide public facilities and services.
4. Promote conservation and protect the environment.
5. Increase mobility and walkable communities.
6. Increase housing affordability.
7. Promote economic prosperity and regionalism.
8. Promote equitable development.
9. Facilitate City of Village development.

The “City of Villages” development plan includes several objectives, including:

1. Promote transit oriented development.
2. Be proactive with planning.
3. Involve the community in planning and decision-making.

### Balboa Park: Land Use, Circulation and Parking Study

The Jones & Jones/Civitas Team reviewed the General Plans’ specific elements with the needs of the Park in mind. The *Balboa Park: Land Use, Circulation and Parking Study* is organized around six core principals listed below and followed by the General Plan, “City of Villages,” and Strategic Framework Action Plan elements for tangible comparison:

Balboa Park: Land Use, Circulation and Parking Study:

1. Reclaim, Restore, and Conserve Parkland
2. Promote Health of Cultural Institutions and other Park Elements
3. Implement Parking Management and Provide Appropriate Parking
4. Implement Transit & Shuttle
5. Preserve Historic Character of Park and Park Structures
6. Distribute Costs and Benefits Equitably

General Plan, “City of Villages,” and Strategic Framework Action Plan:

1. The Conservation Element
2. Economic Prosperity Element
3. Land Use Element
4. Mobility Element
5. Recreation Element
6. Urban Design Element



# appendix k: relation of this study to the general plan strategic framework



## Comparing Plan Elements

The framework principals of both of these documents are compatible with one another in both content and intent. In many respects Balboa Park is a microcosm of the San Diego region encompassing all of the complexities, contradictions, and challenges reflected in a major metropolitan area. A review of the *Balboa Park: Land Use, Circulation and Parking Study* confirms how the Study recommendations embody the spirit of the Strategic Framework Action Plan (SFAP) goals.

- The SFAP encourages high quality, infill development to promote and strengthen a system of unique Village-like communities. The Balboa Park Study builds on this concept of identity by focusing on the Park's activity cores (The Prado, the Palisades, the Zoo and Inspiration Point) as distinct building blocks.
- The SFAP promotes pedestrian environments and the use of transit. These elements are the foundation of the current Study's recommendations. The Study recommends use of an in-Park shuttle to link visitors to Park destinations and regional transit is identified as a first step to improving access and circulation in Balboa Park. A capacity-cap on parking on the Central Mesa and Inspiration Point pairs with relocation of existing surface parking to new parking garages to further promote the pedestrian environment.
- The SFAP identifies reclamation, preservation and strengthening of civic gathering places as a The Study recommends concrete steps towards attaining this goal, starting with the reclaiming of Pan American Plaza & Plaza de Panama.

## City of Sand Diego General Plan: Strategic Framework Action Plan

### Table of Contents

The Complete table of contents of the *City of San Diego General Plan: Strategic Framework Action Plan* (here noted as SFE) is included for further comparison with the *Balboa Park: Land Use, Circulation & Parking Study* (here noted as LU CPS). The complete text of both of these documents is also available on the City of San Diego Web Site.

### A. Urban Design Goals:

1. General Plan SFE:
  - a. Urban form and natural environment
  - b. Encourage urban infill
  - c. Promote mixed use villages
  - d. Improve street design
  - e. Promote/strengthen arts and cultural institutions
  - f. Preserve historic resources
2. Balboa Park LUCPS Recommendations:
  - a. Reclaim, restore and conserve parkland
  - b. Strengthen activity cores
  - c. Promote health of cultural institutions and other Park elements
- d. Reclaim the plazas for the people—Pedestrian Plazas
- e. Reclaim damaged and fragmented landscapes
- f. Strengthen activity core uses to improve uses and extend accessibility
- g. Prevent future extractions—Park Preservation
- h. Historic preservation
- i. Improve cultural, educational, and environmental quality
- j. Improve Park circulation and access:
  - Pedestrian mobility; strengthen network
  - Access to Park from transit
  - Signage and wayfinding
  - Permeability of Park edges—neighborhood access to reduce dependence on motor vehicles to access the Park
  - Increase connectivity between cores and Mesas
- k. Improve road quality to reflect “Park-like” experience
- l. Create signature gateways





## appendix k: relation of this study to the general plan strategic framework

### B. Public Involvement Goals:

1. General Plan SFE:
  - a. Educate public about planning principals
  - b. Reach out to diverse constituents
  - c. Engage people in dialogue
2. Balboa Park LUCPS employed:
  - a. Public Forums (4 total)
  - b. Stakeholder Workshops
  - c. Community Workshops/Interviews
  - d. Committee Work Sessions
  - e. Public Surveys
  - f. Web Page/Public TV
  - g. White Papers
  - h. Monthly Update Meetings

### C. Community Economic Development Strategy

1. General Plan SFE:
  - a. Goals in Five (5) Issue Areas:
    - 1) Regional Economic Prosperity
    - 2) Increase Economic Opportunity
    - 3) Implement Smart Growth
    - 4) Energy Independence
    - 5) Revenue Enhancement
  - b. Objectives of the City:
    - 1) Quality of Life as an economic development issue.
    - 2) City of Villages—smart growth policies.
2. Balboa Park LUCPS Recommendations:
  - a. Distribute costs and benefits fairly
  - b. Support connections to regional transportation
  - c. Implement parking management:
    - 1) Relocate employee parking to I.P. and F.B. lot
    - 2) Discourage non-park usage of lots
    - 3) Parking
    - 4) Implement parking signage to improve access and efficiency
    - 5) Implement flexible shuttle system to use existing parking lots more effectively
    - 6) Supplement internal circulation with small capacity, on demand vehicles
    - 7) Replace large surface lots with compact structures located at Park entry points
    - 8) Establish a parking cap for Central Mesa and Inspiration Point

### D. Recreation Element:

1. General Plan SFE:
  - a. Existing policies include:
    - 1) Provide a range of opportunities for active and passive recreation.
    - 2) Enhance the urban scene by development of an extensive and varied system of open spaces and recreation facilities.
  - b. Make fullest use of multi-purpose planning to expand recreation opportunities:
    - 1) Maximize use of school facilities for recreation and recreation facilities for school use.
    - 2) Variety of recreational activities within a given site.
    - 3) Passive recreation combined with cultural resource preservation.
    - 4) Appropriate recreational use of open space lands and wildlife conservation areas and water resources.
    - 5) Address community needs in community plans.
    - 6) Retain all parklands for recreation purposes only. Repossess lands for recreation when opportunities arise.
    - 7) Design parks to preserve and enhance the topographic and other natural site characteristics.
    - 8) Utilize planting materials native to California.
    - 9) Need park facilities in older urbanized areas of the City—should receive higher priority in allocation of available funds.
    - 10) Coordinate with private recreational facilities and supplement the public recreational system (share improvement costs equitably).
    - 11) Expand open spaces to meet growing city population

## appendix k: relation of this study to the general plan strategic framework



2. Balboa Park LUCPS Recommendations:
  - a. Preserve and enhance the existing recreational (passive/active) opportunities within Balboa Park.
  - b. Improve the accessibility to the recreational amenities by building connections and trails between Mesas.
  - c. Implement parking management.
  - d. Implement shuttle system.
  - e. Preserve park land for passive recreation uses
  - f. Concentrate active recreation uses on the East Mesa – Morley Field areas.

After reviewing these chapters in detail it is the conclusion of the Jones & Jones/Civitas team that the *Balboa Park: Land Use, Circulation & Parking Study* is consistent with the spirit, goals and objectives of the City of San Diego General Plan Strategic Framework Action Plan. That further detail assessment is not necessary at this time.

### E. Relevant Strategic Framework Policies

1. Strategic Framework Element:
  - a. Neighborhood Quality:
    - 1) Celebrate public spaces
    - 2) Develop partnerships with neighborhoods in the site selection, planning, design and building of public facilities
  - b. Provide accessible and integrated parks
  - c. Promote facilities and services
2. Balboa Park LUCPS Recommendations:
  - a. Parks and public spaces accessible by foot, transit, bicycle and car as areas for neighborhoods, community and regional interaction and convenient recreation.
  - b. The availability of public facilities, infrastructure transit, infrastructure information, and services essential to neighborhood quality, and as necessary companions to density increase.
  - c. Implement parking management.
  - d. Implement shuttle.





## appendix I: cultural and educational resources--institutions & organizations

	ENTITY	PARK AREA
1	Arts and Crafts Council	Central Mesa: Palisades
2	Balboa Art Conservation Center	Central Mesa: El Prado
3	Balboa Club	West Mesa
4	Balboa Horseshoe Club	West Mesa
5	Balboa Park Carousel	Central Mesa: Zoo Area
6	Balboa Park Disc Golf Course	East Mesa
7	Balboa Park/Morley Field Recreation Council	East Mesa
8	Balboa Tennis Club	East Mesa
9	Blind Recreation Center	East Mesa
10	Button Ears Club (WMB)	Central Mesa: Zoo Area
11	California Carvers Guild	Central Mesa: Palisades
12	Californians for Disability Rights (WMB)	Central Mesa: Zoo Area
13	Casa de Balboa Tenants	Central Mesa: El Prado
14	Centro Cultural de la Raza	Central Mesa: Palisades
15	Club de Petanque	East Mesa
16	Committee of 100	Central Mesa: El Prado
17	Community Christmas Center, Inc.	Central Mesa: El Prado
18	Council People First	Central Mesa: Zoo Area
19	Deaf Senior Citizens	Inspiration Point
20	Disabled Services Advisory Council, Inc.	Central Mesa: Zoo Area
21	Emotional Health Anonymous	Central Mesa: Zoo Area
22	Gadabout Club of San Diego	
23	Girl Scouts, San Diego / Imperial	Central Mesa: Zoo Area
24	Hall of Champions, Inc.	Central Mesa: Palisades
25	Heritage Band Society	Central Mesa: Palisades
26	Historic Tour / Old Town Trolley	Central and West Mesas
27	Hospitality, Inc.	Central Mesa: El Prado
28	House of Pacific Relations, Inc.	Central Mesa: Palisades
29	Indian Human Resource	Inspiration Point
30	International Dance Association	Central Mesa: El Prado
31	Japanese Friendship Garden	Central Mesa: El Prado
32	Marie Hitchcock Puppet Theater Performers Team	Central Mesa: Palisades
33	Mingei Folk Art Museum	Central Mesa: El Prado
34	Miniature Railroad (San Diego Zoo)	Central Mesa: Zoo Area
35	Museum of Art	Central Mesa: El Prado
36	Museum of Man	Central Mesa: El Prado
37	Museum of Photographic Arts	Central Mesa: El Prado
38	Old Globe Theater	Central Mesa: El Prado
39	Old Globe Theater	Central Mesa: El Prado
40	Paralyzed Veterans Association (PVA) Sports Program	Central Mesa: Zoo Area
41	Patrick Sandieson Club	East Mesa
42	Prado Restaurant	Central Mesa: El Prado
43	Redwood Bridge Club	West Mesa
44	Reuben H. Fleet Science Center	Central Mesa: El Prado
45	San Diego Aerospace Museum	Central Mesa: Palisades

# appendix i: cultural and educational resources--institutions & organizations



	ENTITY	PARK AREA
46	San Diego Archers Club	Central Mesa: El Prado
47	San Diego Art Institute	Central Mesa: El Prado
48	San Diego Automotive Museum	Central Mesa: Palisades
49	San Diego Badminton Association	Inspiration Point
50	San Diego Botanical Garden Foundation	Central Mesa: El Prado
51	San Diego Boy Scouts (Desert Pacific Council)	Central Mesa: Zoo Area
52	San Diego Bushwackers Quad Rugby	Central Mesa: Zoo Area
53	San Diego Civic Dance Association	Central Mesa: El Prado
54	San Diego Civic Light Opera "Starlight"	Central Mesa: Palisades
55	San Diego Civic Youth Ballet	Central Mesa: El Prado
56	San Diego Community College / Morley Field (Baseball Field)	East Mesa
57	San Diego Convention and Visitors Bureau	N/A
58	San Diego County Camp Fire (Council)	West Mesa
59	San Diego County HIV Consumer Council	N/A
60	San Diego Express Wheelchair Basketball Team	Central Mesa: Zoo Area
61	San Diego Floral Association	Central Mesa: El Prado
62	San Diego Fly Fisherman	East Mesa
63	San Diego Hang Gliding and Paragliding Association	Balboa Park, Various Facilities
64	San Diego Historical Society	Central Mesa: El Prado
65	San Diego Junior Theater	Central Mesa: El Prado
66	San Diego Lawn Bowling	West Mesa
67	San Diego Men's Chorus	Central Mesa: El Prado
68	San Diego Mineral and Gem	Central Mesa: El Prado
69	San Diego Model Railroad Museum	Central Mesa: El Prado
70	San Diego Society of Natural History	Central Mesa: El Prado
71	San Diego Table Tennis Association	Inspiration Point
72	San Diego Tennis Council	East Mesa
73	San Diego Trailsetter Travel Club	Central Mesa: El Prado
74	San Diego Unified School Auditorium	Adjacent to Roosevelt Junior High
75	San Diego Unified School District (Balboa Stadium)	High School Stadium
76	San Diego Velodrome	West Mesa
77	San Diego Veterans Administration Medical Center (SDVAMC) Sports Program	Central Mesa: Zoo Area
78	San Diego Volleytennis Association	
79	San Diego Youth Symphony	Central Mesa: El Prado
80	San Diego Zoo	Central Mesa: Zoo Area
81	Schizophrenics in Transition	Central Mesa: Zoo Area
82	Sharp Rehabilitation Sports Program	Central Mesa: Zoo Area
83	Southern California Association of Camera Clubs	Central Mesa: El Prado
84	Southern California Recreation Association for the Deaf	Central Mesa: Zoo Area
85	Space and Science Foundation	Central Mesa: El Prado
86	Spanish Village Art Association	Central Mesa: El Prado
87	Special Olympics	Central Mesa: Zoo Area
88	Spreckels Organ Society (S.O.S.)	Central Mesa: Palisades
89	Square Dance Association	Balboa Park, Various Facilities
90	Sun Harbor Chorus	Central Mesa: El Prado







## appendix I: cultural and educational resources--institutions & organizations

	ENTITY	PARK AREA
91	Sweet Adelines	Central Mesa: El Prado
92	Timken Art Gallery	Central Mesa: El Prado
93	Twilight in the Park Summer Concert Committee	Central Mesa: Palisades
94	United Cerebral Palsy Association of San Diego	Central Mesa: Zoo Area
95	United Nations Association	Central Mesa: Palisades
96	Veterans Memorial Center, Inc.	Inspiration Point
97	World Beat Productions, Inc.	Central Mesa: Palisades
98	Yokahama Sister Society	Central Mesa: El Prado
99	Young Audiences	Central Mesa: El Prado
100	Zoological Society of San Diego	Central Mesa: Zoo Area

# appendix l: cultural and educational resources--institutions & organizations



	Jan-99	Feb-99	Mar-99	Apr-99	May-99	Jun-99	Jul-99	Aug-99	Sep-99	Oct-99	Nov-99	Dec-99	Total 99
Aerospace Museum	11,647	19,445	16,620	15,379	14,647	16,328	23,173	21,399	14,221	12,871	12,029	19,668	197,427
Automotive Museum	5,910	9,322	7,831	8,038	6,990	9,144	10,271	8,981	6,694	6,067	6,167	14,968	100,383
Centro Cult. de la Raza	700	1,575	23,040	850	1,070	1,894	910	1,265	1,207	1,191	957	605	35,264
Hall of Champions			Remodeling/ Moving					6,400	7,635	5,165	2,668	2,253	31,267
House of Hospitality	22,472	23,931	30,040	24,344	28,396	25,527	34,226	41,151	27,868	27,487	25,412	26,446	337,300
Japanese Garden				Remodeling					3,151	4,143	2,583	1,494	11,371
Marston House					282	251	270	295	255	316	331	1,435	3,435
Mingei Museum	7,551	12,301	8,319	5,595	6,728	7,531	9,257	9,493	7,135	7,725	6,635	16,458	104,728
Museum of Art	26,560	29,148	25,300	30,273	23,602	32,942	32,192	34,882	24,042	47,673	43,229	62,289	412,132
Museum of Man	14,168	23,641	17,540	14,979	14,601	26,552	18,436	14,015	5,158	7,815	7,539	29,335	193,779
Photographic Arts	3,850						Remodeling						3,850
Natural History	12,804	17,477	16,396	21,322	18,075	19,588	22,489	24,843	13,320	7,549	7,877	26,129	207,869
Old Globe Theatre	2,451	12,620	15,559	19,048	10,157	19,972	20,713	26,754	20,198	22,390	14,531	28,827	213,220
Fleet Space Theatre	48,056	52,064	55,733	51,198	49,789	42,669	56,475	52,865	27,644	29,475	27,044	24,475	517,487
Historical Society	6,973	3,620	2,579	2,653	2,130	2,344	2,999		8,027	2,842	2,431	18,689	55,287
Model Railroad	9,594	9,822	8,863	10,248	8,787	9,435	12,967	13,632	7,323	7,502	8,976	17,172	124,321
Serra Museum					1,970	1,880	1,951	1,237	211		603	1,131	8,983
Timken Art Gallery	8,116	8,339	8,911	8,545	10,104	8,502	9,864	9,927		10,037	8,266	11,679	102,290
Veterans Center													
Villa Montezuma					142	176	185	188	204	1,201	530	1,500	4,126
World Beat Center													
<b>Totals:</b>	<b>180,853</b>	<b>223,305</b>	<b>236,731</b>	<b>212,472</b>	<b>197,470</b>	<b>224,735</b>	<b>262,778</b>	<b>268,562</b>	<b>171,823</b>	<b>198,952</b>	<b>177,393</b>	<b>309,446</b>	<b>2,664,520</b>
Institution Provided Growth Expectations													
Source: Balboa Park Cultural Partnership; TDA Inc.													

	Jan-00	Feb-00	Mar-00	Apr-00	May-00	Jun-00	Jul-00	Aug-00	Sep-00	Oct-00	Nov-00	Dec-00	Total 00
Aerospace Museum	13,542	12,894	15,540	14,213	12,259	16,854	2,168	15,545	10,746	11,146	9,533	11,254	145,694
Automotive Museum	8,106	8,552	9,422	8,209	5,116	9,144	10,744	9,118	5,911	6,078	5,683	15,283	101,366
Centro Cult. de la Raza	1,130	816	1,615	1,750	821	1,492	850	1,465	1,036	1,092	1,646	1,045	14,758
Hall of Champions	3,334	2,667	2,816	2,567	1,885	2,011	4,707	3,448	1,922	2,158	2,723	2,039	32,277
House of Hospitality	23,192	28,636	36,523	33,834	30,921	48,707	50,072	60,230	39,395	38,805	37,569	36,367	464,251
Japanese Garden	3,384	3,557	4,832	4,549	4,773	4,850	4,443	424	3,135	3,651	2,551	2,994	43,143
Marston House	309	277	418	322	270	298	374	332	276	490	298	1,061	4,725
Mingei Museum	8,034	6,824	9,624	6,612	6,724	7,289	6,426	615	7,025	6,461	6,584	16,706	88,924
Museum of Art	35,148	24,824	24,764	22,828	31,479	19,719	1,961	36,656	26,535	20,373	86,403	130,287	460,977
Museum of Man	11,739	9,690	11,174	10,308	9,497	20,550	25,733	25,179	18,660	18,384	17,460	37,605	215,979
Photographic Arts		Remodeling		10,561	5,007	5,863	5,690	6,921	7,227	7,200	5,241	5,181	64,384
Natural History	12,520	12,110	45,805	45,805	36,323	34,290	43,280	35,659	17,417	8,453	11,767	11,398	314,827
Old Globe Theatre	1,208	18,143	15,525	25,003	6,988	28,210	26,700	21,170	19,055	20,372	15,442	28,177	225,993
Fleet Space Theatre	28,353	31,437	51,824	53,824	42,362	47,682	57,791	53,388	28,800	31,572	30,778	31,202	489,013
Historical Society	4,146	3,977	1,117	2,873	2,639	3,185	4,060	4,299	2,860	1,933	2,176	12,395	45,660
Model Railroad	8,970	7,821	9,240	9,677	7,614	9,220	11,433	12,096	9,825	6,860	8,541	8,376	109,673
Serra Museum	1,113	1,359	1,668	1,147	1,315	1,399	1,924	1,173	563	736	706	810	13,913
Timken Art Gallery	9,928	10,236	11,417	10,256	8,746	9,225	10,642	10,702		8,246	12,818	17,907	120,123
Veterans Center	1,210	2,010	2,800	2,900	3,850	3,960	3,950	4,010	3,900	3,980	4,020	4,020	40,610
Villa Montezuma	476	923	1,300	905	825	913	1,274	1,197	952	2,021	539	966	12,291
World Beat Center	1,023	900	3,500	1,200		1,500	2,100	1,000	8,000	1,500	1,500	1,500	23,723
<b>Totals:</b>	<b>176,865</b>	<b>187,653</b>	<b>271,485</b>	<b>263,789</b>	<b>220,270</b>	<b>276,188</b>	<b>277,553</b>	<b>304,933</b>	<b>213,213</b>	<b>199,552</b>	<b>263,918</b>	<b>376,885</b>	<b>3,032,304</b>
Institution Provided Growth Expectations													
Source: Balboa Park Cultural Partnership; TDA Inc.													



## appendix I: cultural and educational resources--institutions & organizations

	Jan-01	Feb-01	Mar-01	Apr-01	May-01	Jun-01	Jul-01	Aug-01	Sep-01	Oct-01	Nov-01	Dec-01	Total 01
Aerospace Museum	9,642	12,526	12,138	13,602	11,212	13,672	18,700	17,264	8,162	9,187	9,002	9,442	144,549
Automotive Museum	6,639	9,224	7,411	7,159	6,039	8,012	10,258	9,845	5,579	5,367	5,175	11,890	92,598
Centro Cult. de la Raza	732	101	618	2,763	475				Remodeling				4689
Hall of Champions	2,091	3,390	3,549	3,429	3,733	3,890	3,442	4,134	1,580	2,903	2,150		34,291
House of Hospitality	36,142	37,420	35,650	36,843	39,849	36,083	51,136	52,295	12,565	8,904	27,370	30,866	405,123
Japanese Garden	2,785	2,412	3,434	5,067	4,258	5,029	5,676	5,966	3,948	5,163	5,303	3,772	52,813
Marston House	254	377	320	299	488	361	301	263	266	220	355	589	4093
Mingei Museum	7,325	7,201	7,283	6,577	8,501	9,529	7,837	14,036	8,014	8,572	9,547	31,983	126,405
Museum of Art	22,767	39,770	40,134	33,967	31,419	27,495	34,273	42,056	19,496	21,185	20,644	26,206	359,412
Museum of Man	13,393	14,795	18,550	16,642	15,417	24,835	21,627	19,465	11,957	29,997	13,409	34,090	234,177
Photographic Arts	6,495	5,682	48,151	6,368	5,244	5,108	5,108	7,762	3,921	6,526	5,638	17,906	123,909
Natural History		Remodeling		25,821	15,021	17,275	22,807	21,804	8,486	14,032	15,611	30,366	171,223
Old Globe Theatre		14,286	17,781	21,285	10,350	21,510	18,647	27,330	18,043	20,250	14,905	33,537	217,924
Fleet Space Theatre	34,941	36,222	44,378	53,015	41,929	40,498	54,572	47,744	23,204	23,084	27,838	27,762	455,187
Historical Society	2,446	2,546	2,523	3,136	1,810	1,533	3,213	3,015	658	2,285	2,012	1,001	26,178
Model Railroad	9,229	7,512	10,572	5,443	6,237	6,010	8,405	9,089	5,673	5,285	5,570	8,448	87,473
Serra Museum	1,300	1,770	2,246	1,998	1,615	1,877	1,942	1,522	1,033	1,512	1,571	1,668	20,054
Timken Art Gallery	10,051	10,338	11,357	10,556	11,114	10,926	13,847	12,904	Remodeling			12,351	103,444
Veterans Center	2,850	4,200	4,080	4,200	4,050	3,970	4,050	35,000	4,530	4,100	4,700	2,500	78,230
Villa Montezuma	471	970	1,062	824	920	826	1,325	1,801	927	2,208	1,061	1,038	13,433
World Beat Center	2,500	2,000	1,500	2,500	2,000	2,500	1,600	1,500	1,600	1,800	4,000	1,200	24,700
<b>Totals:</b>	<b>172,053</b>	<b>212,742</b>	<b>229,401</b>	<b>261,494</b>	<b>221,681</b>	<b>240,939</b>	<b>288,766</b>	<b>334,795</b>	<b>139,642</b>	<b>172,580</b>	<b>175,861</b>	<b>286,615</b>	<b>2,736,569</b>
Institution Provided Growth Expectations													
Source: Balboa Park Cultural Partnership, TDA Inc.													

	Jan-02	Feb-02	Mar-02	Apr-02	May-02	Jun-02	Jul-02	Aug-02	Sep-02	Oct-02	Nov-02	Dec-02	Total 02
Aerospace Museum	9,757	11,223	15,398	12,423	10,860	15,356	15,976	18,916	10,259	10,135	10,724	8,811	149,838
Automotive Museum	5,988	7,289	9,412	7,577	6,413	8,428	10,862	8,807	5,818	5,722	7,014	12,494	95,824
Centro Cult. de la Raza	742	412	527	6,190	1,600	1,184	854	1,045	1,774	1,800	3,085	3,488	22,701
Hall of Champions	2,732	2,516	4,617	3,737	2,472	4,328	6,826	7,265	2,997	2,236	2,854	7,632	50,212
House of Hospitality	26,216	32,746	42,966	38,073	35,392	48,445	56,065	58,634	38,365	35,897	33,393	37,070	483,262
Japanese Garden	4,255	4,884	6,257	4,428	5,022	5,835	7,079	6,756	4,280	40,961	3,468	2,984	96,209
Marston House	270	298	337	300	467	323	337	307	263	289	339	972	4502
Mingei Museum	6,214	7,052	6,651	5,534	6,344	5,721	6,521	9,030	7,700	8,041	7,999	14,598	91,405
Museum of Art	13,097	16,438	27,230	23,873	32,066	17,956	43,778	56,175	30,787	17,484	24,407	32,186	335,477
Museum of Man	12,681	16,695	20,830	15,635	15,919	23,956	21,477	21,873	16,267	17,825	5,511	33,192	221,861
Photographic Arts	5,881	5,679	6,962	5,942	7,030	7,272	9,398	9,869	30,416	2,858	3,057	2,462	96,826
Natural History	8,842	20,147	28,289	31,125	2,800	19,691	3,400	31,923	12,274	14,393	14,009	27,842	214,735
Old Globe Theatre	4,183	18,483	14,177	22,147	6,128	21,128	21,975	24,463	18,870	28,796	13,608	24,161	218,119
Fleet Space Theatre	34,511	32,017	48,219	41,948	40,378	40,737	45,724	48,881	31,861	31,599	37,214	31,360	464,449
Historical Society	5,983	7,825	9,419	7,521	2,800	2,153	3,686	4,731	2,653	2,621	3,207	9,566	62,165
Model Railroad	7,403	7,563	8,681	7,508	6,489	7,870	8,730	9,772	5,506	5,819	5,511	14,953	95,805
Serra Museum	1,614	1,458	1,616	1,612	1,780	1,947	1,612	1,333	1,281	1,843	1,319	1,058	18,473
Timken Art Gallery	11,274	11,262	14,832	9,950	11,010	10,683	12,916	5,162	Remodeling				87,089
Veterans Center	2,800	2,900	3,200	3,400	4,500	3,800	3,400	3,200	3,300	3,200	3,600	2,200	39,500
Villa Montezuma	944	1,047	1,261	1,073	456	1,604	1,656	1,907	1,148	2,832	1,373	943	16,244
World Beat Center	1,800	1,475	12,050	1,140	2,000	1,500	1,250	1,820	800	1,510	2,000	2,034	29,379
<b>Totals:</b>	<b>167,178</b>	<b>209,409</b>	<b>282,931</b>	<b>251,136</b>	<b>201,926</b>	<b>249,917</b>	<b>283,522</b>	<b>331,869</b>	<b>226,619</b>	<b>235,861</b>	<b>183,692</b>	<b>270,006</b>	<b>2,894,066</b>
Institution Provided Growth Expectations													
Source: Balboa Park Cultural Partnership, TDA Inc.													

# appendix I: cultural and educational resources--institutions & organizations



	Jan-03	Feb-03	Mar-03	Total 03	Institutions' Projected Annual Growth Rate
Aerospace Museum	9,795	12,630	11,232	33,657	3.80%
Automotive Museum	5,887	6,896	9,156	21,939	1%
Centro Cult. de la Raza	1,120	701	2,665	4,486	11.20%
Hall of Champions	2,295	2,462	12,982	17,739	12.20%
House of Hospitality	28,226	28,279	48,559	105,064	3%
Japanese Garden	1,684	5,806	6,581	14,071	10.00%
Marston House	272	305	420	997	2%
Mingei Museum	5,654	9,369	11,972	26,995	3%
Museum of Art	21,526	22,115	20,948	64,589	5%
Museum of Man	13,180	15,394	16,796	45,370	5%
Photographic Arts	2,695	3,954	3,402	10,051	4.10%
Natural History	14,573	20,428	21,118	56,119	13.60%
Old Globe Theatre	2,397	18,174	12,419	32,990	8.40%
Fleet Space Theatre	31,716	40,142	51,004	122,862	3%
Historical Society	2,641	1,155	2,591	6,387	1%
Model Railroad	6,120	6,629	7,091	19,840	2%
Serra Museum	753	1,278	1,829	3,860	2%
Timken Art Gallery	8,797	10,514	10,382	29,693	5%
Veterans Center	2,700	2,600	3,200	8,500	2%
Villa Montezuma	847	1,599	1,832	4,278	2%
World Beat Center	3,200	4,000	1,150	8,350	5%
<b>Totals:</b>	<b>166,078</b>	<b>214,430</b>	<b>257,329</b>	<b>637,837</b>	
Institution Provided Growth Expectations					Assumed Value

Source: Balboa Park Cultural Partnership; TDA Inc.

	Projected Attendance '03	Projected Attendance '04	Projected Attendance '05	Projected Attendance '06	Projected Attendance '07	Projected Attendance '08	Projected Attendance '09	Projected Attendance '10
Aerospace Museum	155,532	161,442	167,577	173,945	180,555	187,416	194,538	201,930
Automotive Museum	96,782	97,750	98,728	99,715	100,712	101,719	102,736	103,764
Centro Cult. de la Raza	25,244	28,071	31,215	34,711	38,598	42,921	47,729	53,074
Hall of Champions	56,338	63,211	70,923	79,575	89,284	100,176	112,398	126,110
House of Hospitality	497,760	512,693	528,073	543,916	560,233	577,040	594,351	612,182
Japanese Garden	105,830	116,413	128,054	140,860	154,946	170,440	187,484	206,233
Marston House	4,592	4,684	4,778	4,873	4,971	5,070	5,171	5,275
Mingei Museum	94,147	96,972	99,881	102,877	105,963	109,142	112,417	115,789
Museum of Art	352,251	369,863	388,357	407,774	428,163	449,571	472,050	495,652
Museum of Man	232,954	244,602	256,832	269,673	283,157	297,315	312,181	327,790
Photographic Arts	100,796	104,928	109,231	113,709	118,371	123,224	128,276	133,536
Natural History	243,939	277,115	314,802	357,615	406,251	461,501	524,265	595,565
Old Globe Theatre	236,441	256,302	277,831	301,169	326,467	353,891	383,618	415,841
Fleet Space Theatre	478,382	492,734	507,516	522,741	538,424	554,576	571,214	588,350
Historical Society	62,787	63,415	64,049	64,689	65,336	65,989	66,649	67,316
Model Railroad	97,721	99,676	101,669	103,702	105,776	107,892	110,050	112,251
Serra Museum	18,842	19,219	19,604	19,996	20,396	20,804	21,220	21,644
Timken Art Gallery	91,443	96,016	100,816	105,857	111,150	116,708	122,543	128,670
Veterans Center	40,290	41,096	41,918	42,756	43,611	44,483	45,373	46,281
Villa Montezuma	16,569	16,900	17,238	17,583	17,935	18,293	18,659	19,032
World Beat Center	30,848	32,390	34,010	35,710	37,496	39,371	41,339	43,406
<b>Totals:</b>	<b>3,039,488</b>	<b>3,195,491</b>	<b>3,363,100</b>	<b>3,543,448</b>	<b>3,737,795</b>	<b>3,947,544</b>	<b>4,174,261</b>	<b>4,419,691</b>
Institution Provided Growth Expectations								

Source: Balboa Park Cultural Partnership; TDA Inc.



## appendix I: cultural and educational resources--institutions & organizations

	Projected Attendance '11	Projected Attendance '12
Aerospace Museum	209,603	217,568
Automotive Museum	104,801	105,849
Centro Cult. de la Raza	59,018	65,629
Hall of Champions	141,496	158,758
House of Hospitality	630,547	649,464
Japanese Garden	226,856	249,541
Marston House	5,380	5,488
Mingei Museum	119,263	122,841
Museum of Art	520,435	546,457
Museum of Man	344,179	361,388
Photographic Arts	139,011	144,710
Natural History	676,562	768,575
Old Globe Theatre	450,772	488,637
Fleet Space Theatre	606,001	624,181
Historical Society	67,989	68,669
Model Railroad	114,496	116,786
Serra Museum	22,077	22,518
Timken Art Gallery	135,104	141,859
Veterans Center	47,206	48,150
Villa Montezuma	19,413	19,801
World Beat Center	45,576	47,855
<b>Totals:</b>	<b>4,685,786</b>	<b>4,974,724</b>
Institution Provided Growth Expectations		

Source: Balboa Park Cultural Partnership; TDA Inc.



## appendix i: cultural and educational resources--institutions & organizations





## appendix m: institutions and organizations -- historic & projected growth

### Cultural Institutions: Historic and Projected Growth

From its beginnings in 1868 when a 1400-acre tract of land was set aside for use as a public park, Balboa Park has evolved into a complex and dynamic cultural center. The park owes much of its development to two expositions, the Panama-California Exposition of 1915 and the California Pacific International Exposition of 1935. These expositions set the cultural character of the Park, with many of the Park's cultural and educational institutions first entering the Park during this period.

Balboa Park stands apart from other large urban parks because of its strong base of cultural and educational institutions, and the diversity they provide. In total, there are 21 cultural institutions in Balboa Park, including the San Diego Zoo. Overall, about a third (31.7%) of visitors go to the Park's museums (see Table 1).

In order to maintain a vital and dynamic cultural core, the Balboa Park Cultural Partnership has developed a collective vision, a plan for San Diego's Cultural Campus. The Partnership's main objectives are to enrich the cultural life of San Diego, to enable Balboa Park cultural institutions to achieve their full individual and collective potential and to enhance the cultural assets of Balboa Park for future generations.

The Balboa Park Committee has embraced the Partnership's goals, and recognizes the institutions' need to remain economically viable and socially relevant. Growth is a component of institutional health, but due to the Park's unique historical framework, institutions must seek alternatives to *physical* growth. As addressed in the body of this Study, extended hours, expanded programming and other creative approaches can promote membership and visitation growth, without demanding physical growth.

**Table 1: Destinations** (source: user interviews)

Destination	Number of Responses	Percent
Museum	652	31.7%
Garden	446	21.7%
Walk/Recreation	278	13.5%
Other	266	12.9%
Zoo	224	10.9%
Eat	139	6.8%
Picnic	50	2.4%
TOTAL	2,055	100%



# appendix m: institutions and organizations -- historic & projected growth



The San Diego Zoo reports an annual attendance of approximately 3 million visits. Balboa Park's cultural and educational institutions, excluding the San Diego Zoo, report an annual attendance of 2.83 million visits. Although these two figures are similar, it is important to recognize that they are not directly comparable. Visitors to cultural institutions visit multiple sites, an average 2.5 sites per visit, with a shorter length of stay at each. Thus, 2.83 million visits translates to roughly 1.27 million people visiting the cultural and educational institutions.

Zoo projections indicate an increase in attendance of 33% by the year 2020. The cultural institutions expect a range of growth that varies by institution, as indicated in Table 2. Some of these institutions anticipate increases in attendance, while others expect to remain fairly stable. For example, attendance to the Museum of Man more than doubled (114%) in 2002 compared to 1999. The Old Globe Theatre, in contrast, saw its attendance remain stable in 4 years.

Table 2:	Source: Institutions			
1999-2002 Attendance				
	Total 99	Total 00	Total 01	Total 02
Aerospace Museum	197,427	145,694	144,549	149,838
Automotive Museum	100,383	101,366	92,598	95,824
Centro Cult. de la Raza	35264	14,758	4689	22,701
Hall of Champions	31,267	32,277	34,291	50,212
House of Hospitality	337,300	464,251	405,123	483,262
Japanese Garden	11,371	43,143	52,813	96,209
Marston House	3,435	4,725	4093	4502
Mingei Museum	104,728	88,924	126,405	91,405
Museum of Art	412,132	460,977	359,412	335,477
Museum of Man	193,779	215,979	234,177	221,861
Photographic Arts	3,850	64,384	123,909	96,826
Natural History	207,869	314,827	171,223	214,735
Old Globe Theatre	213,220	225,993	217,924	218,119
Fleet Space Theatre	517,487	489,013	455,187	464,449
Historical Society	55,287	45,660	26,178	62,165
Model Railroad	124,321	109,673	87,473	95,805
Serra Museum	8,983	13,913	20,054	18,473
Timken Art Gallery	102,290	120,123	103,444	87,089
Veterans Center	—	40,610	78,230	39,500
Villa Montezuma	4,126	12291	13,433	16244
World Beat Center	—	23,723	24,700	29,379
Totals:	2,664,520	3,032,304	2,736,569	2,894,066





## appendix m: institutions and organizations -- historic & projected growth

Table 3 illustrates projected annual growth rates; these rates are those stated by the institutions themselves, and vary widely. Some institutions did not provide projections, and in these cases, the table includes assumed values based on their historic growth patterns and the overall goals of the Balboa Park Cultural Partnership (the Partnership targets a 1- 5% annual growth).

Overall, an aggregated 5% annual growth was assumed for all of the institutions as a whole; this number represents 50% growth over the next decade\*. The Jones and Jones/ Civitas Team believes this level to be possible in the context of expected regional population growth (SANDAG's 2030 Regional Transportation Plan projects a 38% increase over year 2000). The consultant team also considered national trends in museum programming to attract and maintain audiences, as well as the age of the institutions themselves and the multiple ways in which they might achieve growth (additional events, partnerships with other institutions, educational programming, to name a few). In light of all these factors, while it is unlikely that each individual institution will attain or exceed 50% growth, an aggregate 50% growth of the cultural core may be possible, and represents a reasonable working assumption for planning purposes.



# appendix m: institutions and organizations -- historic & projected growth



<b>Table 3</b>	<b>Source: Balboa Park Cultural Partnership; TDA Inc.</b>		
	<b>Institutions' Projected Annual Growth Rate</b>	<b>Attendance 2002</b>	<b>Projected Attendance 2012</b>
Aerospace Museum	3.80%	149,838	217,568
Automotive Museum	1%	95,824	105,849
Centro Cultural de la Raza	11.20%	22,701	65,629
Hall of Champions	12.20%	50,212	158,758
House of Hospitality	3%	483,262	649,464
Japanese Garden	10.00%	96,209	249,541
Marston House	2%	4,502	5,488
Mingei Museum	3%	91,405	122,841
Museum of Art	5%	335,477	546,457
Museum of Man	5%	221,861	361,388
Photographic Arts	4.10%	96,826	144,710
Natural History	13.60%	214,735	768,575
Old Globe Theatre	8.40%	218,119	488,637
Fleet Space Theatre	3%	464,449	624,181
Historical Society	1%	62,165	68,669
Model Railroad	2%	95,805	116,786
Timken Art Gallery	5%	87,089	141,859
Veterans Center	2%	39,500	48,150
WorldBeat Center	5%	29,379	47,855
<b>Total</b>		<b>2,894,066</b>	<b>4,974,724</b>

Institution Provided Growth Expectations	Assumed Value
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## appendix n: balboa park in context to the nation's urban parks

### Parking Comparisons

Throughout this planning effort, we have described Balboa Park as unique among major American urban parks. While similar in size to the largest parks, its topography, arrangement of buildings and road system are distinctly different. These differences affect not only the look of the park, but greatly influence its access, circulation and parking needs.

The following table compares four of the largest urban parks in the U.S. with Balboa Park.

**Comparison of Road Miles and Parking in Selected Major Urban Parks**

Park	Area (acres)	Park Road Miles	Road Miles per 100 acres	On-Street Spaces	Off-Street Spaces	TOTAL Spaces
Central Park, New York	843	10.0	1.19	--	--	--
Golden Gate Park, San Francisco	1,060	16.5	1.56	4,750	1,070	5,820
Grant Park, Chicago	319	--	--	--	8,850	--
Forest Park, St. Louis	1,370	15.4	1.12	4,010	3,790	7,800
<b>Balboa Park</b>	<b>1,160</b>	<b>5.4</b>	<b>0.47</b>	<b>1,305</b>	<b>6,910</b>	<b>8,215</b>

Balboa Park has significantly fewer road miles for its size than the other major urban parks. Consequently, it has fewer on-street parking spaces than parks with more roads. With few on-street spaces, a higher proportion of off-street parking becomes necessary to support cultural institutions.

Balboa Park also differs from these other parks in the number and concentration of cultural institutions in the Park's core. This concentration offers visitors the opportunity to park once and walk or shuttle efficiently between attractions, but it requires that they get to the core of the park to do so. By contrast, Chicago's Grant Park and New York's Central Park benefit from having major museums and attractions situated at the parks' periphery where city streets, well-established transit and convenient parking readily serve their visitors. Interior park areas remain primarily for recreational purposes.

# appendix n: balboa park in context to the nation's urban parks



Balboa Park (not to scale)

**Roadway Systems:** Balboa Park has significantly less road than many comparable urban parks. Grant Park, Chicago (not to scale)



Grant Park, Chicago (not to scale)



Forest Park, St. Louis (not to scale)



Central Park, New York (not to scale)



Golden Gate Park, San Francisco (not to scale)



## appendix o: park extractions and additions

### Appendix C5 Extractions and Additions

1919	Upas St., 28 <sup>th</sup> St, 6 <sup>th</sup> Ave, Russ Blvd		-29.40 ac
1920	Roosevelt Jr. High School		-17.42 ac
1920	Snyder Continuation School		- 9.90 ac
1921	US Naval Hospital		-17.35 ac
1926	US Naval Hospital		- 5.46 ac
1940	US Naval Hospital		-32.93 ac
1941	US Naval Hospital		-21.32 ac
1941	Interstate 5 Right-of-Way	+ 2.79 ac.	
1985	US Naval Hospital, condemnation		-35.93 ac.
1985	City of San Diego, condemnation	+34.53 ac.	
	Highway 163 Right-of-Way		-38.38 ac.
	Interstate 5 Right-of-Way		-72.91 ac.
1936	Marston Canyon Property	+11.73 ac.	
1974	Marston Canyon Property	+ 4.81 ac.	
Total extraction/addition		+53.86 ac.	-281.00 ac.
Net extraction/addition			-227.14 ac.
Original Park Acreage			1400.00 ac.
Net Extraction			<u>- 227.14 ac.</u>
<b>TOTAL PARK ACREAGE, 2004</b>			<b>1172.86 ac.</b>

*This data excerpted from a memo dated May 18, 1998, Marcia C. McLatchy, Director, Park and Recreation Department, City of San Diego to Mr. Richard W. Amero*



executive  
summary



introduction



principles



recommendations



implementation  
strategies



