

An Amendment to the Balboa Park Master Plan

Proposed Amendment for
Plaza de Panama, Circulation, and a Parking Structure

April 5, 2012
Sixth Draft

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OFFICE OF THE CITY CLERK
SAN DIEGO, CALIFORNIA



PROPOSED AMENDMENT TO THE BALBOA PARK MASTER PLAN

Plaza De Panama, Circulation, and Parking Structure Changes

A. INTENT OF THE AMENDMENT

An amendment is proposed to the ***Balboa Park Master Plan*** that will restore significant areas of Balboa Park to pedestrian and park use.¹ This open space restoration will result from realigning certain vehicular traffic routes, minimizing vehicular/pedestrian conflicts, and altering certain parking areas.

Under the proposal, a new access route – including a by-pass bridge and road, to be called Centennial Bridge and Centennial Road, respectively – would be created from the west side of the Central Mesa, then connect to the Alcazar parking lot, lead to a new underground parking structure behind the Organ Pavilion, and then join with Presidents Way leading to Park Boulevard.

One benefit of the proposed changes will be to open major areas of the Central Mesa to exclusive pedestrian use for the first time since 1917.

B. MAJOR PROJECT ELEMENTS

This proposal to restore large portions of Balboa Park to pedestrian and park use involves the following elements:

1. Remove cars from the Plaza de California, West El Prado, Plaza de Panama, Esplanade, and Pan American Road;
2. Restore pedestrian and park uses to Plaza de California, West El Prado, Plaza de Panama, The Mall, and Pan American Road East;
3. Create a new underground parking structure in the parking area behind the Organ Pavilion;
4. Develop an open space and recreational area on the roof of the parking structure, plus create other landscape and pedestrian use areas that restore more than 6.3 acres of pedestrian use and parkland to the Central Mesa;
5. Construct a new vehicular access route that starts at the eastern end of the Cabrillo Bridge, links to the Alcazar Garden parking lot, leads to a new parking structure behind the Organ Pavilion, then joins with Presidents Way;
6. Improve drop-off, disabled access, and valet parking within the West Prado and Palisades areas; and
7. Develop a new tram system that transports visitors between Pan American Road and the Plaza de Panama.

¹ Greater detail is included in the proposed amendment to the Central Mesa Precise Plan.



C. PLAN CONSISTENCY

The proposed amendment is consistent with major existing **Master Plan** goals and policies, including:

Goals

- Create within the Park a more pedestrian oriented environment. Reduce automobile and pedestrian conflicts. Minimize through traffic. (Master Plan, p. 7)
- Improve public access to the Park through an improved integrated circulation system, convenient drop-off points, better parking management, improved signage and increased security. The improved circulation system shall de-emphasize the automobile while increasing public access to the Park and Park facilities. (Master Plan, p. 7)
- Preserve, enhance and increase free and open parkland. (Master Plan, p. 7)
- Restore or improve existing building and landscaped areas within the Park. (Master Plan, p. 7)

Policies

- Replace parking displaced by the landscaping of the Prado and Palisades plazas by the construction of an Organ Pavilion parking structure. (Master Plan, p. 9)
- A parking structure will be developed on the Organ Pavilion parking lot. The top of the parking garage will function as a pedestrian use area. (Master Plan, p. 32)

D. AMENDING THE PLAN

If approved, the project described herein will require an amendment the **Balboa Park Master Plan**, which was first adopted by the San Diego City Council on July 25, 1989. The **Balboa Park Master Plan** has been amended four times since: in December 1997 to incorporate the Balboa Park Activity Center, in May 1998 to incorporate expansion of the Natural History Museum, in April 2004 to incorporate the Park Boulevard Promenade Project, and in September 2004 to incorporate the Veterans Memorial Garden.

Recommended amendments to the text of the **Balboa Park Master Plan** are shown in a strike-out/underline format in the attached pages. Revised graphics and figures are provided as well. No attempt has been made to update portions of the **Balboa Park Master Plan** that do not directly and materially link to the proposed amendment. As can be seen in many of the graphics that follow, the area subject to amendment is defined by a polygon superimposed on the west central portion of the Park. When that polygon appears, nothing outside its boundary has been changed.

As a technical matter, many of the pages in the **Balboa Park Master Plan** are not numbered. In addition, in some instances page numbers have been changed as a result of amendments approved since 1989, further confusing pagination. In the pages, which follow, an attempt has been made to estimate page numbers when there is uncertainty about the actual number.



BALBOA PARK MASTER PLAN

**Proposed Amendment
Strike-out/Underline Format**



COMMERCIAL SERVICES

Commercial services within the Park shall be limited to those endeavors that enhance the park experience but are not destination oriented.

PARK TENANCY

Only those individuals, organizations or activates whose function contributes to either the visitor experience, support services, or on-site operations and maintenance of the Park shall be considered for tenancy or renewal of lease.

PARKING

With the exception of the Organ Pavilion parking structure, existing parking areas will not be expanded and new parking facilities will not be located within the Park unless:

It is demonstrated that off-site parking and/or transportation alternatives have not, after an adequate period of testing and use, provided adequate accessibility; and

An equal or greater amount of usable open park land is recovered through the provision of parking facilities.

EXPANSION

Expansion of all Park uses, activities, and buildings will be guided by the adopted Balboa Park Master Plan and:

Expansion will not encroach on open park land, landscaped areas or plazas; and

Access will be provided consistent with adopted circulation policies; and

Expansion will not be approved until adoption of a final Master Plan, Financing Plan and Precise Plans which will determine allowable building envelopes and architectural design guidelines for all Park facilities.

CIRCULATION

ACCESSIBILITY

Accessibility to and within Balboa Park shall be increased alternative modes of transportation including transit, inter- park shuttles, an intra-park tram, bicycle facilities, etc. When off-site parking, transit, tram and shuttle systems provide adequate access to the Prado and Palisades areas, consider closing Cabrillo Bridge to automobiles and consider recovering the parking facilities at ~~Alcazar Garden~~ and Inspiration Point as productive park land, provided, however, that sufficient close-in parking is retained to accommodate the handicapped.



MANAGEMENT STRATEGIES

The capacity and efficiency of existing streets, and designated parking facilities within Balboa Park shall be increased through implementation of transportation and parking management techniques.

DESIGN

Design of street and parking facilities shall acknowledge both day and night use of the Park.

DROP OFF AND PICK UP

Adequate drop-off, pick-up, emergency and access shall be provided in the Prado and Palisades areas.

PALISADES

The Prado and Palisades plazas shall be restored as pedestrian oriented plazas in which through vehicular traffic is minimized and conflicts with pedestrians are reduced.

REPLACEMENT PARKING

Replace parking displaced by the landscaping of the Prado and Palisades plazas, in part, by the construction of an Organ Pavilion parking structure.

~~That~~ The Organ Pavilion parking structure shall be designed according to the following general design parameters:

The top of the structure shall not rise above the floor of the Organ Pavilion;

The structure shall be built within the existing footprint of the Organ Pavilion parking lot and will provide between ~~1,000-1,500~~ 750-1000 spaces;

The structure shall allow natural ventilation and minimize grading;

All parking shall be contained within the structure, not on visible deck areas; and

The structure shall be screened from view through landscaping.

ADDITIONAL PARKING

Additional parking for the central mesa area of Balboa Park shall be provided through off-site shared parking facilities in a manner that supports increased transit and shuttle access to the Park.

RETENTION OF PARKING

Shared off-site parking facilities, shuttle service and transit shall be providing adequate access to the Park before any existing parking spaces are eliminated at Inspiration Point or Alcazar Garden,

PEDESTRIANS BICYCLES

Provide pedestrian and bicycle access into the Park from public rights-of-way and City open space.

HANDICAPPED ACCESS

Handicapped and elderly access to the park shall be ensured.

ARCHITECTURE AND LANDSCAPE DESIGN

VIEWS

Enhance major off-site viewpoints, internal viewpoints and views from adjacent neighborhoods. Screen or buffer incompatible uses and views in a timely fashion and in a manner



TRANSIT CENTER/PEDESTRIAN BRIDGE

Construct a pedestrian bridge connecting the Rose Garden and the Plaza de Balboa across Park Boulevard. A transit center and an east entrance to the Prado should be integrated into the structure.

ENTRY STATEMENTS

Construct two entry statements, one in the vicinity of Park Boulevard and Morley Field Drive and the other on Park Boulevard south of President's Way in the Inspiration Point subarea. The design of the entry statements should be investigated at the precise plan level.

ORGAN PAVILION PARKING STRUCTURE

Construct a ~~1,000-1,500~~ 750-1000 space parking structure on the existing parking lot site which may occur concurrent with restoration of the Prado and Palisades areas as pedestrian-oriented plazas.

FLORIDA CANYON

Close Florida Drive from just north of Zoo Place to just south of Zoo Field Drive and concurrently implement the Florida Canyon Master Plan.

ZOO PLACE

Widen Zoo Place to four lanes between Florida Drive and Park Boulevard for improved access to the Central Mesa from Pershing Drive.

GOLDEN HILL PEDESTRIAN AND BICYCLE BRIDGE

Construct a bridge over Pershing Drive between Golden Hill Mesa and Inspiration Point. (Old Naval Hospital site.)

WATER RECLAMATION FACILITY

Consider siting a water reclamation facility within the Park to service the Park.

EIGHTH AVENUE PEDESTRIAN BICYCLE BRIDGE

Construct a bridge on Eighth Avenue over the freeway to the Park at Marston Point.

NORTHEAST AREA

Complete development of the northeast area of the Park in accordance with a Precise Plan.

SIGNAGE

Implement a new program.

SAFETY/SECURITY LIGHTING

Implement a safety and security lighting program throughout the Park.

INTRA-PARK TRAM

Implement an intra-park tram system

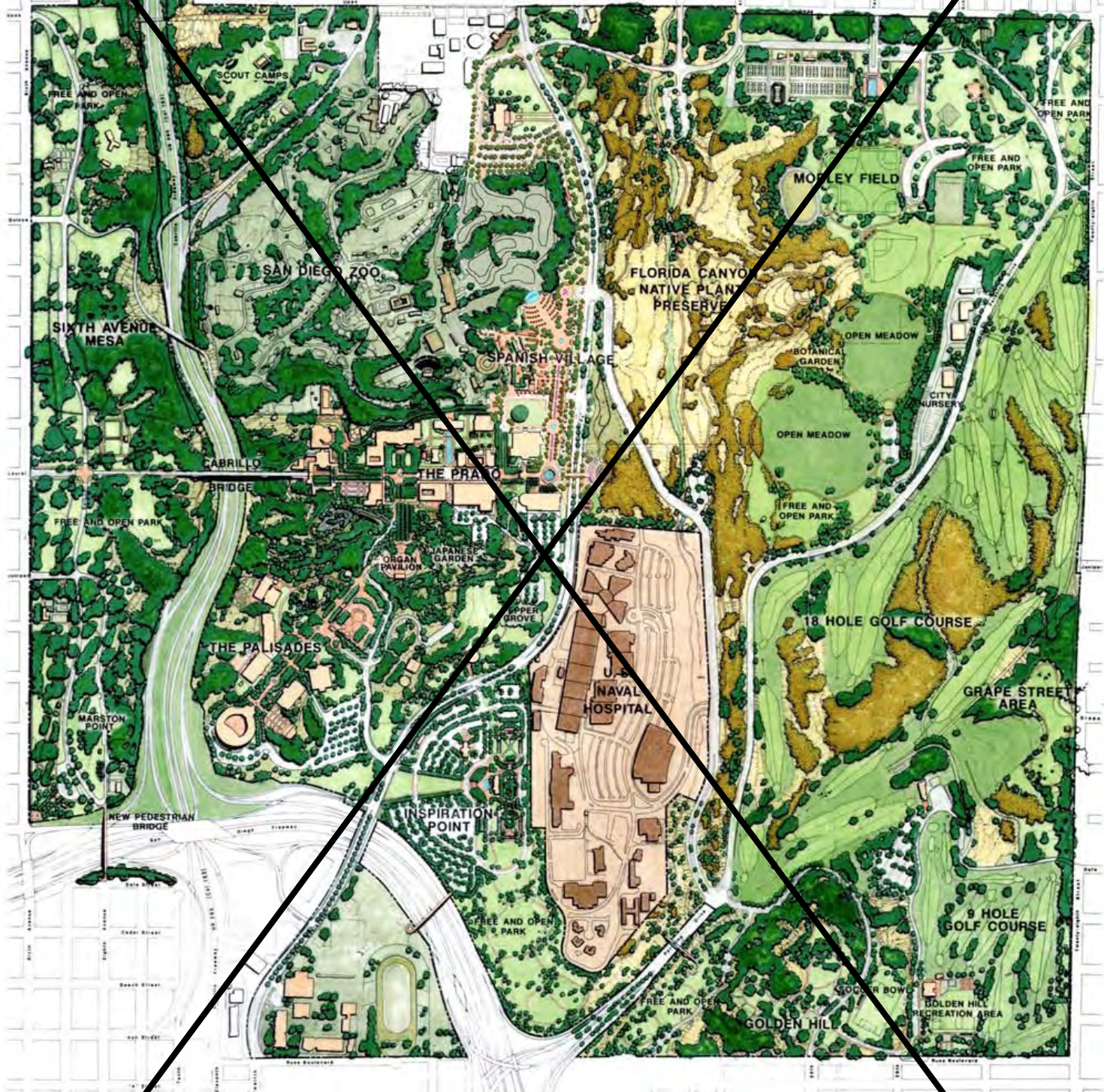
ARIZONA LANDFILL

Reclaim the landfill area for Park purposes.



BALBOA PARK MASTER PLAN

CITY OF
SAN DIEGO



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Figure
1



MASTER PLAN ILLUSTRATIVE

BALBOA PARK MASTER PLAN CITY OF SAN DIEGO

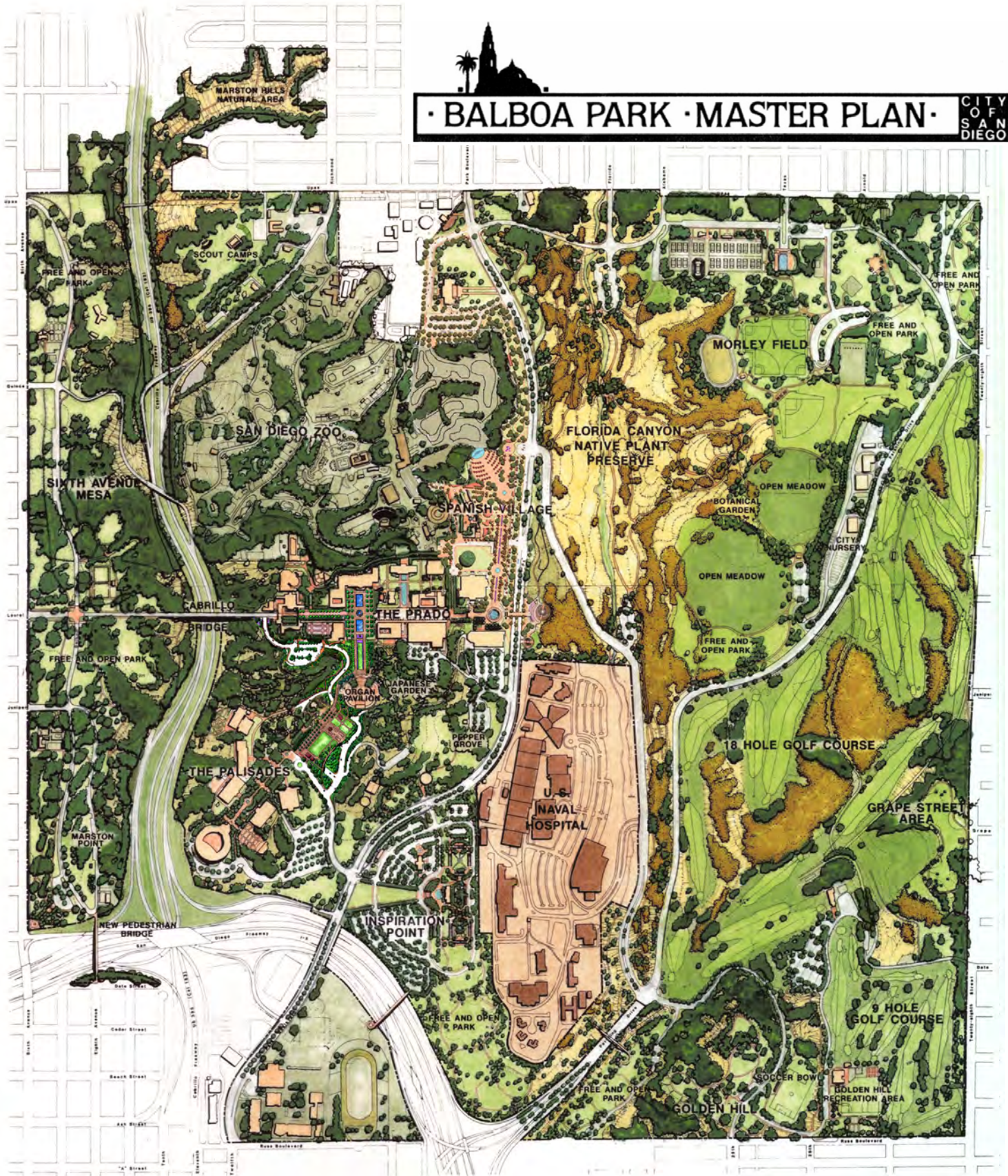


Figure 1

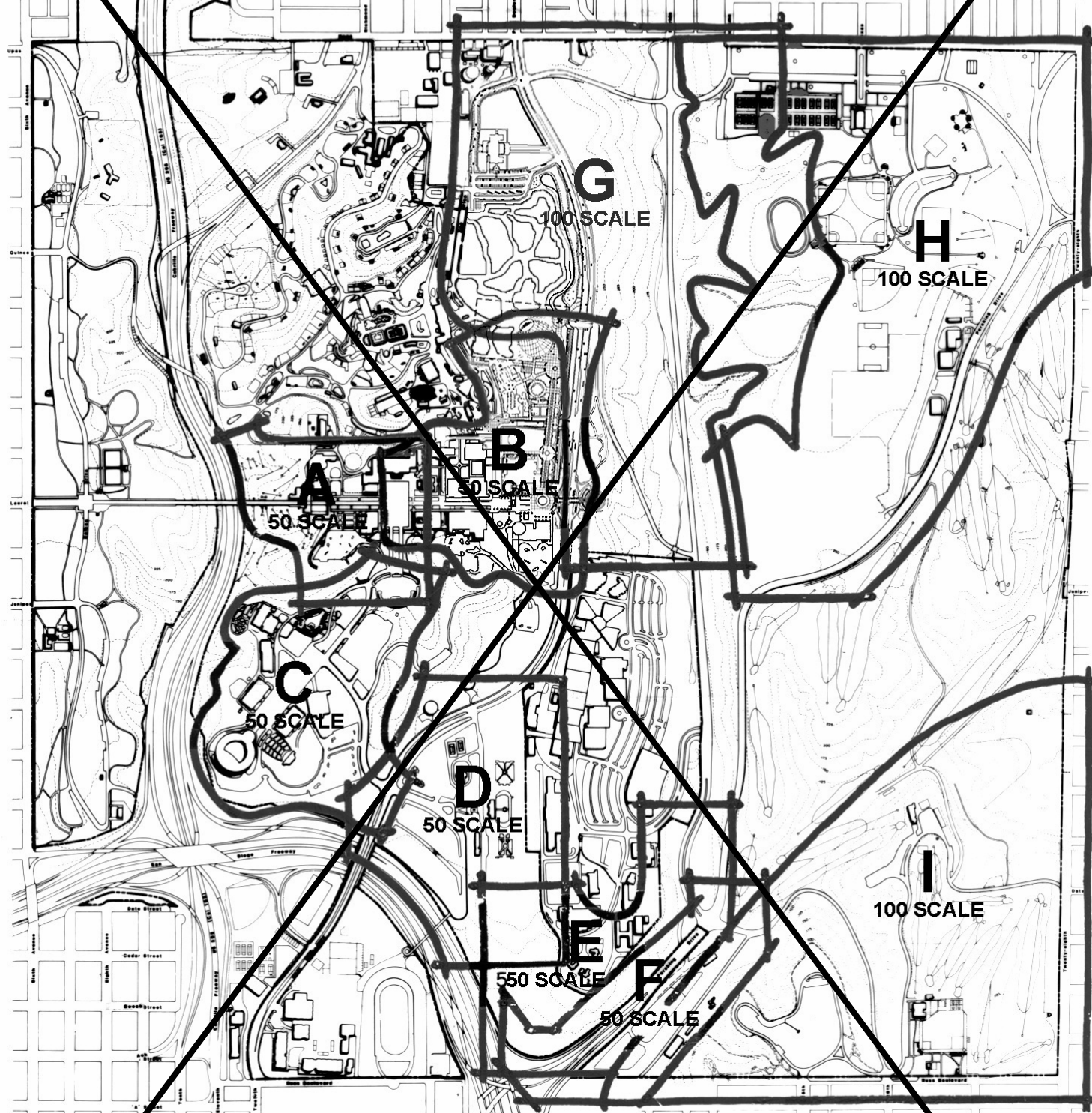


MASTER PLAN ILLUSTRATIVE



BALBOA PARK MASTER PLAN

CITY OF
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DIEGO



- A PRADO WEST
- B PRADO EAST & SPANISH VILLAGE
- C PALISADES
- D INSPIRATION POINT NORTH
- E INSPIRATION POINT SOUTH

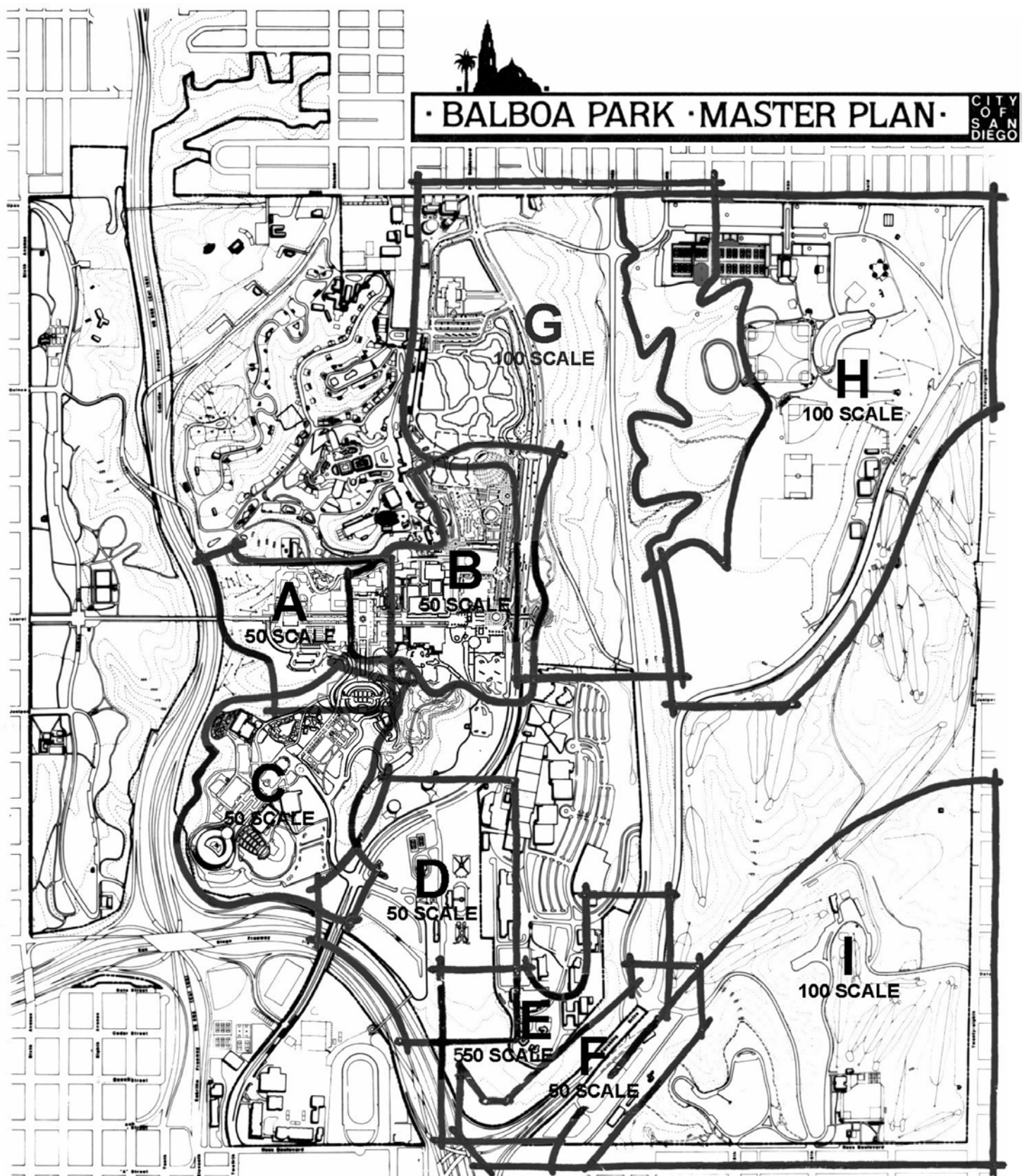
- F CENTRAL OPERATIONS STATION
- G ZOO PARKING LOT & FLORIDA CANYON
- H MORLEY FIELD & ARIZONA LANDFILL
- I GOLDEN HILL

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Figure
2

KEY MAP FOR CONCEPTUAL SUBAREA MASTER PLAN





- | | |
|--------------------------------|------------------------------------|
| A PRADO WEST | F CENTRAL OPERATIONS STATION |
| B PRADO EAST & SPANISH VILLAGE | G ZOO PARKING LOT & FLORIDA CANYON |
| C PALISADES | H MORLEY FIELD & ARIZONA LANDFILL |
| D INSPIRATION POINT NORTH | I GOLDEN HILL |
| E INSPIRATION POINT SOUTH | |

KEY MAP FOR CONCEPTUAL SUBAREA MASTER PLAN

Figure
2





EL PRADO WEST

Figure 3

The Cabrillo Bridge will carry eastbound and westbound traffic. The Centennial Bridge (a by-pass bridge) will be constructed from the eastern end of the Cabrillo Bridge leading to the Alcazar parking lot, thereby eliminating the need for vehicles to travel through West El Prado, Plaza de Panama, and The Mall. The new Centennial Road will be constructed and lead from the Alcazar parking lot to the new parking structure and, ultimately, to Park Boulevard. ~~only eastbound automobile traffic, freeing the westbound lane for the intra-park tram, inter-park shuttle, bicycles, and pedestrian use. The direction of travel could be reversed or two way traffic could be allowed if needed to facilitate traffic flow during certain times, such as after theater or during other special events.~~

Automobile parking and vehicular traffic will be eliminated from the Plaza de Panama which will become a pedestrian area. Enhanced pavement, plantings, sculptural and/or water features, and appropriate and attractive site furnishings will be provided.

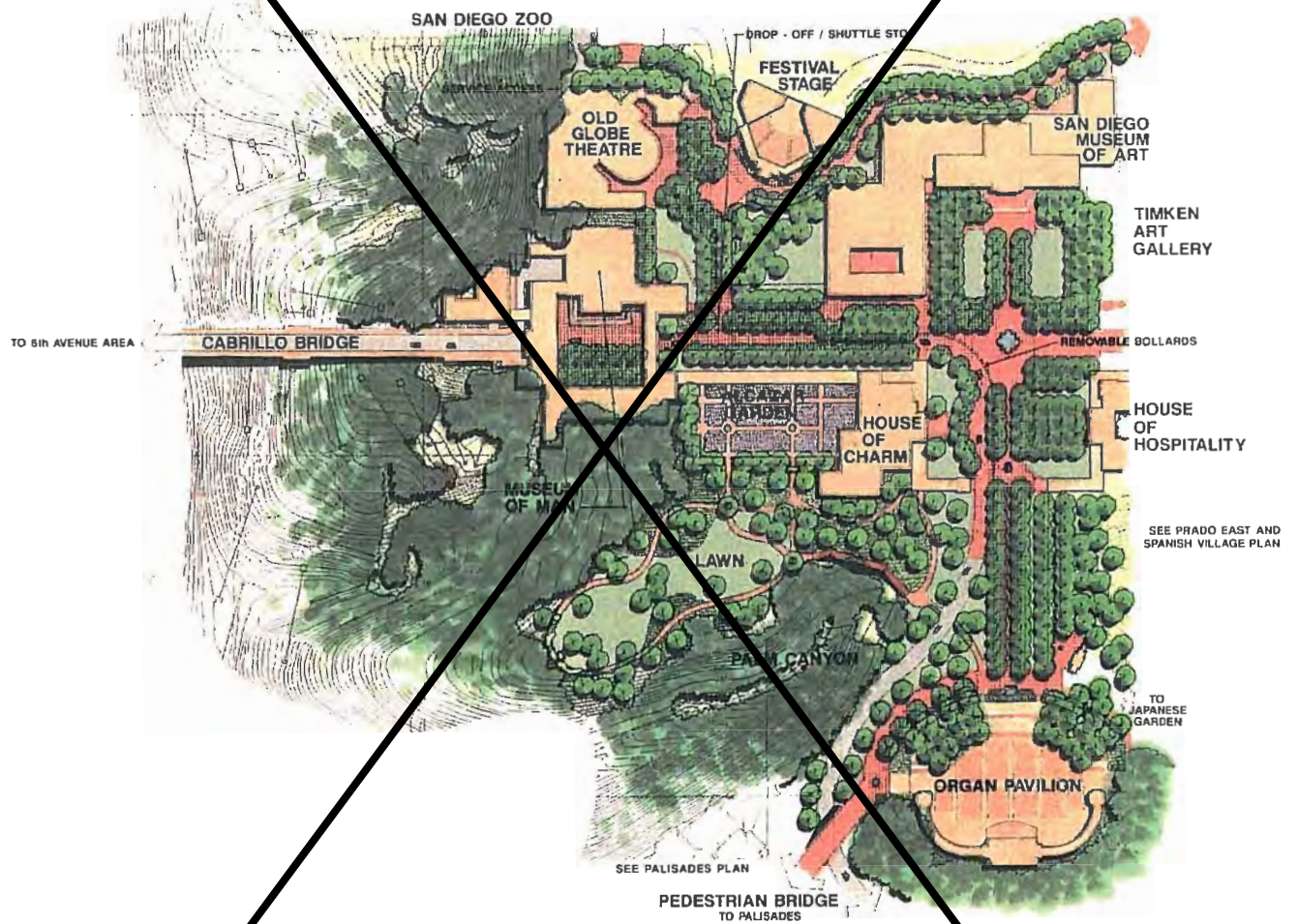
Buildings along the Prado will be restored or reconstructed, depending on the condition of the structure.

~~Shuttle stops will be provided in the center of the Prado to facilitate access to all institutions.~~



BALBOA PARK MASTER PLAN

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LEGEND



TREES



PALM TREES



GROUNDCOVERS



LAWN

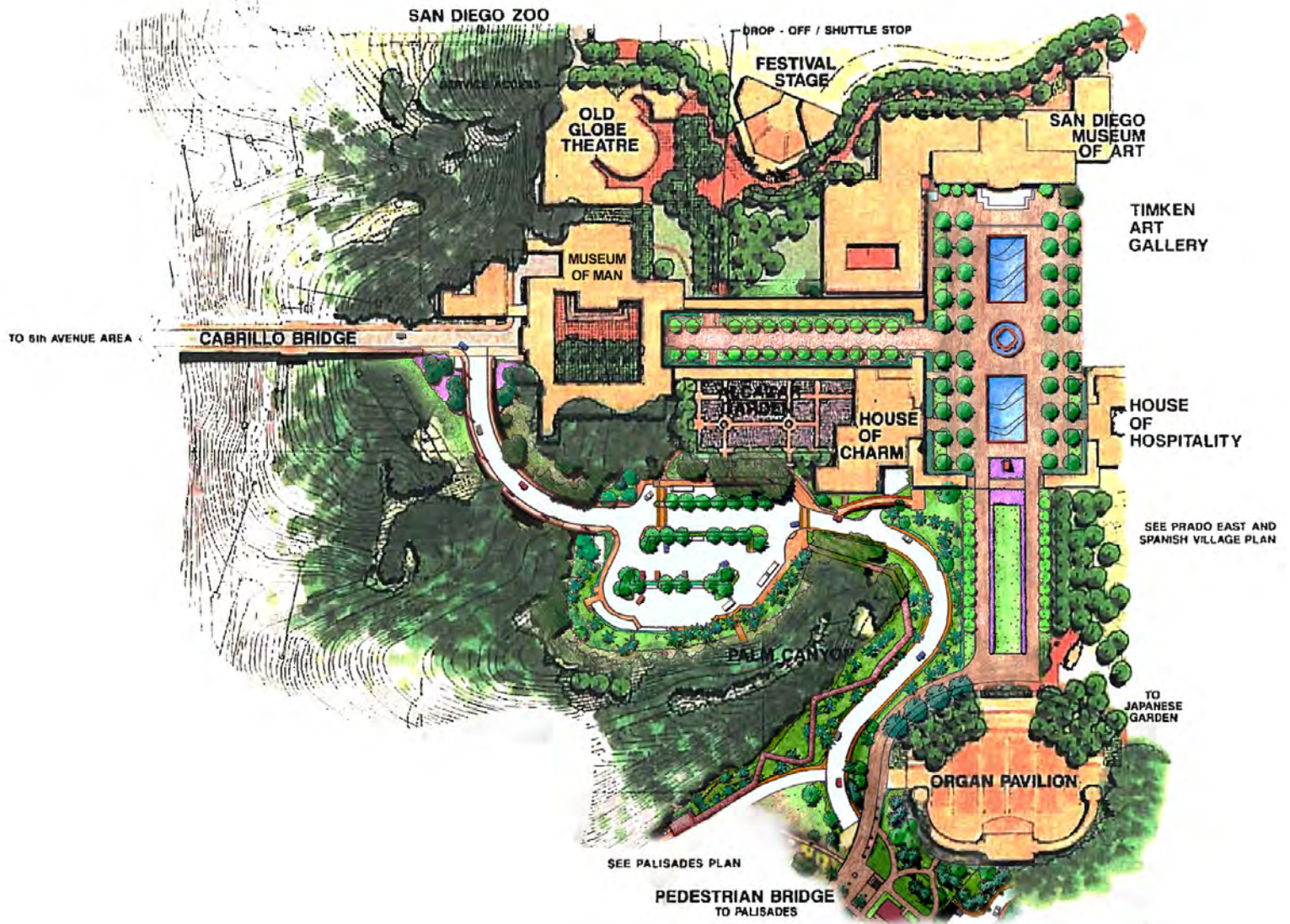


PAVED PEDESTRIAN AREAS

CONCEPTUAL MASTER PLAN
PRADO WEST

Figure
3





LEGEND



TREES



PALM TREES



GROUNDCOVERS



LAWN



PAVED PEDESTRIAN AREAS

**CONCEPTUAL MASTER PLAN
PRADO WEST**

Figure
3





THE PALISADES

Figure 5

A parking structure will be developed on the Organ Pavilion parking lot. The top of the parking garage will function as an open space and pedestrian use area. ~~Design of the facility will be subject of an architectural design competition to ensure the widest possible search for a quality design.~~

A pedestrian promenade will be created on the western side of the parking structure to create a strong pedestrian linkage with the Prado. ~~Consideration should be given to realigning Presidents Way through the Organ Pavilion parking structure to further emphasize pedestrian uses along the promenade.~~ Automobile access from the parking structure to the Prado-Alcazar parking lot will pass under the promenade.

A drop-off and pick-up area will be created south of the parking structure on the Presidents Way alignment. This cul-de-sac may also be used as a shuttle stop.

Automobiles will be eliminated from the central Palisades Plaza which will be returned to pedestrian use much as it was for the 1935 Exposition. Appropriate site furnishings, plantings, architectural focal points, sculpture and/or water elements will be utilized.

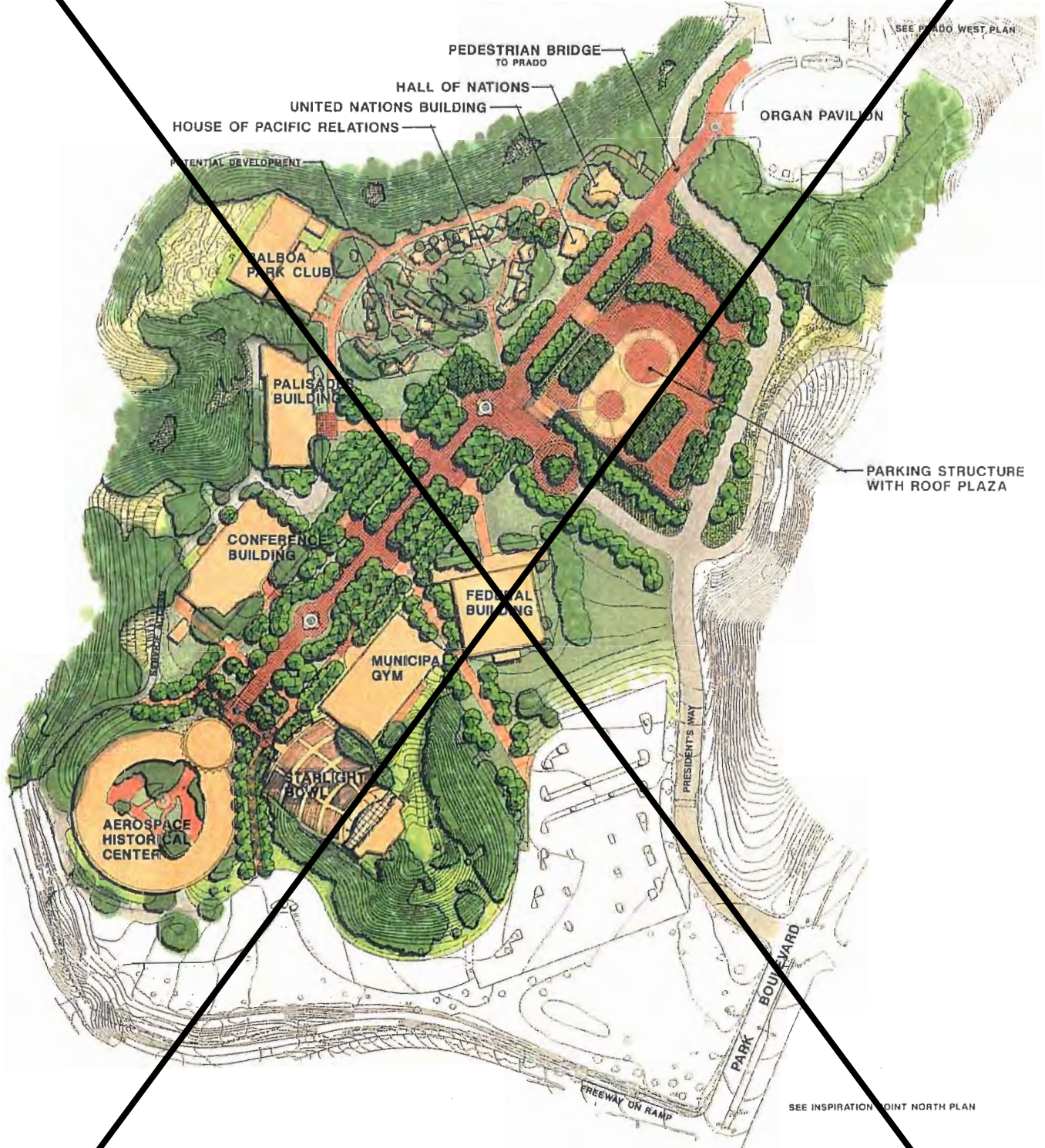
The House of Pacific Relations will be expanded to increase the square footage by 4,000 square feet.

The Palisades Building, Federal Building and Balboa Park Club will be renovated and restored.

The Municipal Gymnasium Building will also be rehabilitated, to accommodate new use(s) once a new Municipal Gymnasium is constructed outside of the Park.

BALBOA PARK MASTER PLAN

CITY OF SAN DIEGO



LEGEND



TREES



PALM TREES



GROUNDCOVERS



LAWN



PAVED PEDESTRIAN AREAS

**CONCEPTUAL MASTER PLAN
PALISADES**

Figure
5





LEGEND



TREES



PALM TREES



GROUNDCOVERS



LAWN



PAVED PEDESTRIAN AREAS

CONCEPTUAL MASTER PLAN PALISADES

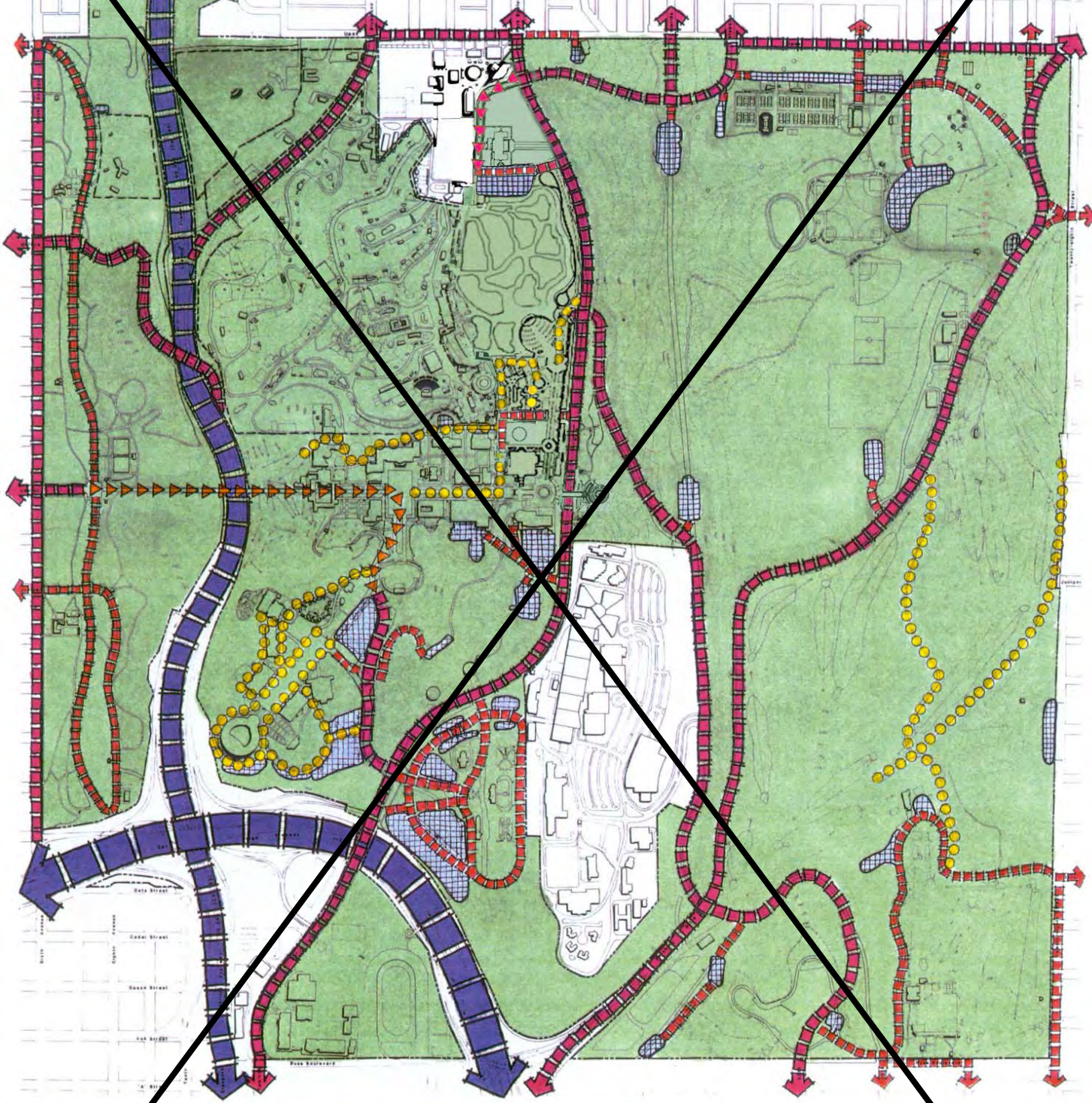
Figure
5



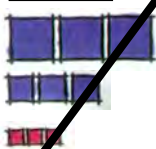


BALBOA PARK MASTER PLAN

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LEGEND



INTERSTATE FREEWAY

STATE FREEWAY

PRINCIPAL CIRCULATION ROUTE



SECONDARY CIRCULATION ROUTE



PARKING



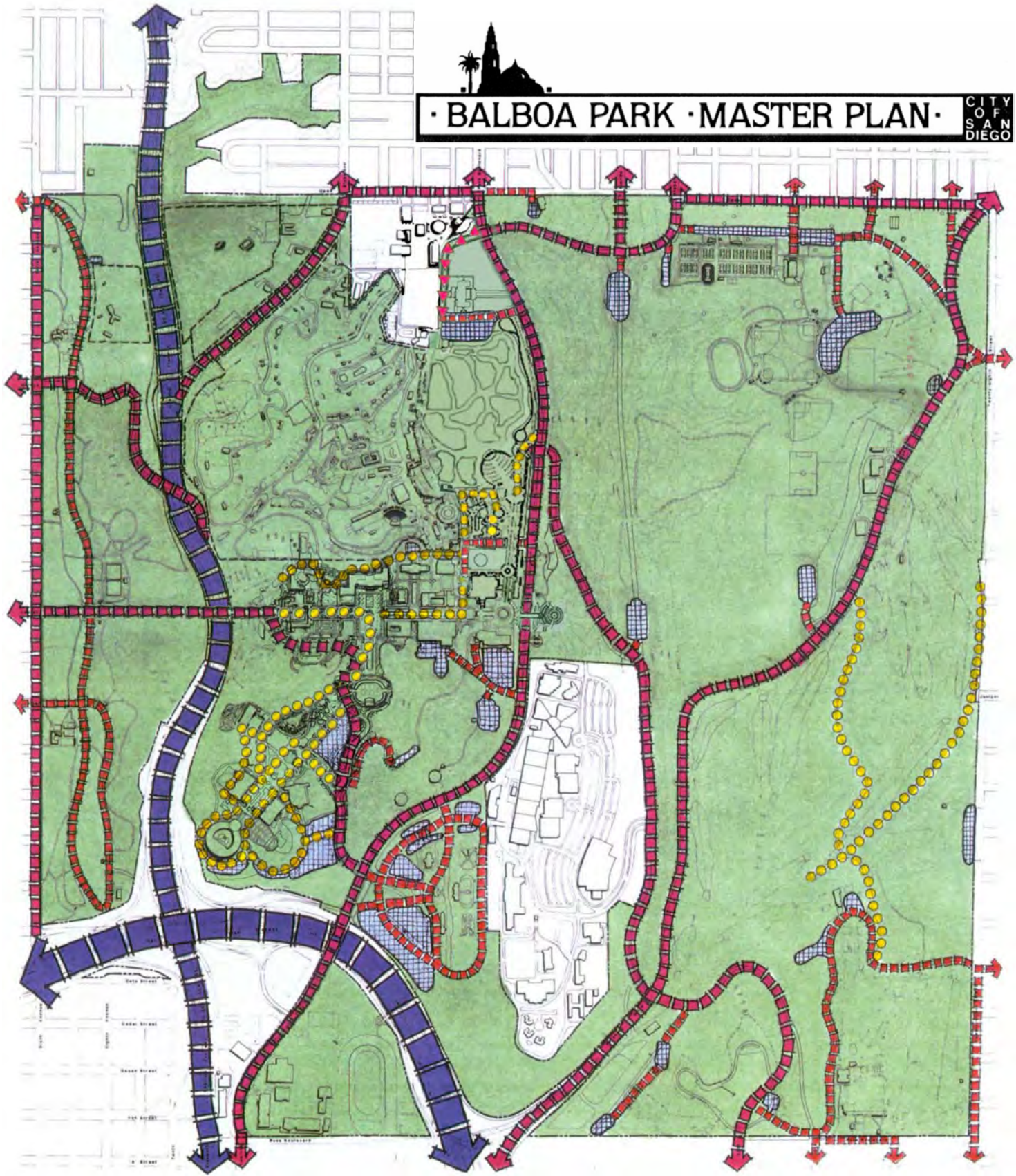
SERVICE ROUTE

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Figure
13

PROPOSED CIRCULATION AND PARKING





- LEGEND

INTERSTATE FREEWAY

STATE FREEWAY

PRINCIPAL CIRCULATION ROUTE

SECONDARY CIRCULATION ROUTE

PARKING

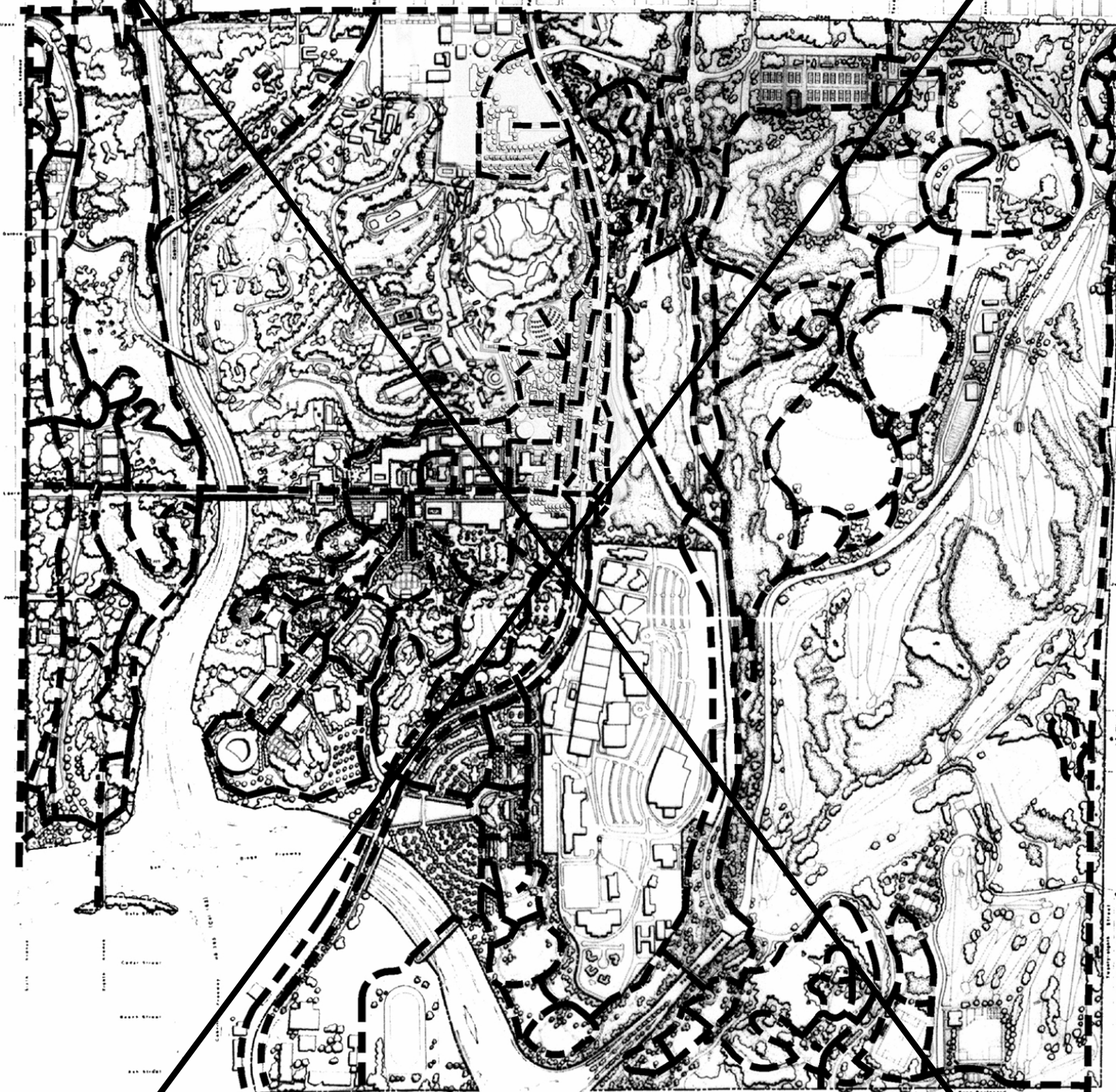
SERVICE ROUTE
- PROPOSED CIRCULATION AND PARKING
- Figure 13


- PAGE 73



BALBOA PARK MASTER PLAN

CITY
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LEGEND

--- PRINCIPAL TRAILS

PEDESTRIAN TRAIL SYSTEM

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Figure
14





LEGEND

— — — PRINCIPAL TRAILS

PEDESTRIAN TRAIL SYSTEM

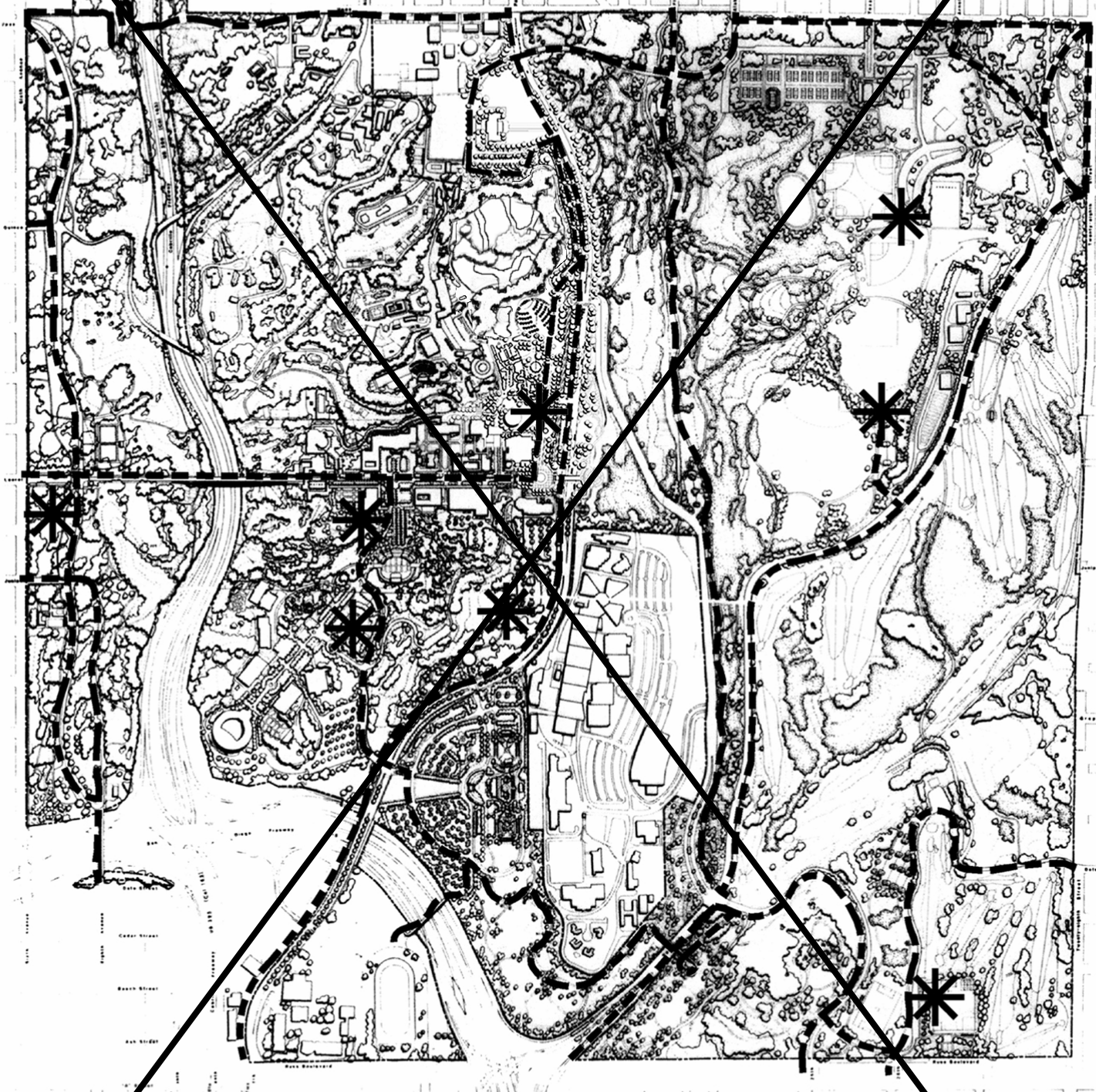
Figure
14





BALBOA PARK MASTER PLAN

CITY
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LEGEND

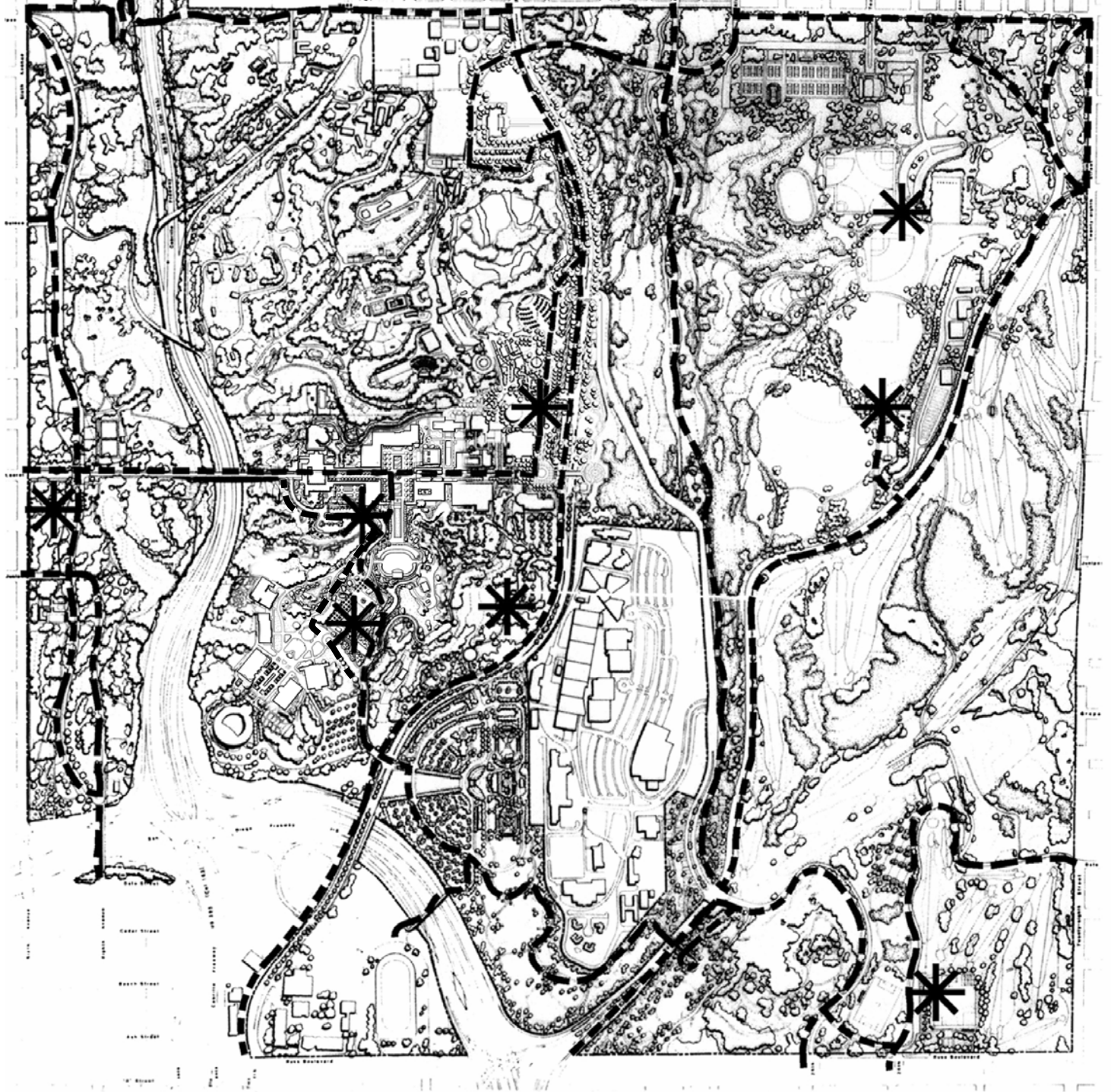
- PROPOSED BICYCLE TRAILS
- * BICYCLE STORAGE LOCKERS

BICYCLE TRAIL SYSTEM

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Figure
15





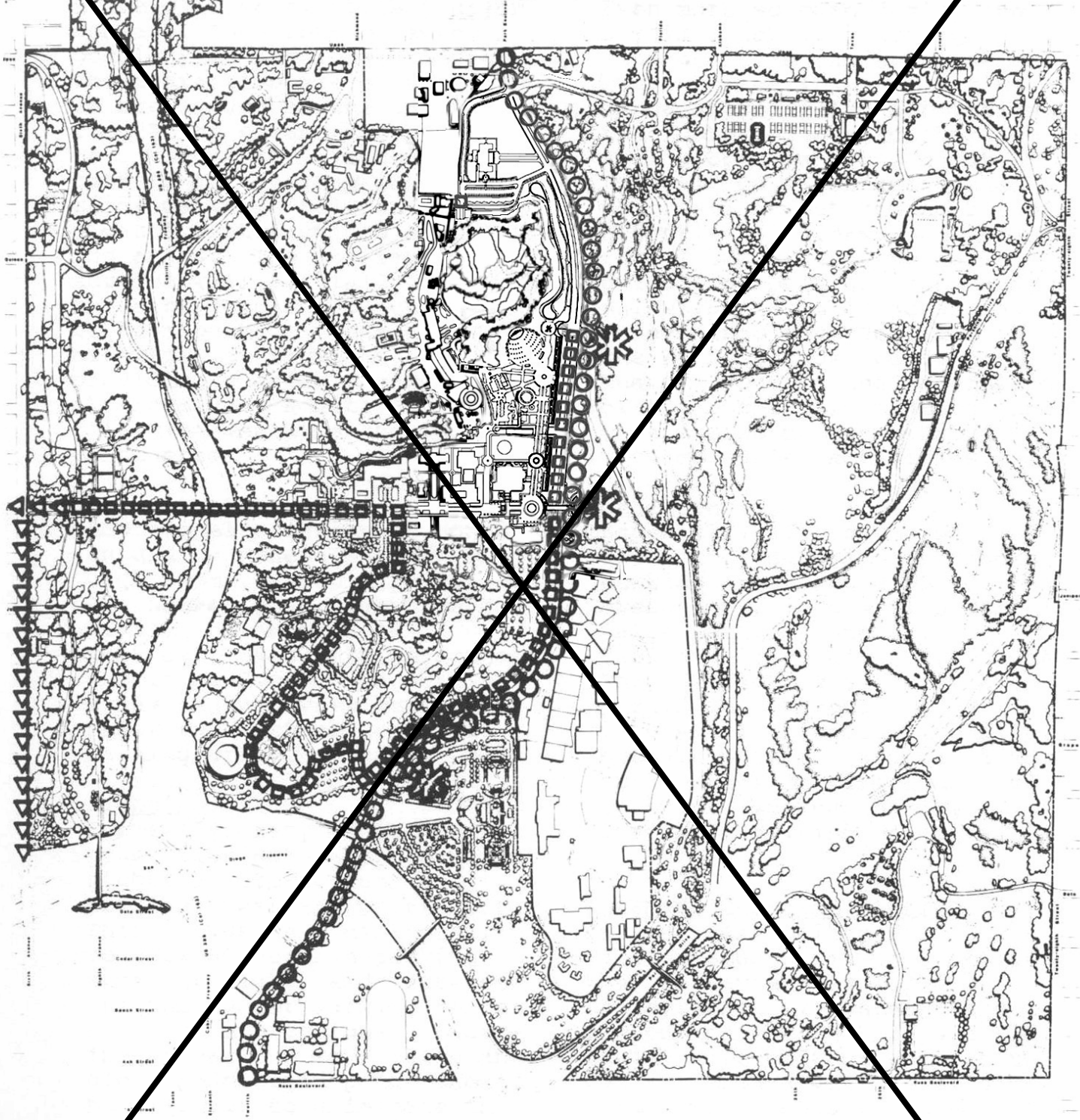
LEGEND

- PROPOSED BICYCLE TRAILS
- * BICYCLE STORAGE LOCKERS

BICYCLE TRAIL SYSTEM

Figure
15





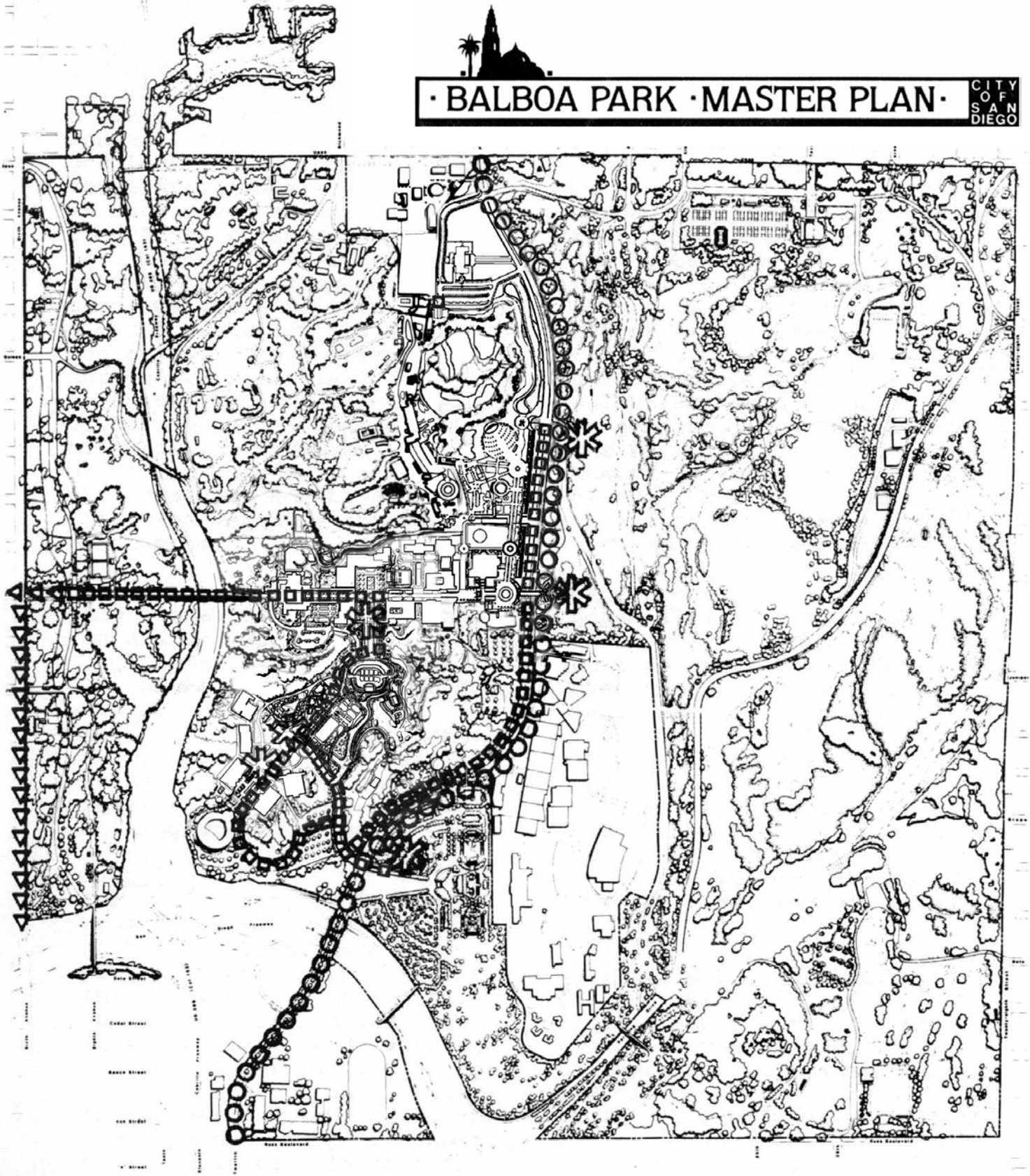
LEGEND

- | | | | |
|-------|--------------|-----|---------------------------|
| ooo | LRT | ddd | HISTORIC SHUTTLE |
| ■ ■ ■ | PARK SHUTTLE | ✱ | STATION AND SHUTTLE STOPS |

revised May 2003 Figure 16

PROPOSED ALTERNATIVE TRANSPORTATION SYSTEM





LEGEND

○ LRT

◻ PARK SHUTTLE

⇐⇐ HISTORIC SHUTTLE

★ STATION AND SHUTTLE STOPS

PROPOSED ALTERNATIVE TRANSPORTATION SYSTEM

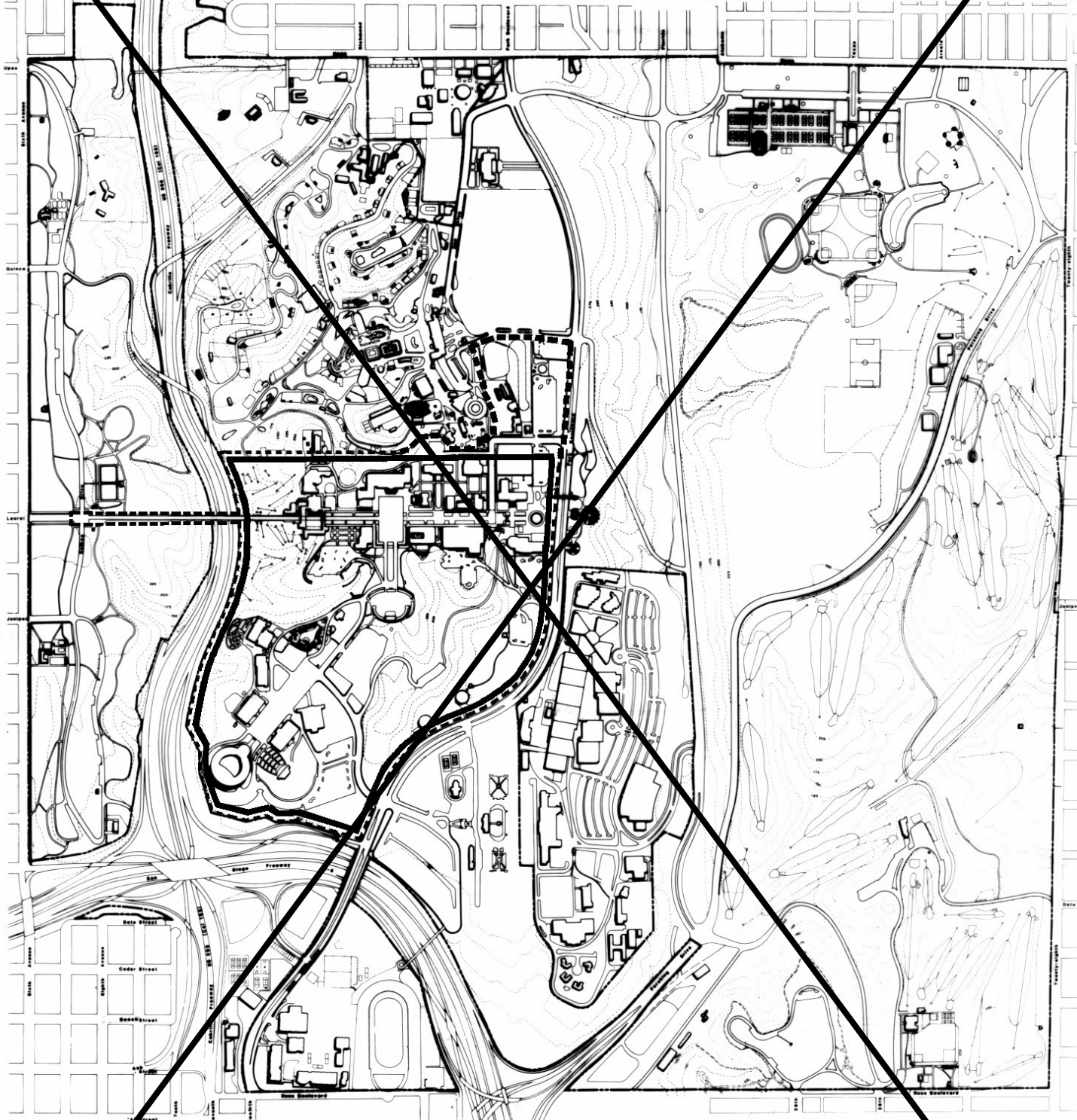
Figure
16





BALBOA PARK MASTER PLAN

CITY OF
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LEGEND

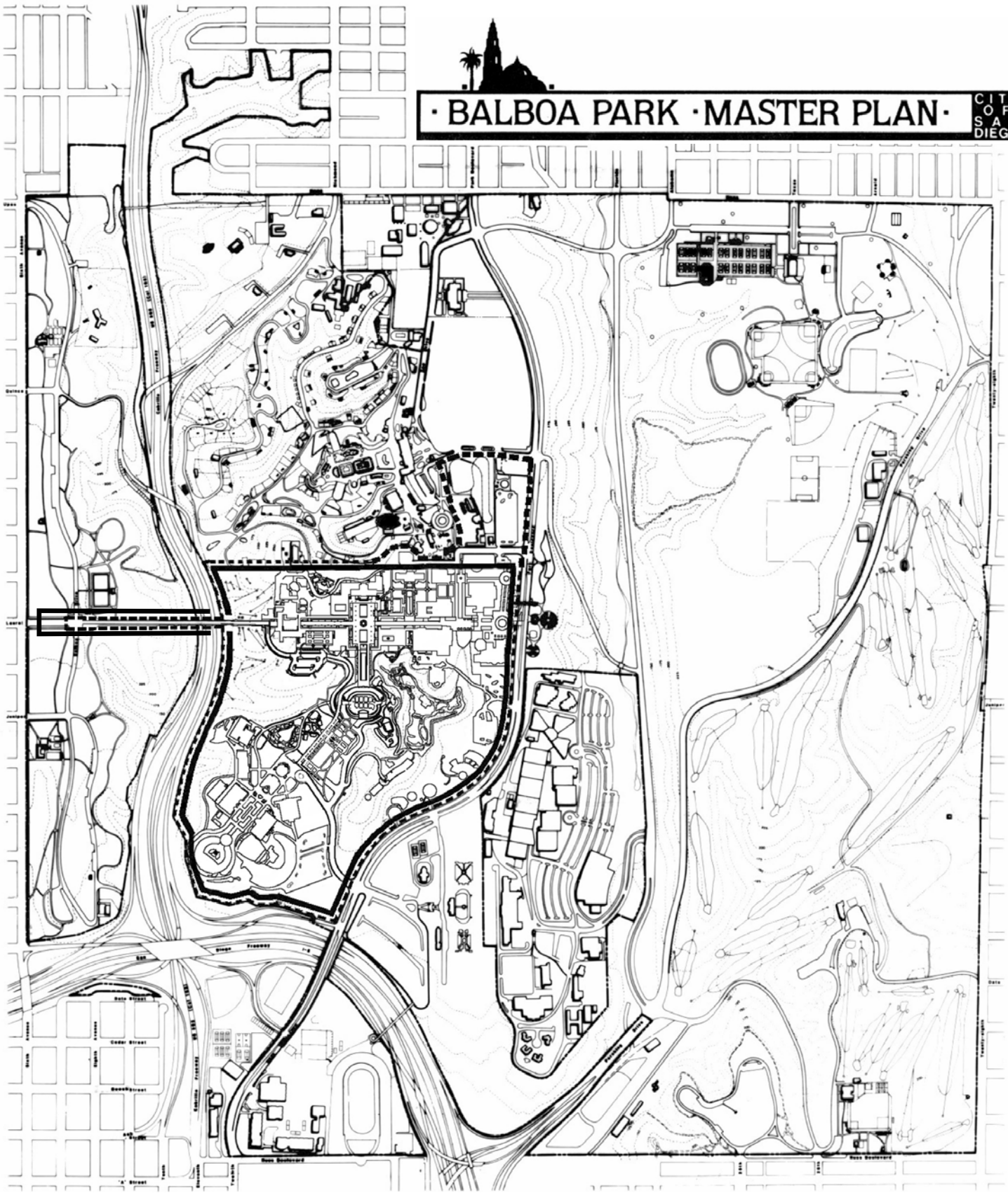
-  EXISTING NATIONAL HISTORIC LANDMARK BOUNDARY
-  EXISTING LOCAL HISTORIC RESOURCES BOUNDARY

revised May 2003

Figure
17A

EXISTING HISTORICAL LANDMARK ZONES





LEGEND

- EXISTING NATIONAL HISTORIC LANDMARK BOUNDARY
- EXISTING LOCAL HISTORIC RESOURCES BOUNDARY

EXISTING HISTORICAL LANDMARK ZONES

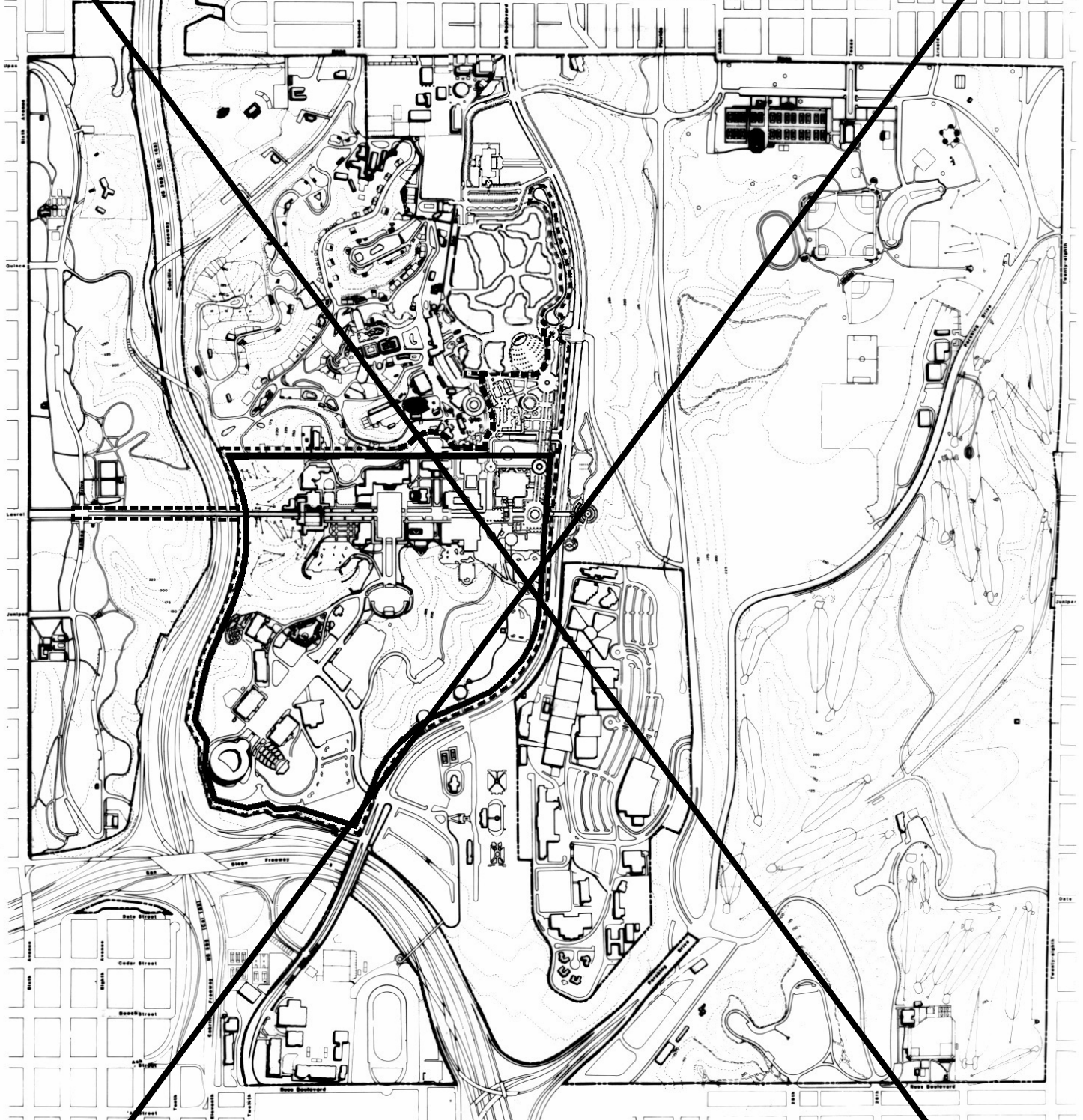
Figure 17A





BALBOA PARK MASTER PLAN

CITY OF
SAN
DIEGO



LEGEND

-  EXISTING NATIONAL HISTORIC LANDMARK BOUNDARY
-  RECOMMENDED AMENDED LOCAL HISTORIC RESOURCE BOUNDARY

**RECOMMENDED AMENDED
LOCAL HISTORIC RESOURCE BOUNDARY**

revised May 2003

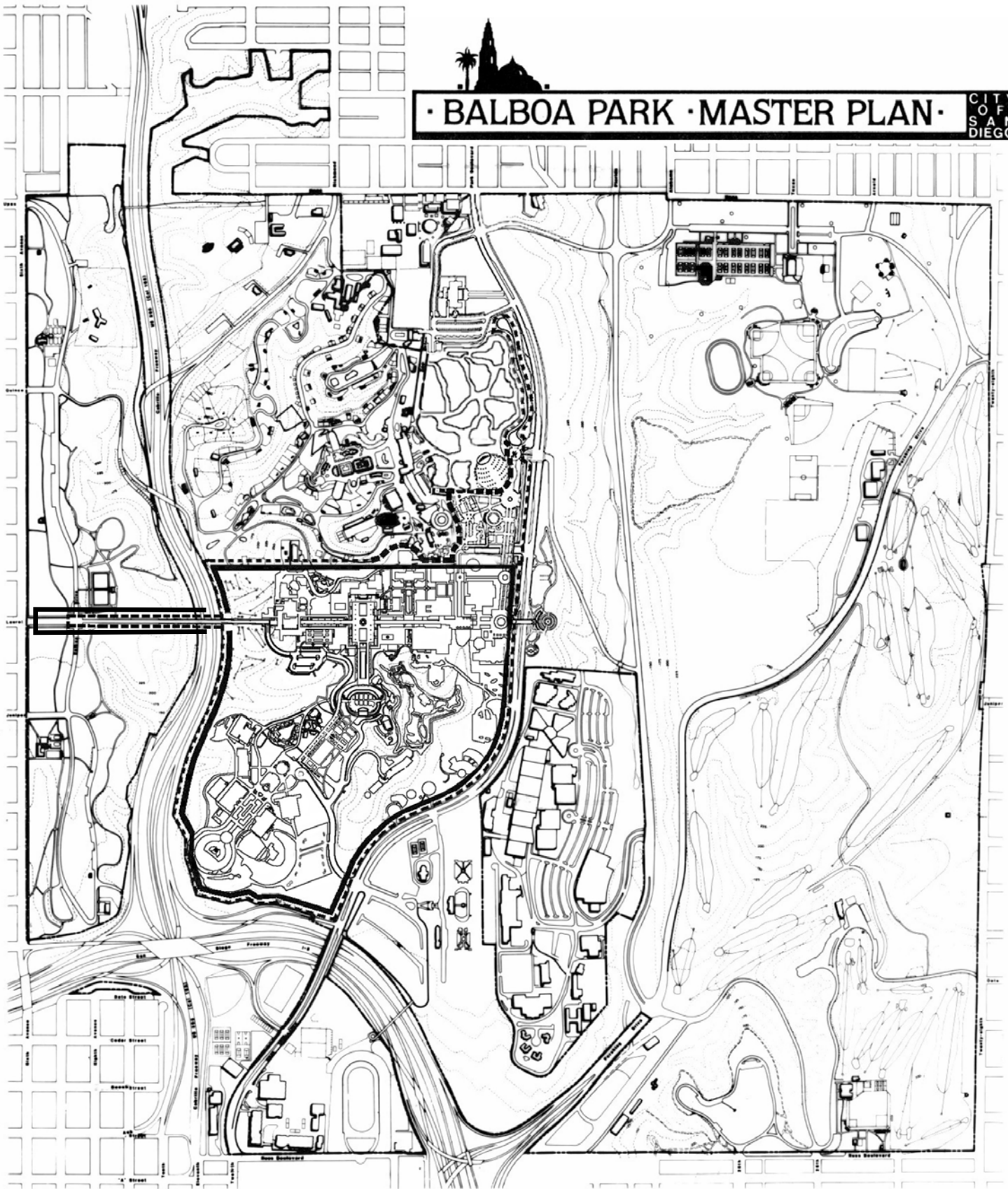
Figure
17B





BALBOA PARK MASTER PLAN

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DIEGO



LEGEND

- EXISTING NATIONAL HISTORIC LANDMARK BOUNDARY
- - - - - RECOMMENDED AMENDED LOCAL HISTORIC RESOURCE BOUNDARY

RECOMMENDED AMENDED LOCAL HISTORIC RESOURCE BOUNDARY

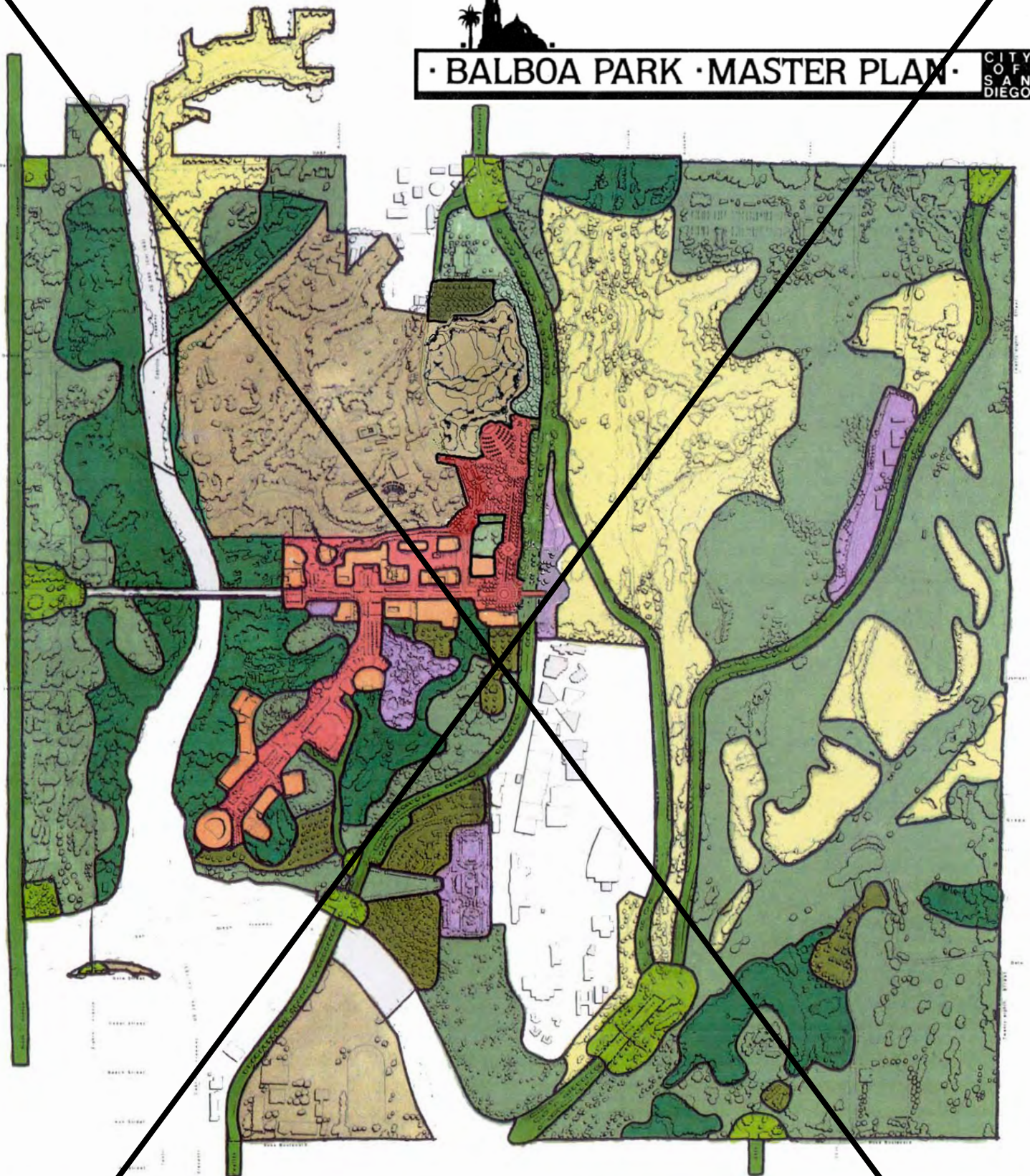
Figure
17B





BALBOA PARK MASTER PLAN

CITY OF
SAN DIEGO



LEGEND

- MAJOR PARKWAY PLANTING
- ENHANCED PARKING LOT PLANTING

- ENTRY PLANTING
- NATURAL AREAS
- GROVE AREAS

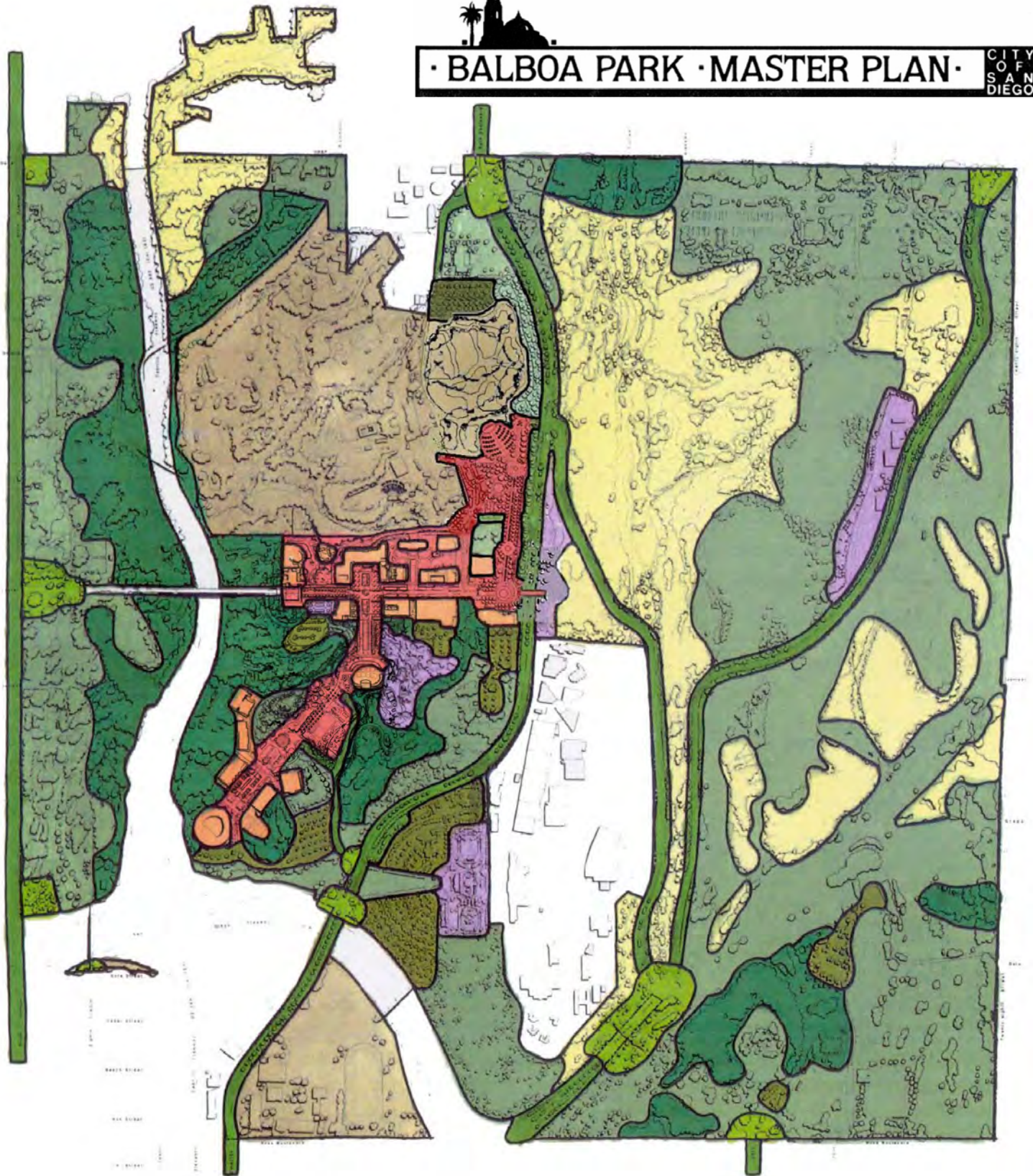
- PEDESTRIAN PLAZA AREAS
- TURF AND TREE AREAS
- SPECIAL TREATMENT AREAS

revised May 2003

Figure
18



CONCEPTUAL LANDSCAPE PLAN



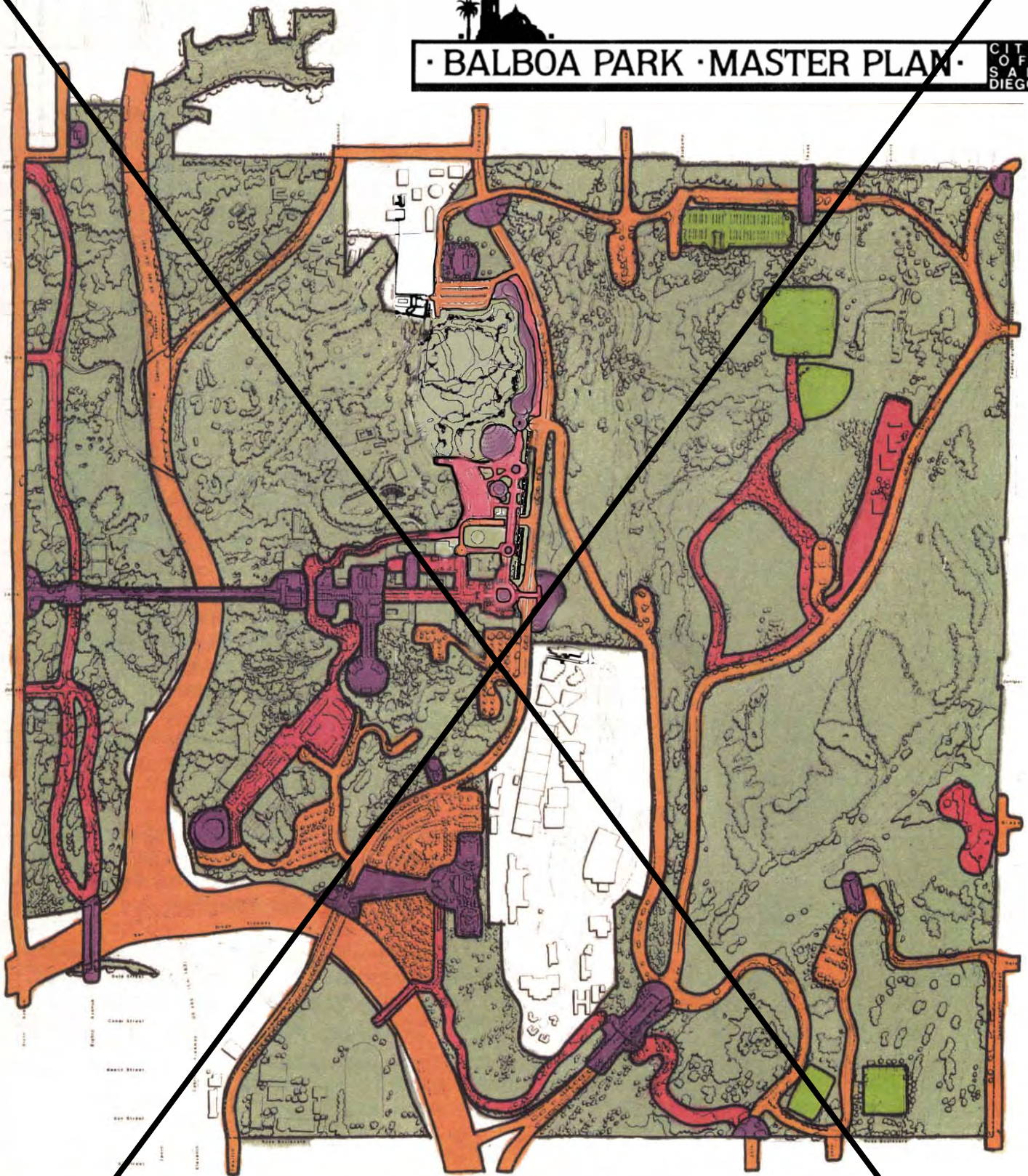
LEGEND

- | | | |
|---|--|---|
|  MAJOR PARKWAY PLANTING |  ENTRY PLANTING |  PEDESTRIAN PLAZA AREAS |
|  ENHANCED PARKING LOT PLANTING |  NATURAL AREAS |  TURF AND TREE AREAS |
| |  GROVE AREAS |  SPECIAL TREATMENT AREAS |

CONCEPTUAL LANDSCAPE PLAN

Figure
18





LEGEND

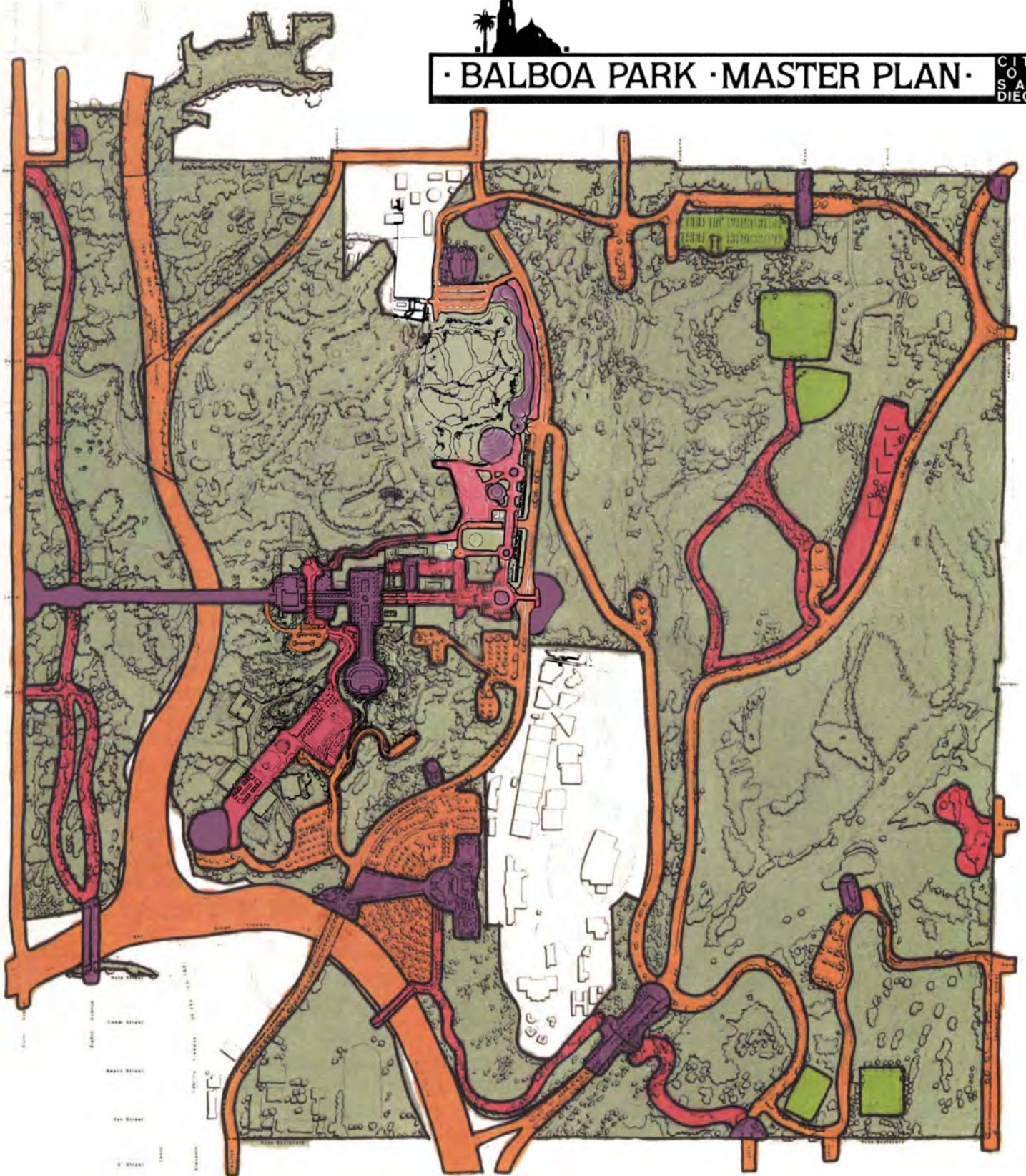
- | | |
|---|--|
| PRINCIPAL SECURITY LIGHTING AREAS * | STREET AND PARKING LOT LIGHTING AREAS |
| AESTHETIC LIGHTING AREAS | SPORT FACILITY LIGHTING AREAS |

EXTERIOR LIGHTING CONCEPTS

revised May 2003 Figure 19

*NOTE: SECURITY LIGHTING SHALL BE PROVIDED THROUGHOUT THE PARK. THIS MAP INDICATES AREAS OF HIGHER INTENSITY SECURITY LIGHTING.





LEGEND

- | | |
|---|--|
| PRINCIPAL SECURITY LIGHTING AREAS * | STREET AND PARKING LOT LIGHTING AREAS |
| AESTHETIC LIGHTING AREAS | SPORT FACILITY LIGHTING AREAS |

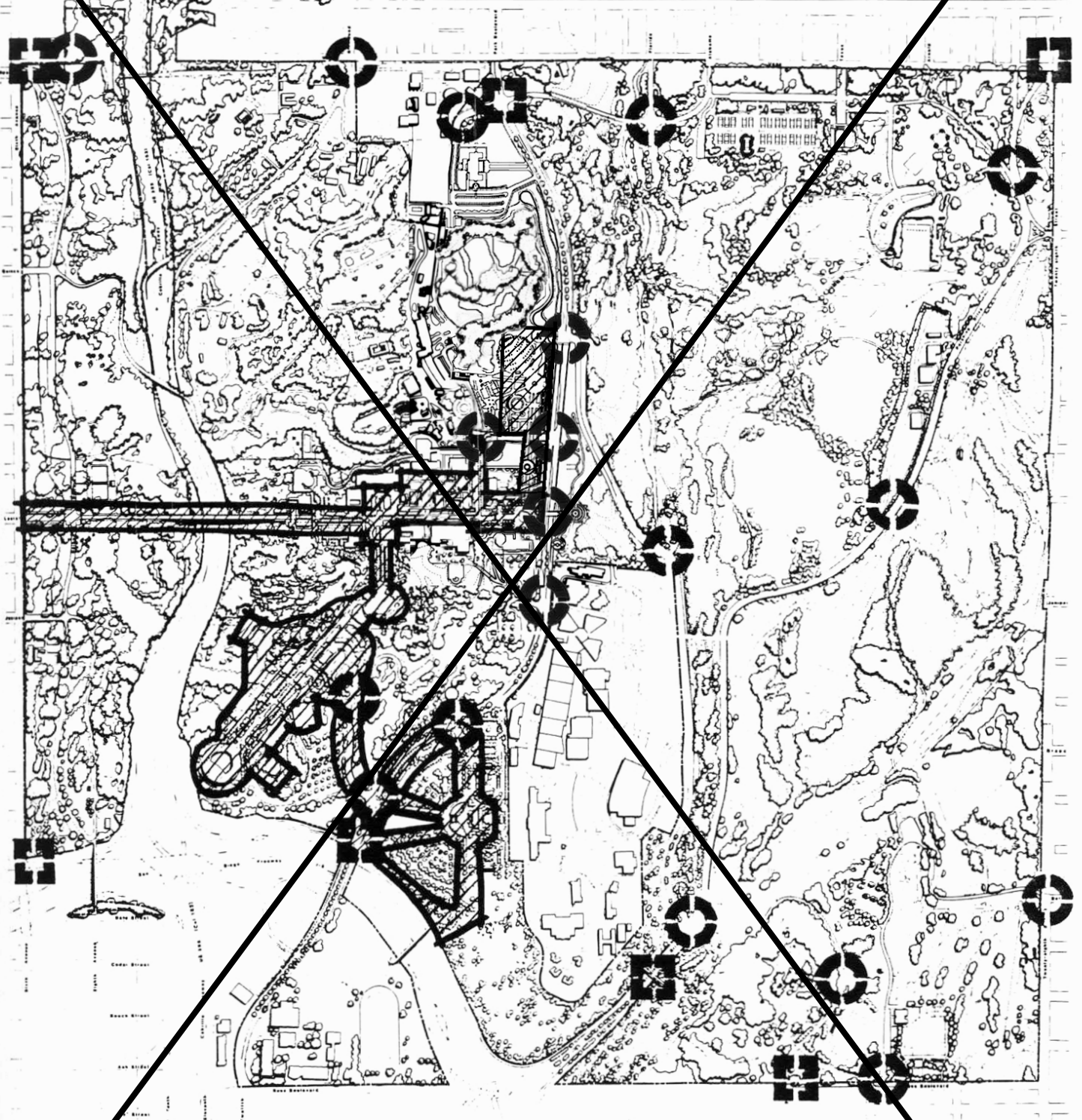
EXTERIOR LIGHTING CONCEPTS

*NOTE: SECURITY LIGHTING SHALL BE PROVIDED THROUGHOUT THE PARK. THIS MAP INDICATES AREAS OF HIGHER INTENSITY SECURITY LIGHTING.

Figure
19



 BALBOA PARK MASTER PLAN **CITY OF SAN DIEGO**



LEGEND



ENTRY SIGNAGE



TEMPORARY SIGN ZONE



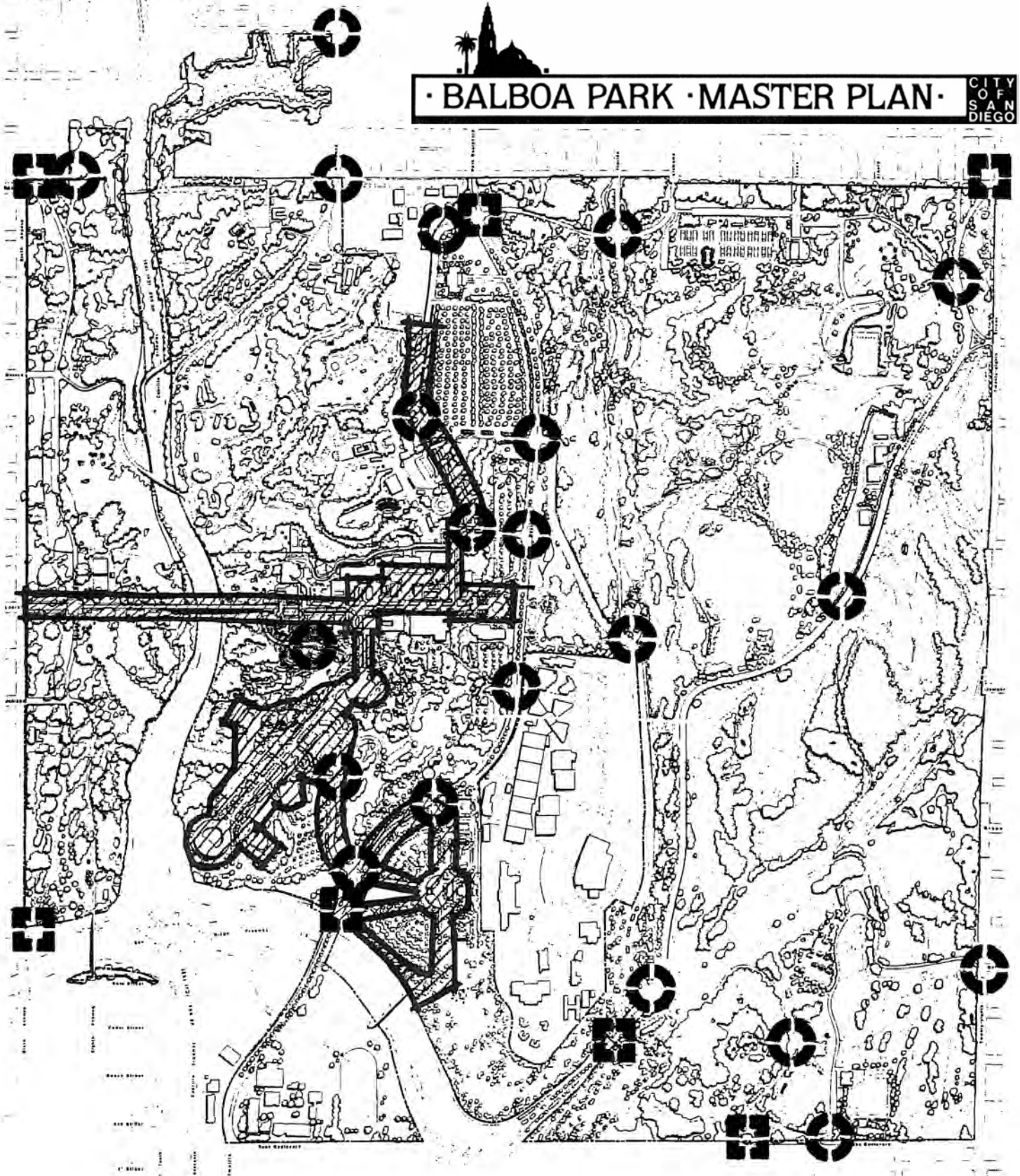
SUB-AREA SIGNAGE

SIGNAGE CONCEPTS

revised May 2003

Figure
20





LEGEND



ENTRY SIGNAGE



TEMPORARY SIGN ZONE



SUB-AREA SIGNAGE

SIGNAGE CONCEPTS

Figure
20





Provide bicycle lanes to the Park

Provide recreational bicycle lanes within the Park

Provide bicycle storage facilities within the Park

Limit use of the Arizona Landfill for parking to very special events (with shuttle service to the Central Mesa area) subject to permit, on a case-by-case basis.

<u>IMPROVEMENTS</u>	<u>COST IN MILLIONS</u>
- Tram system	1.0
- Implement parking management strategies	0.1
- Restore/reconstruct Prado buildings House of Charm, House of Hospitality	16.5
Upgrade Prado buildings and arcades Museum of Man, Art, Natural History, Casa de Balboa, Casa Del Prado, Old Globe	9.1
Upgrade Palisades buildings Palisades Building, Federal Building, Balboa Park Club	2.1
Facility improvements Starlight, Centro Cultural, Fleet Space Theatre, Marston House, Botanical Building	3.9
- Japanese Garden	2.0
- Restore Prado	1.0
- Organ Pavilion parking garage	10.0 <u>15.0</u>
- Landscape Inspiration Point parking lot	0.2
- Water reclamation facility	(By Water Utilities Department)
Safety/security lighting	1.0



Develop northeast corner of the park	0.5
Signage	0.55
Complete Rose Garden	0.15
Miscellaneous Minor Improvements at \$250,000 per year	1.25
Close Florida Drive, implement Florida Canyon Master Plan	1.0
<u>Construct by-pass bridge and road (i.e., Centennial Bridge and Centennial Road), other new roads, plus changes to West El Prado (Including Plaza de California and Plaza de Panama)</u>	<u>25.0</u>
Total Phase I	50.35 <u>80.35</u> Million

Project descriptions, scheduling, and cost estimates are preliminary and are subject to change with the approval of the City Council.

RESOLUTION NUMBER R- 307555

DATE OF FINAL PASSAGE JUL 09 2012

A RESOLUTION OF THE COUNCIL OF THE CITY OF
SAN DIEGO APPROVING AMENDMENTS TO THE BALBOA
PARK MASTER PLAN AND THE CENTRAL MESA PRECISE
PLAN.

WHEREAS, on July 9, 2012, the City Council of the City of San Diego held a public hearing for the purpose of considering amendments to the Balboa Park Master Plan (adopted as Document R-274090 and incorporated by reference) and the Central Mesa Precise Plan (adopted as Document R-280920 and incorporated by reference), which would implement the proposed Balboa Park Plaza de Panama Circulation and Parking Structure project proposed in the 15.4-acre area in the Central Mesa area of Balboa Park, within the Balboa Park National Historic Landmark District; and

WHEREAS, on October 21, 2010 the Planning Commission by Resolution 4640-PC initiated amendments to the Balboa Park Master Plan and the Central Mesa Precise Plan; and

WHEREAS, the Planning Commission has found, based on its hearing record, that these amendments retain internal consistency with the Balboa Park Master Plan, the Central Mesa Precise Plan, and the 2008 General Plan and that the proposed amendments help achieve long-term community and citywide goals; and

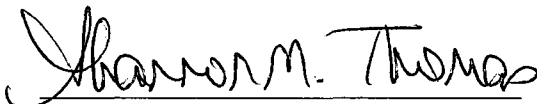
WHEREAS, the City Council has considered the Planning Commission record and recommendation as well as all maps, exhibits, and written documents contained in the file for these amendments on record in the City of San Diego, and has considered the oral presentations given at the public hearing; and

WHEREAS, under Charter section 280(a)(2) this resolution is not subject to veto by the Mayor because this matter requires the City Council to act as a quasi-judicial body and where a public hearing was required by law implicating due process rights of individuals affected by the decision and where the Council was required by law to consider evidence at the hearing and to make legal findings based on the evidence presented; and

WHEREAS, the City Council's consideration included Environmental Impact Report 233958 prepared for the Project, which is incorporated by reference; NOW, THEREFORE,

BE IT RESOLVED, by the Council of the City of San Diego, that the Council adopts the amendments to the Balboa Park Master Plan and the Central Mesa Precise Plan, copies of which are on file in the Office of the City Clerk as Documents No. RR - 307555-¹ and RR- 307555-2, which are incorporated by reference.

APPROVED: JAN I. GOLDSMITH, City Attorney

By 
Shannon M. Thomas
Deputy City Attorney

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