

# Final Report

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**BALBOA PARK**  
land use, circulation, and parking study





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## Executive Summary

*This great area of spreading mesas and rugged, picturesque canyons is markedly different from all other parks I have seen in Europe and America... There is nothing like it among the parks of the world.*

--Samuel Parsons, Jr., 1902

Balboa Park was founded by visionaries, a small group of politicians and businessmen who saw the future of San Diego and declared it great. San Diego, they felt, was to become a world-class city, and would need a world-class park.

Today, Balboa Park is a vibrant urban park that welcomes over 12 million visitors annually. What do people do in this urban oasis? They admire the intricacies and elaborate whorls on the Museum of Art's ornate façade. They stroll along the vibrant swaths of color in the Park's formal gardens, deciding which plants to add to their own gardens. They take an urban safari through the Zoo's lush exhibits of flora and fauna from around the world. They take a step back in time inside the Museum of Natural History, and spring into the future at the Fleet Science Center. They anticipate the moment the Old Globe Theater's lights blaze on and light up the stage. They mill about and crowd Balboa Drive, eager for the start of a 5K run. They spread through the Park, 10,000 strong, to cast their votes on Earth Day for a healthy park and a healthy planet. They join a spontaneous volleyball game along 6<sup>th</sup> Avenue. The Park is something different to every person who visits it, every time they visit. But every time they come, they come for the magic, for the indescribable sense of place that *is* Balboa Park.

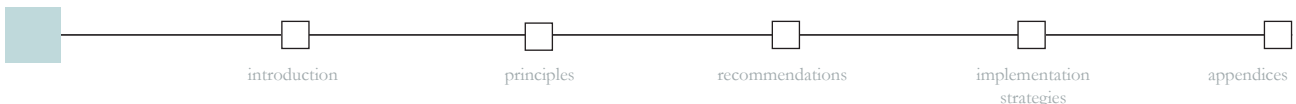
The Park is approaching the centennial anniversary of the famous 1915 Panama-California Exposition, the event that truly began to draw the broad strokes of today's Balboa Park. The Park has seen cycles of decline and restoration since these early days, finally coming full circle and enjoying a premiere position in the hearts of San Diego residents and visitors. The implementation of this Study's recommendations would be a significant way to celebrate and prepare for this important anniversary in the Park's history.



The Prado



Formal recreation: petanque





**A Park at a Crossroads**

The Jones and Jones/Civitas Team came to Balboa Park in early 2003, beginning a yearlong study of the Park’s land use, circulation and parking patterns. That study drew a picture of a park with a strong historical legacy and a complex mix of uses. It is the balancing of these uses, and their integration into the Park’s historic fabric, that demands critical policy and planning decisions. These decisions must define priorities and guide the Park into the future.

The Park has a finite amount of space. While its lands have decreased over the years, from 1400 acres to under 1200, the demands on those lands have increased. Land uses limit the amount of space available without fees, membership or other requirements to 600 of those acres.

This concentration of uses in the Park creates conflicts and confusion. Some uses show disparity between use and desire, such as spaces called to act as both parking lot and pedestrian pathway. Clustered attractions concentrate visitors in a handful of areas, while the lack of connection between mesas reduces the opportunity for either people or vehicles to spread out.

Parking in the midst of primary destinations increases conflicts of vehicles with pedestrians and consumes centrally located land that would be more appropriately dedicated to parkland uses. Complicating parking problems is inadequate parking management and inappropriate location. Employees arrive before visitors, occupying the bulk of destination parking in the core of the park. Not knowing where other parking is available, visitors circle the areas searching for spaces and increasing pedestrian conflicts.

These issues highlight the complex layering and intertwined needs of land use, circulation and parking. The current state of imbalance reaches to most areas of the Park. If these issues are to be solved, a new way of thinking about the Park’s use is necessary, and new solutions to restore a balance of Park uses are critical to the future.



Plaza de Balboa



Informal recreation: soccer.





*San Diego is a city with a park for a heart... Balboa Park is not finished. Neither is San Diego.*

--Lew Scarr, The San Diego Union, 1969

### A New Framework

Untangling the Park requires a unified vision that will address immediate issues, while offering a long-term framework that will carry the Park to a sustainable future. This vision must build on the five key assets of the park: developed parkland, gardens, cultural institutions, recreation and special events. The following six principles have been formulated to encapsulate this vision, and will function as the standard against which all recommendations and future decisions are measured.

**Reclaim, restore and conserve parkland.** This principle seeks to reverse the trend of shrinking parkland and to increase the amount of unfettered parkland while creating more opportunities for gardens, active and passive recreation and casual strolling through the park.

**Protect and enhance historic resources.** This principle stresses the importance of protecting the Park's historic gardens and architecture, many of which are protected by national and local historic landmark designations. While only some of these elements and areas are formally designated, modification impacting any of them should be reviewed with a keen eye to historic character and meaning. Park improvements should seek to interpret the historic record and enhance the visitor experience within these areas.

**Promote health of cultural institutions and other park elements.** The health and success of the institutions and gardens are tied intimately to the health and success of the Park. Planning efforts must look for opportunities to promote and enhance these important Park elements. Recreation and special events are also an important piece of the Park, and should likewise be integrated into comprehensive planning.

**Implement parking management and appropriate parking.** This principle emphasizes the need to prioritize parkland over parking. Parking provides necessary support to the Park's main activities, but infrastructure should be organized around destinations and attractions, not vice-versa. It is necessary to determine a maximum amount of parking and relocate parking in structures.

**Implement shuttle and transit.** This principle is companion to that preceding it. As parking takes a less prominent role in the face of the park, it will move to parking structures in more periphery locations. Shuttle and transit will enable this program, linking core destinations with parking.

**Distribute costs and benefits fairly.** The Park's stakeholders are as varied as the Park itself, and this principle seeks to ensure equity among them. The Park belongs to everyone, and improvements should seek the highest and best use of the Park's precious resources.



House of Hospitality courtyard.



Inspiration Point.







**Moving Forward**

Implementing the six principles leads to comprehensive recommendations that address the Park’s needs in a holistic manner. Existing planning documents provide a solid base for such recommendations, with certain modifications that respond to the City’s urban growth and economic and political climate.

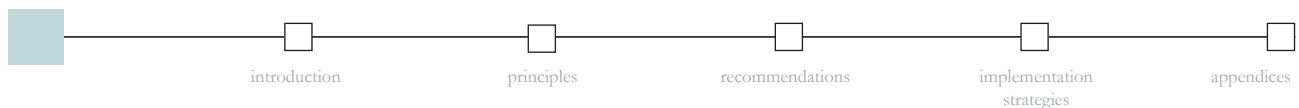
Efficient utilization of existing resources is the Park’s first step toward a sustainable future. Such improvements include a parking management plan that moves employees and long-term visitors to remote parking, linking close-in destinations and more distant lots with a shuttle system. This step builds on shuttle-based intra-park transportation, and begins the process of removing parking from the Park’s inner cores, reclaiming parkland and returning priority to the pedestrian.

Subsequent Park improvements continue restructuring the Park’s land use, circulation and parking systems by moving parking to perimeter garages. Structured garage parking consumes less parkland and can utilize areas of the park less suited to general park activities. Locating these structures at the entrances to the Central Mesa and Inspiration Point reduces pedestrian conflict and allows central areas to be reclaimed for parkland purposes.

Once the cores are reclaimed for pedestrians, they must be connected to each other, to the larger Park and to the surrounding neighborhoods. Enhanced and expanded pedestrian pathways, pedestrian bridges connecting mesas and reconfigured uses at the Park’s edge are the next series of improvements, and build naturally on the capital improvements that preceded them.



Alcazar Garden.





## Introduction

At just over 1200 acres, Balboa Park is one of the nation's largest urban parks; as home to over 90 educational and cultural institutions and organizations, it is also one of the nation's most diverse parks. This unique mix of parkland and cultural amenity is Balboa Park's strength, and its challenge.

The Park is a dynamic entity, and change is not a choice but a necessity. The Park's institutions must change and evolve to respond to new generations, new technology, new thought. The Park's developed parkland must flex and change to accommodate a growing population, new recreation, new lifestyles. The Park's challenge today is balance: balancing all of the many facets that *are* Balboa Park and merging them into the unique place that has served the City of San Diego for over a century.

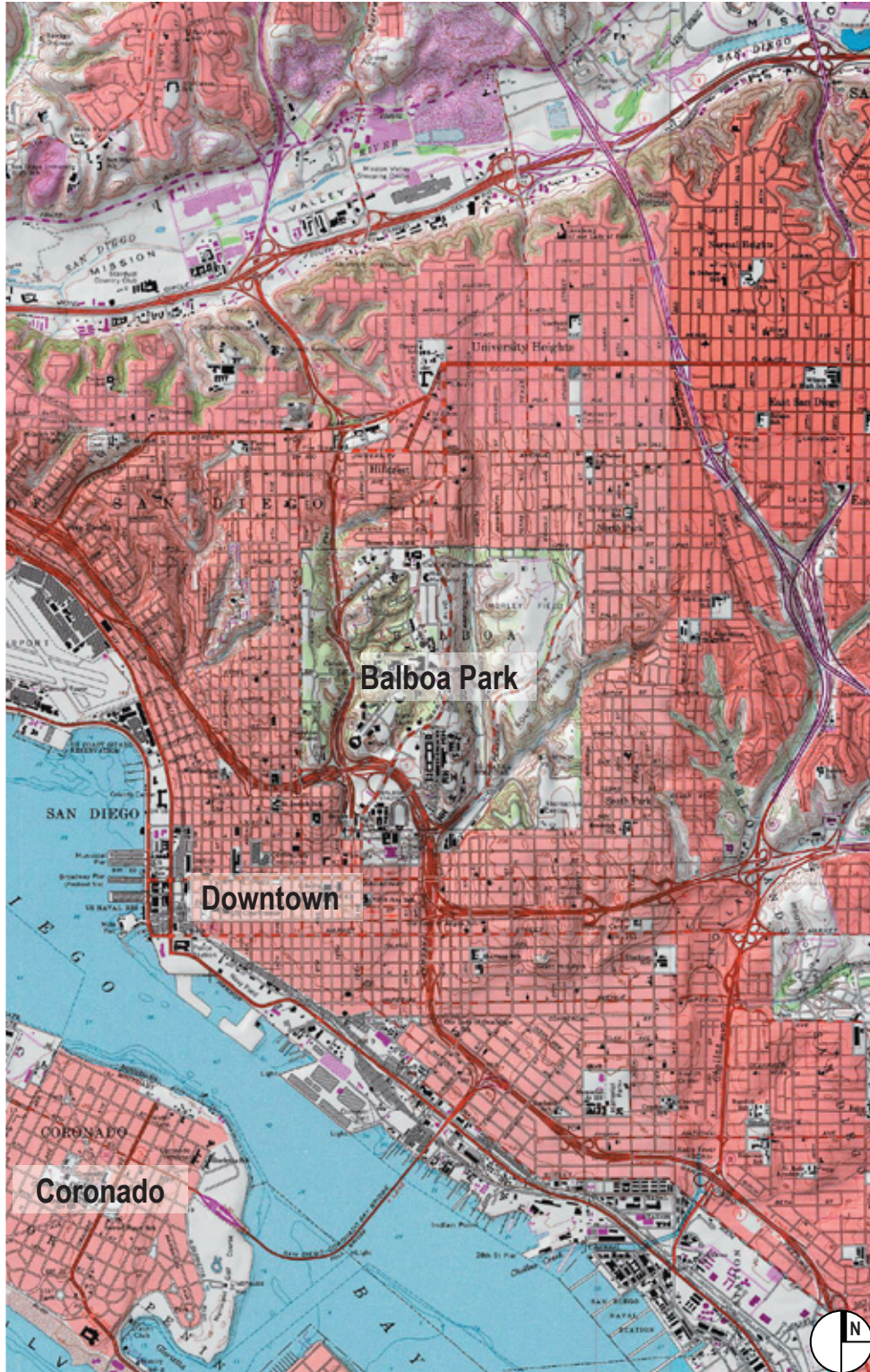
### Project Description

The Jones and Jones/Civitas team began work in early 2003 on what is formally titled a "Land Use, Circulation and Parking Study." The consultants' task was to study the integration of these three elements within the Park, and to make recommendations regarding their improvement.

This study is not a new plan, but rather, a study. The purpose of the study is to review existing policy documents, and evaluate their currency in light of the Park's changed and changing conditions. Many of the existing plans' recommendations are as valid as they were when written; other recommendations may require modification, or their objectives may be better served in an entirely different fashion.

For this reason, many of the recommendations in this document are not new; they underline or add to previous proposals.





**Location Map:** Balboa Park is adjacent to downtown San Diego, and offers views of nearby San Diego Bay.





### Organization of this Report

This study contains three parts: Principles, Recommendations, and Implementation Strategy. The first part of the report identifies six principles for the Park's future; these principles are the standard against which all future decisions should be measured. Part Two sets forth a series of recommendations, specific actions and implementable projects, to realize the six principles outlined in Part One. Some of these projects can be implemented with minimal expenditure, while others will require significant capital resources. The third part of the report outlines the potential phasing and possible funding sources that will make these proposals possible.

This report presents the synthesis and conclusions of a yearlong process. Specific studies and supporting documents may be found under separate cover in the report appendices; a summary of these appendices is included at the end of the main report.

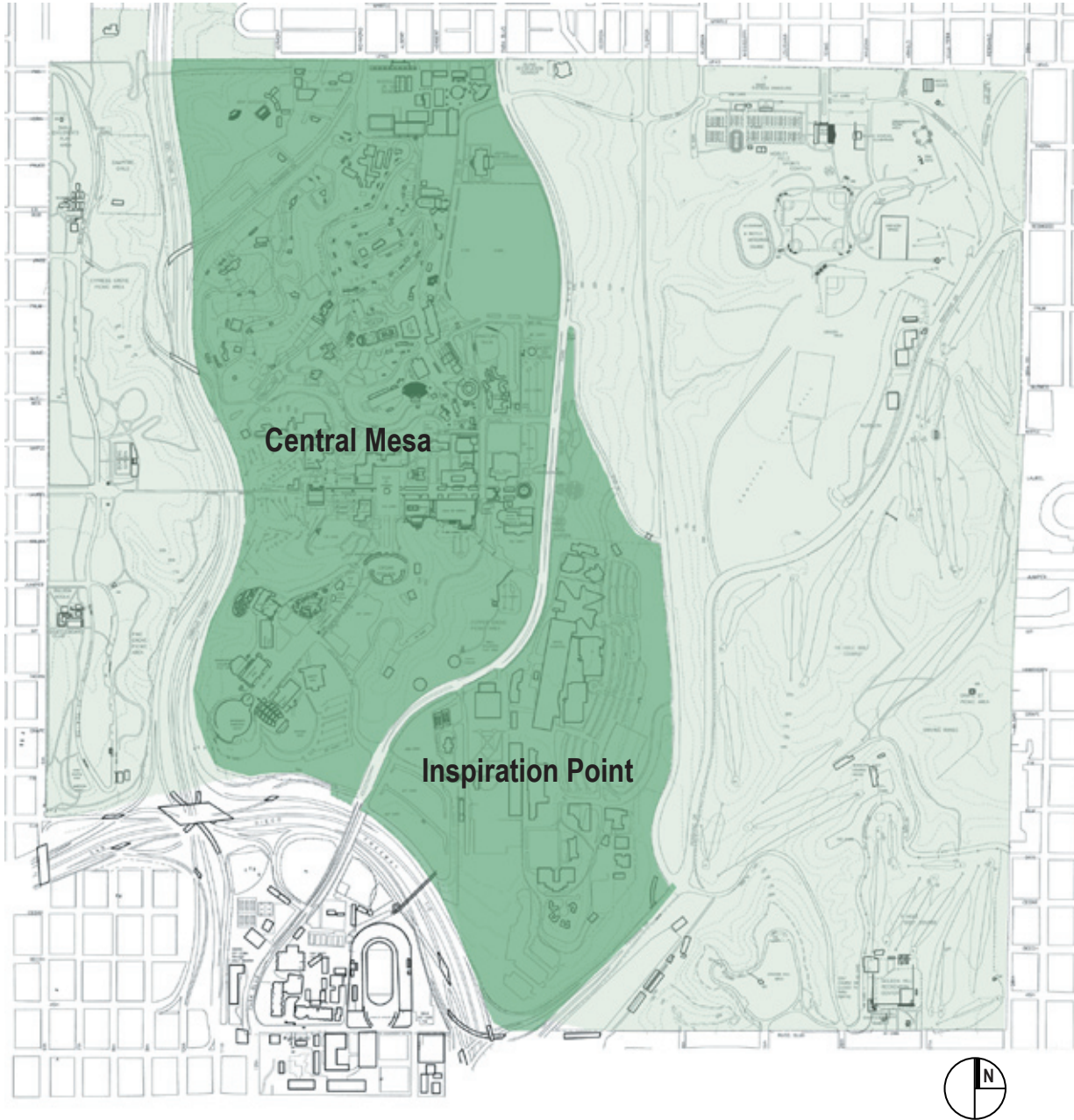
### Study Area

Natural topography divides the Park into three clear areas: the East, Central and West Mesas. This study focuses on the Central Mesa and Inspiration Point, which are bounded by Cabrillo Canyon, and state highway 163 to the west, Florida Canyon to the east, Interstate-5 to the South, and Upas Street to the North. The Central Mesa includes the Prado and the Palisades, the Park's two most heavily visited cultural areas. The San Diego Zoo, drawing visitors nationally and internationally, occupies a large portion of the Central Mesa as well. Inspiration Point houses the City's new Activity Center and is an emerging pedestrian destination.

After only a short time it quickly became clear that the study could not be confined to *only* this central portion of the Park. The three mesas are interlinked, and changes on one are felt across all three. Further, the mesas are linked not only to each other, but also to the surrounding neighborhoods; parkways, bridges, natural canyon topography span simple geographic boundaries. For these reasons, truly sustainable planning must base itself on a comprehensive Park-wide, and City-wide, view.







The Central Mesa and Inspiration Point occupy the central portion of Balboa Park.



### Public Process Summary

One of the project team's primary goals was to create an integrated public process that gathered input and guidance from a wide variety of individual and group stakeholders. Central to this effort were monthly and periodic bi-weekly meetings and workshops with the Balboa Park Committee, the designated community planning group for Balboa Park. Together with the Balboa Park Committee, additional public input informed every step of the process, from identification of key issues, to testing interim options, to drafting final recommendations. Public outreach included:

- Numerous meetings with adjacent community planning groups
- Meetings with elected officials, Park and Recreation Board, Design Review Committee, Planning Commission and the Historical Resources Board Design Assistance Subcommittee
- Public forums (4, timed with key project stages)
- Individual and group interviews (1000+)
- Focus group discussions (30+)
- Project website
- E-mail announcements
- Radio and Televisions announcements and forum coverage
- Formal and informal presentations to Park and neighborhood groups and organizations



Public outreach included an information booth at the 2003 Earth Day celebration.





**Current Planning Policy**

The City has undertaken numerous planning efforts in recent years, and has adopted official ‘precise plans’ for the Park’s Central and East Mesas, in addition to a Park-wide master plan. The following is a list of documents encompassing current Park policy:

*Balboa Park Master Plan, 1989.*

The 1989 Plan defines the spirit and guiding principles for the Park that should be respected and built upon. Many of this plan’s key recommendations, however, have not been implemented. As this plan is over 15 years old, some of the conditions in the park have changed and the plan requires review and revision to set forth the appropriate direction for implementation of improvements today.

*Balboa Park Master Plan Amendment, 1997*

This update of the 1989 Master Plan responds to the City Council’s resolution to build the Activity Center at Inspiration Point. The plan’s recommendations identify design principles for the project, and the changes in land use and transportation directives necessary to accommodate the new recreational facility.

*Central Mesa Precise Plan, 1992*

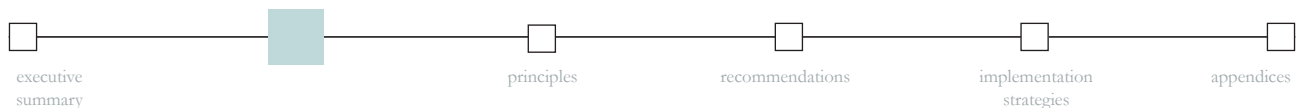
This plan refines many of the recommendations put forth in the Balboa Park Master Plan, and is the basis for, many of the recommendations in the current Study. Some of the plan’s recommendations have been implemented, most notably rehabilitation of some of the Park’s best-known formal gardens.

*East Mesa Precise Plan, 1993*

This plan places a strong emphasis on ecologic zones as organizing features of the landscape. The plan focuses on creating more connection with surrounding neighborhoods, and enhancing landscape integrity.

*Park Boulevard Promenade Plan, 2004*

This most recent planning effort focuses on the area adjacent to the Zoo, outlining a proposal for an underground parking garage. The existing Zoo surface lot would be converted to a public promenade and additional exhibit space for the Zoo. This plan also proposes a small surface lot along Richmond Drive, within the Zoo’s current lease, for use by Zoo employees.





### Park History

Balboa Park is a rich tapestry with over 135 years of history. Founded in 1868 as City Park, the modern-day Balboa Park fulfills the dream of a world-class park for a world-class city. The Park's early form was shaped by Kate Sessions, whose nursery lease within the Park specified that she plant 100 trees a year for the duration of her lease. Formal planning began in 1903 when Samuel J. Parsons Jr. was hired to prepare the Park's first master plan.

The Park came into regional and national prominence as host of two expositions, the Panama-California Exposition of 1915, and the California-Pacific International Exposition of 1935. It was these two events that drew the first broad strokes of today's park, introducing the Park's signature Spanish Colonial Revival architecture and formal garden structure.



Above and below, the 1915 and 1935 expositions were hugely popular with local and national visitors. *historic photos courtesy David Marshall, ALA*



executive  
summary



principles



recommendations



implementation  
strategies



appendices





Expositions' legacy survives today. Although the majority of Exposition structures were never intended to be permanent, such was their popularity that the public protested their dismantling and demanded their preservation. Multiple restorations and reconstructions have preserved these buildings for today's visitors, and many of the structures within the Prado and the Palisades, and the areas themselves, are locally and nationally designated historic landmarks. The history of these buildings reflects the history of the Park itself, both having gone through cycles of decline and restoration.

While the buildings have remained, their occupants have changed, but the tradition of housing cultural and educational institutions continues. The Park's formal gardens, including the Alcazar Garden, the Casa del Rey Moro Garden, the Palm Canyon and even the Moreton Bay Fig tree, also date to these events. Other gardens such as the Japanese Friendship Garden and the Rose Garden are gardens that were lost and reconstructed.

The Park's complex mix of activities and land use patterns is also a legacy of early years. San Diego High School, then Russ School, was one of the Park's earliest leases, founded in 1881 and still operating today. Golden Hill Park dates to 1889, and was one of the Park's earliest memorial sites with a row of oaks commemorating sailors killed in a 1905 explosion in San Diego Bay. The East Mesa developed in the 1930s as a recreational resource with the construction of Morley Field facilities and the 18-hole golf course. The 1940s saw the Park converted to a temporary military installation, used as naval training grounds and medical facilities.

The Park has continued to grow and evolve right up to the present day. New buildings are added, and uses change. Change ensures vitality, making the Park relevant to each new generation, but it must also respect the Park's historic fabric. Planning efforts and recommendations must integrate the past and the present, striking a balance that preserves the park's rich history and welcomes the future.



The Expositions' legacy survives today in the Park's ornate architecture and formal gardens.

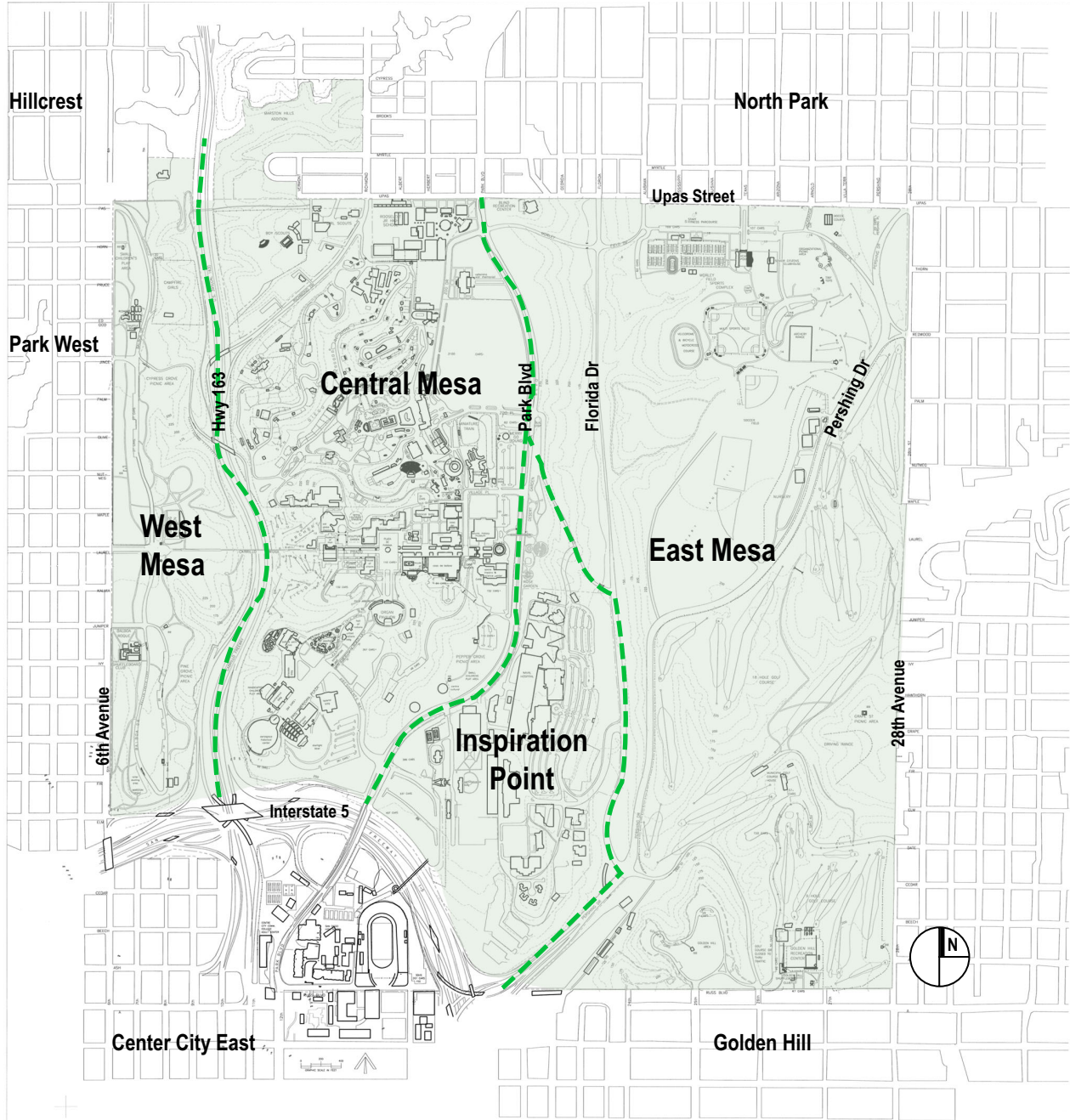


## Principles

The success of any planning process depends upon communicating intent, not just recommended actions, to the decision-makers of today and tomorrow. Recommendations alone do not express the unified vision, the ultimate goal that carries planning into the future and ensures its ability to accommodate and incorporate future conditions.

The six principles that follow, numbered and arranged in no order, emerged from and were debated and tested by the public process and Balboa Park Committee workshops. These precepts encapsulate the core intentions of the planning process and provide the ‘why’ to the recommendations’ ‘how’. While recommendations may change in the face of unforeseen circumstances, these principles do not, and should be the ruler against which all future decisions are measured.





**Park Context:** The map shows the neighborhoods adjacent to Balboa Park, and the roads bounding it. The Park is generally divided into three mesas and Inspiration Point.



## Principle One: Reclaim, Restore and Conserve Parkland

**Reclaim.** In 1868, the land that is now Balboa Park was set aside “...to be held in trust forever...for the use and purpose of public park and no other or different purpose.” Since then, the Park has faced pressures that have significantly altered its face, and challenged its original mandate. Legal extractions have reduced the park’s acreage from 1400 acres to less than 1200 acres. Access restrictions have further reduced the amount of land that is open to the public to just under 1000 acres. Another 400 acres of public land requires a fee for entry, leaving approximately 600 acres—less than half the original dedication—as open, unprogrammed parkland. Even this 600 acres is not as unfettered as it may appear, including acres of surface parking lots that, although technically open, do not serve as true recreational space. On the Central Mesa and Inspiration Point, surface parking accounts for over 50 acres of space.

The City of San Diego identifies Balboa Park as a ‘resource-based’ park. This class of park is intended to serve as a regional—not solely neighborhood or city—resource for the preservation and enjoyment of scenic, natural and cultural features. As such, there are many activities and land uses appropriate to a regional park; active and passive recreational uses, such as strolling, biking, reading, picnicking, tossing a baseball, playing tag, come immediately to mind. Other cultural uses, such as museums, gardens, exhibits are also appropriate, as are a certain number and type of ancillary activities such as restaurants.



Unprogrammed parkland draws a wide variety of users and activities.

This directive to reclaim parkland seeks to increase the amount of land available for *park* uses. There are two types of reclamation: taking back parkland that has been removed by lease or restriction from general, open access, and increasing the quantity of truly open, unprogrammed land by reducing the acreage needed for support services such as parking.

**Restore.** Beyond *quantity* of parkland is the issue of *quality* of parkland. The Park is a showcase of many landscape types, from canyon chaparral to formal gardens, but buildings and roadways have shrunk and fragmented these landscapes, and created discontinuity in the natural progression from one landscape to another.

Having parkland is not enough; that parkland must exhibit a quality that visitors value and respect, a place that visitors would like to enter and experience. High-quality parkland is also not enough; that parkland should offer a variety of experiences. 1400 acres of manicured lawn is not nearly so interesting, nor does it offer the wealth of educational and recreational opportunities, as 1400 acres of varied and unique landscape.

**Conserve.** Past decisions have determined the shape of the Park today, and today’s decisions will determine the shape of the Park in the future. A clarified vision, and a heightened appreciation of the Park as a rare resource, dictates that future planning must always consider the highest and best use of parkland, and a return to the original mandate.



Naturalized areas, often off the beaten path, provide habitat and beauty within the Park landscape.







**Principle Two: Protect and Enhance Historic Resources**

**Protect.** The Park is the guardian of a rich historical record written in flowering gardens and ornate architecture, and there should be no further loss of these resources. The Prado and the Palisades are designated as a historic landmark district and are protected by the regulations governing their status. Many other Park elements, particularly gardens, are similarly historical but do not have formal recognition of their status. These resources should be protected in the same manner as the Park’s architectural resources. All proposed improvements should be evaluated in a public forum and reviewed by the Historic Resources Board design subcommittee, to ensure that the traditional character of the Park is maintained, even when venues are not officially designated.

**Enhance.** The Park’s resources must not only be protected, but also enhanced, as opportunities present themselves. This study recommends the reclamation of the Plaza de Panama and the Pan-American Plaza, both in the heart of this historic district. Such projects present the opportunity to enhance the existing historic plan. Design and layout of these areas should be consistent with the historic character of the areas; materials and furnishing should compliment adjacent architecture and landscape.

While the Prado and the Palisades offer opportunity for enhancement within a tightly defined site plan, Inspiration Point offers opportunity to expand the site plan. New buildings or gardens in this area should integrate with and draw from, but not necessarily duplicate, the area’s historic gardens and architecture.



Above and below, the Park’s historic record is written in formal gardens and carefully preserved architecture.





### Principle Three: Promote Health of Cultural Institutions and Other Park Elements

**Cultural Institutions.** A wide array of cultural institutions call Balboa Park home, and this strong cultural core has served as the backbone of the Park's development. The institutions represent both past and future: from the 1915 and 1935 expositions' array of exhibits designed to educate and entertain, the Park has evolved into a major cultural and educational nexus. The buildings and the institutions they house are part of the Park's historic fabric. As a major visitor destination, they are an integral part of Park identity that must respond, as does the rest of the Park, to changing demands and expectations.

It is this balance of past and present, of tangible buildings and intangible needs, which is the challenge for future planning. The institutions must be allowed to expand their visitorship and programs, but this growth must take place within existing building footprints. While new buildings should not be built in the Prado area, there are select opportunities for some physical growth for institutions in Inspiration Point and the Palisades.

The institutions are vital social and place-making elements in each of the activity core areas, and economics are vital to the continued health of these facilities. The institutions need to retain, and where possible strengthen, their visibility, identity, activities and event to keep them vital and interesting; they must also offer convenient access for both groups and individual visitors. This diverse and complex set of development and operational needs must be met, ensuring the continuance of the Park's *cultural* heritage, without harming the Park's *physical* heritage.

**Other Park Elements.** Balboa also has a rich horticultural heritage, and the Park's formal gardens are an integral part of the historical record. The 1915 Panama-California Exposition was nicknamed "The Garden Fair" and planted many of the gardens still enjoyed by visitors today. The Palm Canyon, the Moreton Bay Fig, the original Rose Garden (since relocated), and the Japanese Tea Pavilion (revived in the Japanese Friendship Garden), as well as the botanical building and Lily Pond, all date from this first exposition. The Casa del Rey Moro Garden, the Desert Garden, the Alcazar Garden and the now-lost Organ Pavilion garden followed in 1935. These gardens are a treasured part of the Park, and must be integrated into Park-wide planning as

destinations in their own right. While some of these gardens are well-known, others are not and should be promoted so that a wider segment of the general public can enjoy one of the Park's most beautiful and vibrant offerings. The gardens should be enhanced with appropriate plantings, furnishings and lighting; as the opportunity presents, additional 'lost'



gardens should be restored.

In addition to institutions and gardens, Balboa Park serves as a major venue for special events and recreation. Gatherings range from small family picnics to large regional celebrations such as Earth Day. Recreation can be as solitary as a lone jogger, or as large as a regional sports tournament. These activities are a vital part of urban life. As an opportunity to meet and interact with friends, family and neighbors, recreation promotes strong community ties, civic identity and pride of place. There is no other similar venue within San Diego that can meet the scale and variety of needs like Balboa Park can, and these elements of Park use must be carefully factored into the planning process.

Additional park elements consist of management, maintenance, visitor service facilities and restrooms. While these elements are support systems for the park and are vital for Park operations, it is important to minimize their impact to the Park while promoting their health and safety. Commercial venues, including restaurants, dining establishments and complementary retail services, provide additional visitor opportunities that add to the rich diversity of Park experiences. Commercial services should be expanded in the activity cores in ways that will support rich visitor experience while offering visitor services





## Principle Four: Implement Parking Management and Appropriate Parking

**Parking Management.** This directive is a matter of getting the right people, and the right number of parking spaces, in the right places. Analysis shows that approximately 50% of Park visitors come from the south along Park Boulevard, 25% come across the Cabrillo Bridge, 15% come from Zoo Place, and the remaining 10% of visitors come from north Park Boulevard at Upas Street. The Central Mesa and Inspiration Point have approximately 6500 total parking spaces. Of those spaces, employees and volunteers fill approximately 88% of the spaces in the Prado, 26% of the close-in spaces at the Zoo, and 13% of the spaces in the Palisades. These lots fill quickly, primarily with employees and volunteers, and visitors find it difficult to locate spaces in these core lots. The dearth of spaces leads visitors to circle close-in lots in a hunt for free spaces, causing great frustration and elevated pedestrian conflict. The Inspiration Point parking lots are underutilized by Park visitors but largely filled with City College students and Naval Hospital users. While the opportunity for joint-use solutions exists with the Navy Hospital, City College must find alternate solutions within their own lease.

The second facet of the parking problem is that many Park visitors are not aware of the additional parking available in the remote lots, most notably Inspiration Point. This confusion leads to frustration for motorists, as they repeatedly circle the close-in lots searching for a space, and conflict with pedestrians, due to this high traffic in and around destinations.

Parking management strategies can reorganize parking patterns and direct motorists to the proper lots, increasing efficiency of existing resources and reducing visitor frustration. Relocating employee and volunteer parking is an important and immediate part of this management strategy.

**‘Appropriate’ Parking.** The issue of pedestrian-vehicular conflict raises a question more basic than that of capacity and priority: not *how much* parking there should be and *who* uses it, but *where* parking should *be*. As an urban park, one of Balboa Park’s most important functions is to provide a respite from the patterns and stress of urban living. A key component of this paradigm shift involves returning primacy to pedestrians and minimizing the role of vehicles. It is this view of a park that should define what--and where--‘appropriate parking’ is.



### Principle Five: Implement Shuttle and Transit

**Internal Connectivity.** An integral part of responding to Balboa Park’s parking issues, both short-term and long-term, is efficient and convenient internal transportation. Although an internal trolley loop is in place, the current system is not well known to visitors, and projects a sightseeing image rather than an internal park transportation image. This system also has severe limitations in terms of capacity and disabled accessibility, and is not family-friendly.

An effective Park shuttle must support parking management by linking core destinations and remote parking lots. In the short term, this system would allow the management of parking and frees interior spaces for visitors rather than employees. In the long term, the system allows large areas of internal parkland to be reclaimed by relocating core parking to remote lots.

By connecting Park destinations *to each other*, the system increases visitor mobility. Ease of movement throughout the Park promotes the health of both cultural institutions--by allowing easier access to a larger number of destinations—and other park places, by making it possible for activities to be distributed more evenly throughout the Park instead of being concentrated on a handful of areas adjacent to cores.

**External Transportation.** Seeking alternative methods of arrival to the Park addresses some of the Park’s most critical issues—parking and circulation—at the root. Analysis shows that Balboa Park currently captures approximately 5% transit users. Projections for 2020 indicate that number may double to 10% if Bus Rapid Transit (BRT) plans move forward. However, the automobile will still remain the most dominant transportation mode for Park visitors.

Bus route 7 runs along Park Boulevard, and provides service reasonably close to Balboa Park’s core cultural destinations. Although the location is fairly convenient, the timing is not; current analysis shows that using public transportation takes approximately double the time of driving privately to the Park. SanDAG’s Transit First Showcase Project proposes to add Bus Rapid Transit (BRT) along Park Boulevard, which may increase the efficiency of travel; this and other types of improvements that encourage alternative arrival in the Park are necessary to sustain Balboa Park’s future, and to reduce impacts to the adjacent neighborhoods as well.



### Principle Six: Distribute Costs and Benefits Fairly

Balboa Park's prime missive for the future, encompassed in all the preceding principles, is to achieve balance, and this need extends to the area of fiscal impacts. Funding is critical to both capital improvements and ongoing operational costs, which can often prove greater than initial capital outlay. Projects often secure funding for the former, without plans for the latter. The costs of Park improvements should be equitably distributed. Both public and private funding should be explored, with specific consideration given to cost-benefit analysis of each project.

The Park's challenge is to serve the broad needs of the local, national and international park users, and strike a course which provides the greatest benefit for the Park as a whole by selecting and supporting the projects that contribute to the aggregate goals of the Park.





## Recommendations

The preceding section of this report outlined five overarching goals for Balboa Park; this section identifies specific strategies for achieving them. These actions are grouped into three broad but interrelated categories: Land Use, Circulation and Parking.

### Land Use

The true magic of Balboa Park comes from its mix of park, gardens, recreational opportunities and cultural institutions. These four types of uses have very different needs, and the Park's challenge is to accommodate—and balance—all. The following 16 land use recommendations are organized under three categories: conversion of existing land uses, building expansion, and operations and maintenance.

#### Conversion of Existing Land Uses

A primary goal for the future of the Park is to increase the amount of land available to the general public. Recent decades have seen a steady shift in priorities, from parkland to parking, to the point where the Park's central pedestrian cores have become fragmented and crowded with parking. Relocating parking to garages in areas of the Park that are topographically less desirable for open park use offers the opportunity to reclaim parkland in the areas where it is needed most, the pedestrian cores. The parking lots that become available for reclamation are significantly sized, and offer space appropriate for recreation, pedestrian plazas, or formal gardens.



Unprogrammed parkland allows visitors to make the Park *their* Park.

### Capacity for Growth

Park use today has increased beyond levels forecast in the 1989 Master Plan: passive uses, visits to cultural institutions, active recreation and special events have all gone up over the last twenty years. This increase has had both positive and negative effects on the Park. On the positive side, more people are enjoying the Park. They are visiting the Park throughout the day and the weekend, extending the Park's window of usage. Though no formal studies have been done, this increased activity has likely made the Park not only a more vibrant, but also a safer place. More people are enjoying cultural and educational programming offered by the Park's institutions, enriching the City's cultural base and boosting the health and viability of the institutions themselves. Increased visitation means that more people identify with the Park, and think of Balboa Park as an integral part of living in or visiting San Diego. More people participate in active recreation, utilizing the Park's facilities.

On the negative side, more people in the Park leads to more conflicts of use. A successful, healthy Park should accommodate and welcome a wide variety of users, and conflicts, whether physical, visual, programmatic or otherwise, degrades this experience. Visitors seeking solitude may find it harder to be alone, and those looking to use recreational facilities find them more difficult to schedule. Institutions and the Park Department have a much more challenging task in managing events, and coordinating day to day access to the Park's facilities. There are also negative impacts on the Park's physical spaces; increased trash, trampled grass, general wear and tear.

The largest impact of increased visitation is more cars; more people means more cars and more conflicts. These conflicts are manifested between vehicles and between vehicles and pedestrians, as well in the mental frustration of looking for space. The Jones and Jones/Civitas team has concluded that, although it is not possible to measure the physical capacity of the Park, Balboa Park is likely at a point now where it is essentially at capacity. 'At capacity' means that it is still possible to maintain and balance the quality of experience for all user groups. The Team further notes that the primary conflicts of capacity involve cars, and peak days have already shown that the number of cars attempting to access and park in the Central Mesa and Inspiration Point exceeds available resources. Due to the conflicts noted above, this imbalance has led to a situation in which the Park experience is degraded on peak attendance days.





### L1. reclaim Plaza de Panama as a pedestrian-oriented plaza

In addition to the general goals above, one of the Prado's largest issues is reclaiming the Plaza de Panama. This plaza is a critical focal point on two counts. It is the formal arrival point for visitors entering the Park across the iconic Cabrillo Bridge, and it is also the western terminus of the Prado's main axis, balancing the Plaza de Balboa to the east. The Plaza de Balboa serves well as a 'bookend' to the Prado, offering ornamental plantings and a central fountain. In contrast, vehicular demands have reduced the Plaza de Panama to a congested parking lot that is confusing to motorists and dangerous for pedestrians.

It may not be practical to completely remove vehicular traffic from the Plaza, but it can be better organized, with emphasis on welcoming the pedestrian. Enhanced paving treatments and ornamental plantings should shift focus to creating a pedestrian domain; vehicular traffic and valet parking drop-off should be limited to the plaza's edge. Movable planters can be used to organize the plaza for mixed uses and events. Some short- and long-term disabled parking may be retained, but general parking should be relocated to other areas of the park. Future, more detailed studies will determine the best configuration and amount of parking, if any, that are most appropriate for the Plaza. Parking and circulation modifications recommended later in this document will also reduce the amount of traffic entering the plaza. These modifications will allow the Plaza to be closed to vehicular traffic during special events, returning to the Plaza's original use as a large public gathering place.

This recommendation is consistent with the Balboa Park Master Plan; implementation would require an individual reclamation plan in addition to signage identifying acceptable vehicle uses and locations, and to direct visitors to parking once it has been removed from the Plaza. This signage would be part of a Parking Management Plan, and should be linked to the Transportation Demand Model. This recommendation, as well as the three recommendations that follow, require that parking be relocated to other areas of the park. As such, L1-L4 are closely linked, though not entirely dependent, upon the implementation of an internal park shuttle (Recommendation P7) and a shift from surface to structured parking (Recommendation P12).



The Plaza de Panama has become a congested mix of pedestrians and vehicles.



Mixed use plazas give priority to pedestrians, separating pedestrian and vehicular uses by physical boundaries and time-regulated parking.  
*photo: Philip Greenspun*



## L2. restore Pan American Plaza as a pedestrian-oriented plaza

The Palisades area, with the Pan-American Plaza at its core, also suffers from vehicular demands. Originally laid out around a formal garden with fountains, the site has lost this central feature to parking. This change altered the essential character of the Palisades, leaving it without a true focal point.

The Pan American Plaza should be redesigned as a pedestrian-oriented plaza. As with the Plaza de Panama, further study would determine the best mix of uses in the Plaza. The Aerospace Museum, the Automotive Museum, the Starlight Bowl, the Municipal Gym and the Hall of Champions all have substantial visitation with occasional events and activities that attract large numbers of visitors. In addition, the Palisades Building and the Balboa Park Club building are used for numerous community events that often extend into the evening hours. Detailed study should define the use profile and peak demand for access in the Palisades, and should evaluate the advantages and disadvantages of various reclamation/parking scenarios.

One strong possibility for the Plaza may be a European model of time-managed use, where the Plaza would be dedicated to pedestrian activity during the day and allow parking only during evening hours and special events. Alternately, for special events held *in* the Palisades, the Pan American Plaza can remain closed to vehicles, offering a large public gathering space. The Plaza's design must be consistent with the historic character of the Palisades. Should further study recommend that all vehicular traffic be removed from the Plaza, easily accessible disabled parking could be located in the lot directly behind the Aerospace Museum.

Restoration of the Pan American Plaza as described above is consistent with recommendations put forward in the Balboa Park Master Plan. Further action would require a historical review of any proposals in addition to the customary approval process for new buildings. The provision of an internal Park shuttle (P7) and structured parking (P12) will facilitate the conversion from parking to pedestrian uses.



A 1935 map depicts the Palisades area as it appeared during the California-Pacific International Exposition.





**Reclaim Plazas:** Located in the heart of the Prado and the Palisades, the Plaza de Balboa and the Pan-American Plaza are focal points of their respective areas, and should both be reclaimed as mixed-use plazas.



### L3. reclaim the Organ Pavilion parking lot for parkland and gardens

Known during the 1935 exposition as the California Gardens, the site of the present-day Organ Pavilion parking lot was once a formal garden housing a colorful selection of roses and other lush vegetation. This lot should be reclaimed for parkland and gardens in order to enhance pedestrian connections between the Prado and Palisades, and to create a valuable gathering place within the Park's busiest area.

This recommendation aligns with the Balboa Park Master Plan in recommending the reclamation of this lot, but differs on the relocation of the lot's current parking capacity. While the Master Plan proposes an underground parking garage with a rooftop pedestrian plaza at this location, this Study recommends the complete removal of parking from the site, in order to reduce vehicular traffic through the Prado and Palisades cores. Implementation of this recommendation would require an amendment to the Master Plan and an individual site reclamation plan. Perimeter parking garages, as described in Recommendation P12 of this report, would absorb the capacity of the lot, and must therefore be in place before reclamation could begin.

### L4. reclaim the Alcazar parking lot for parkland and gardens

The Alcazar parking lot offers another prime location for parkland reclamation. This site provides potential for expansion of the existing Alcazar gardens, connection between the gardens and Palm Canyon, a pedestrian plaza, recreation or unprogrammed parkland. Perimeter parking garages, as described in the 'Parking' section of this report, would absorb the capacity of the lot, and must therefore be in place before reclamation could begin. New parkland and garden uses should be compatible with the site's historic character.

This recommendation does not appear in the Balboa Park Master Plan, and would need to be adopted through a Master Plan amendment. Further action also necessary for implementation is an individual reclamation plan and a transportation study; this study, the Transportation Demand Model, should recommend new parking and circulation patterns and address any proposed short-term parking or service vehicle access to the Prado buildings.





**Reclaim Surface Parking:** The Alcazar and Organ Pavilion surface parking lots should both be reclaimed for parkland and gardens. Adjacent to the Park's most heavily used pedestrian cores, these sites offer opportunity to enhance and expand the pedestrian realm.



### L5. reclaim southern Inspiration Point

The southern portion of Inspiration Point, given over to declining vegetation, disused roadway and chain-link fencing, exhibits considerable neglect and projects an image inappropriate to a park. Recreational space may be possible in parts of this area, but steep topography, airline flight paths and highway proximity suggest that naturalization may be a more feasible use over much of the site. Naturalization would not prohibit the inclusion of recreational trails and would provide some screening from the highway. Naturalization would also provide wildlife habitat for insects, birds and small mammals.

Funding must be procured for the implementation of this recommendation; a portion of this funding would cover design costs, while the bulk would go towards trail construction and replanting.

### L6. pursue joint use agreements and public access opportunities

Some restricted Park uses are valid allocations of land, but may present the opportunity for expanded public use through joint use agreements. Roosevelt Junior High School is an excellent candidate for shared use, where the fields to the south and west of the school may be able to offer community access after school hours and on weekends. Currently decomposed granite, these fields could be converted to turf and would offer additional recreational area for both the school and the community. Joint use of the field would require coordination and a formal joint use agreement between San Diego Unified School District and San Diego Park and Recreation Department. A minimal amount of new signage outlining use regulations would also be needed.

The Park nursery is an example of use that may be able to ease restrictions and offer more public access. Dependent upon functional and staffing restraints, it may be possible to open some areas of the grounds for educational or passive recreation uses, without compromising the working nature of the facilities. This action is consistent with the East Mesa Precise Plan, and would require internal Park coordination to identify areas that could be opened to the public.

Further opportunities for joint use or increased public access should be explored in an Existing Use and Lease Utilization Plan.





**Reclaim Parkland:** Southern Inspiration Point should be reclaimed as naturalized habitat and recreational parkland.



### L7. reevaluate utilization of existing land uses and leases

Some Park uses do not represent the highest and best use of parkland. In cases such as the Central Mesa archery range, the use serves a small number of people in relation to the amount of land it occupies, and the land would be better dedicated to a broader use. In other cases, such as the 20<sup>th</sup> and B Street maintenance yards, the use would be better located in a less prominent location or outside the Park boundaries. This site, somewhat separated from the rest of the Park, would be particularly well-suited to self-contained active recreation such as soccer fields and the like.

Implementation is consistent with the East Mesa Precise Plan and requires an Existing Use and Lease Utilization Plan; this survey should focus on identifying uses that may be relocated, reduced, or eliminated from the Park. This evaluation should be followed by coordination with user groups considered for non-renewal of leases to identify alternate locations or solutions inside or outside of the Park.

### L8. study the closure of northern Florida Drive

Florida Drive bisects the Park's largest example of native uplands landscape, creating a significant amount of conflict between vehicles, pedestrians and wildlife. Previous studies have suggested the closure of the road's northern segment as a means to restore habitat integrity and create a more pedestrian-friendly trail system. While this recommendation has merit from an ecologic and recreation perspective, it may also introduce a number of more complex Park issues, including increased traffic on Park Boulevard. The concept merits additional study, with due consideration given to the impact on larger park and neighborhood circulation patterns and capacity, as well as to potential gains in landscape integrity. Any restoration efforts should comply with the City of San Diego's Multiple Species Conservation Program (MSCP) guidelines.

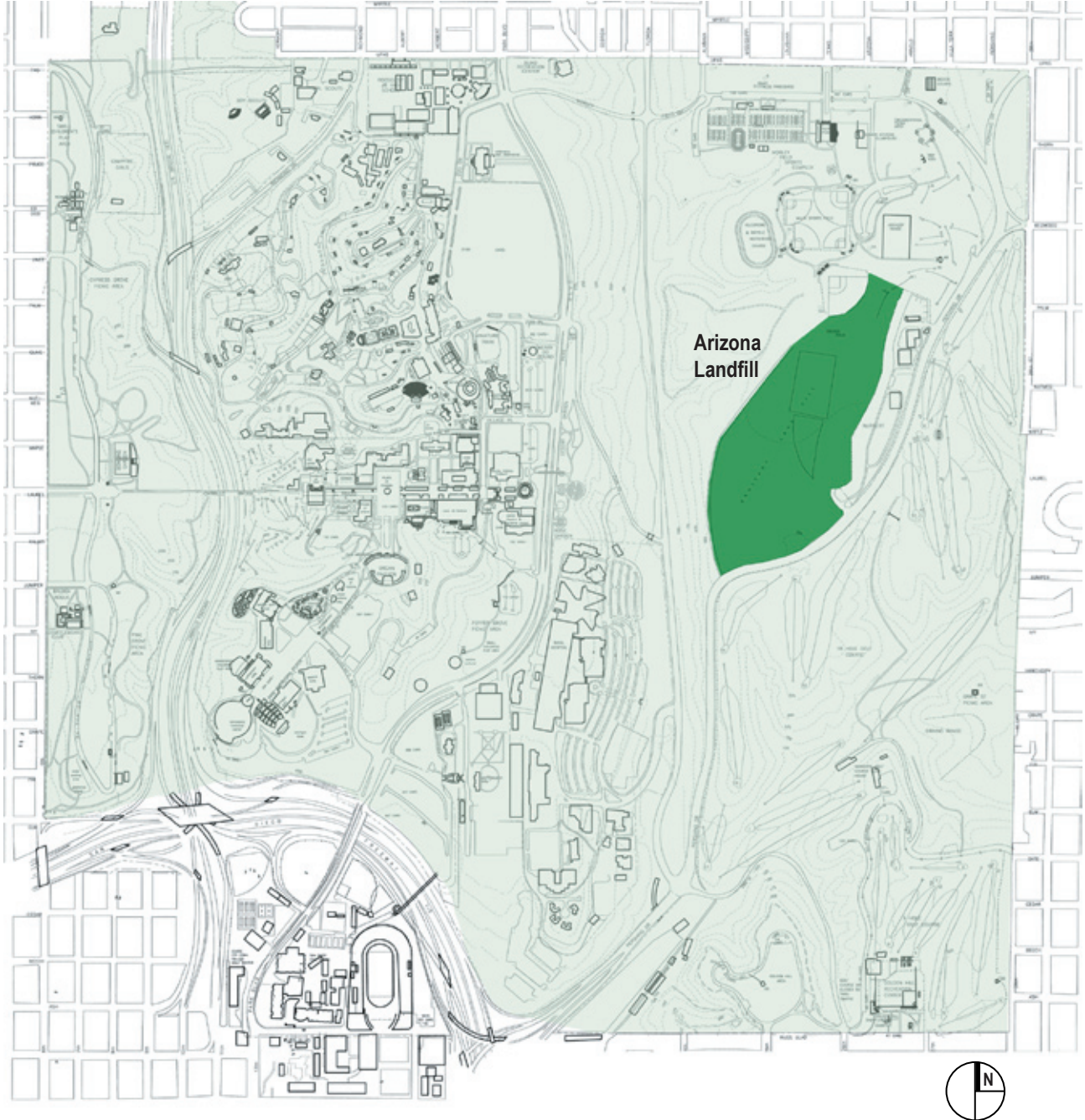
### L9. reclaim Arizona landfill

The Arizona landfill occupies approximately 50 acres of the East Mesa. Closed in 1975, the landfill is one of the largest areas of the park available for reclamation. The landfill's central location on the East Mesa could offer an attractive area for festival celebrations, race staging and starts/finishes, active or passive parkland, or habitat restoration. By providing an additional large gathering space, the reclaimed landfill would relieve significant pressure on the Central Mesa's public spaces. The landfill's reclamation, consistent with recommendations put forward in the 1993 East Mesa Precise Plan, would require significant capital outlay, but would be a prime candidate for environmentally focused federal and private funding. This project has been approved in previous planning documents; detailed environmental and engineering study and design is necessary to move forward with this recommendation.



The Arizona Landfill occupies a large parcel of land on the East Mesa.





**Reclaim Arizona Landfill:** The Arizona landfill should be reclaimed and integrated into the East Mesa. The landfill offers a large piece of space that could serve a variety of active and passive Park uses, such as festival gatherings, race starts and finishes and naturalized habitat.



#### L10. prevent future extractions

The Park must work with appropriate agencies to avoid further extraction of parkland. Leases, restrictions, and joint use agreements are among the tools that may be used to seek alternate solutions that meet the needs of all parties involved.

### Building Expansion

The Prado and The Palisades are the Park's two most historic and most heavily used areas. Built for the Panama-California Exposition of 1915 and the California-Pacific International Exposition of 1935, these two cores are designated as National Historic Landmarks.

#### L11. prohibit building expansion onto the historic Prado

The Prado's landmark status restricts alteration to the buildings' historic facades, or to the historic character and layout of the area. New construction on the Prado should be prohibited, with one notable exception. The Prado has lost a handful of buildings over the years, and the reconstruction of these buildings is the only addition that would be acceptable under historic preservation guidelines, so long as such reconstructions do not negatively impact already existing institutions and structures. Valued elements such as the Old Globe Theatre's Lowell Davies outdoor stage and the Timken Gallery did not exist during the original expositions, but must be respected and integrated into any plans for Prado renovations. Reconstructions must not encroach on the physical space or quality of experience offered by these institutions.



The Prado's Spanish Colonial Revival architecture.





### **L12. consider new buildings in the Palisades that reinforce historic plans**

The Palisades has lost several historic buildings that have never been replaced. These structures served as integral pieces in the area's spatial layout, and their replacement would offer not only functional space for new institutions or facilities, but would recapture the Palisade's original architectural and spatial character. These replacements could be historical reconstructions, or could be adaptations that provide complementary and purposeful, though not striking, contrast to the area's existing buildings.

The International Cottages are a Palisades tenant that have expressed an interest in expansion. As with the Prado, any outright additions to the Palisades must be carefully considered to ensure that such construction would not negatively impact existing institutions, both physically and visually. It is not recommended that any expansion move into the lawn area in front of the Balboa Park Club Building and the Palisades Building, as this area is heavily used by school and other groups.

The key to a strengthened Palisades is to acknowledge that both history and innovation have a place. While historic preservation is valuable, the Park is not a museum; it must be flexible enough to adapt to and accommodate change and to create new opportunities while respecting the historical record.

This recommendation introduces a new direction for the Palisades area, and would require an amendment to the Master Plan. Detailed historical analysis should identify siting, footprint, and architectural parameters for new structures in the Palisades and should ensure consistency with applicable historic preservation regulations.





### L13. create critical mass at Inspiration Point

Inspiration Point has the potential to emerge as a third, strong activity core. At present, the area's largest draw is the Activity Center, but additional destinations and gardens would add a 'critical mass' that could draw users to this area for a variety of active and passive uses.

Inspiration Point improvements should focus on increasing the level of activity in the area, and should build on the strength of existing institutions such as the Centro Cultural de la Raza, the World Beat Center and the Veterans Museum. These institutions are especially important in creating connection between Inspiration Point and the Prado and Palisades areas.

While additional buildings are one possibility in the area, which does have the capacity to absorb additional physical infrastructure, improvements may also take other forms. It is especially important to note that the area already experiences periods of congestion and high parking utilization, due to the presence of the Park Administration offices, the Veterans Museum, the Activity Center, the WorldBeat Center, the Centro Cultural de la Raza, the Navy Hospital and overflow parking from City College. The introduction of new uses must carefully evaluate the added impact on these resources.

A variety of special events take place on Inspiration Point, and while such activities are a valued part of Park activity, they are not primary uses. Existing uses—and any new primary uses or institutions brought into the area-- should have priority over special events when planning the design and use of future resources.

As indicated above, new institutions may be a possibility. If such additions are deemed desirable, the organizations or institutions under consideration should offer a proven record of organizational and financial stability, as well as the ability to provide interesting and vibrant collections, exhibits and activities. New institutions must have an established identity within the community, and appeal to a broad cross-section of Park visitors.

This recommendation modifies the Master Plan vision of Inspiration Point by shifting focus from formal gardens to a strengthened institutional base; this new direction requires a Master Plan amendment, as well as new planning documents that would identify location and footprint of any new structures.



**Preserving and Enhancing History:** The Prado and the Palisades are delicately balanced historical legacies that must be preserved. Inspiration Point offers opportunity for the introduction of additional institutions.





## Operations and Maintenance

The Park's success depends on both physical facilities and visitor amenities. Carefully planned operations and maintenance have great impact on visitor experience, and can elevate a pleasant outing to a treasured memory.

### L14. consider redistributing hours of operation

The majority of the Park's institutions follow normal business hours, resulting in little opportunity for evening activity in some of the Park's most central areas. Extending hours may not be possible, given budgetary restraints; staggered hours—later opening and later closing for select institutions, on varied days—may offer an economically feasible alternative. This modified schedule could activate pedestrian cores well into the evening and lend a new vibrancy to the Park's nighttime face. Staggered hours could also give more people more opportunities to experience the Park's institutions, distributing attendance more evenly throughout the week.

The Cultural Partnership should work together to establish feasibility of this recommendation. Should implementation move forward, this group should establish a plan for modified hours of operation.

### L15. enhance food services and other concession services

Food services are unevenly distributed throughout the Park. While the Prado area offers a number of sit-down and take-away food choices, few services are available in the Palisades and no services are available in Inspiration Point. The Zoo offers the Park's largest selection of food choices, but requires admission to access these services. Additional food services are available on the East Mesa, at Morley Field and the golf course.

A limited number of select food services would enhance both these cores, and offer the opportunity for private investment in the Park. This recommendation requires coordination between Park and private food interests.

There is also opportunity for other visitor concessions. As an example, a bicycle rental facility could be considered for the West Mesa, and is the type of service that would offer convenience and enjoyment to a wide range of Park users. These types of affordable, family-oriented concessions should be encouraged throughout the Park.

Expanded services should also consider the potential of expanded hours; any action on Recommendation L14 (redistributed hours of operation) should be considered in the scheduling of additional services.



Additional food services would enhance the pedestrian experience on the Central Mesa.





- mobile food services
- + permanent food services

**Existing Food Services on the Central Mesa:** Food services are distributed unevenly throughout the Central Mesa. A limited number of additional dining options would enhance the visitor experience.



The Park has a rich history of formal landscapes and botanic collections.

#### **L16. enhance formal landscapes**

The Park has a number of outstanding formal gardens and botanic collections, and there is opportunity to raise other gardens to this same high level. Palm Canyon, the Zoro Garden, and the original Desert Garden, behind the Balboa Park Club Building, are among the Park's formal landscapes that could benefit from more specialized maintenance and restoration. All legacies of the Park's famed expositions, these gardens form a key part of the historic record; with further study, the gardens may be eligible for arboretum status, a designation that would offer the potential of grants and additional funding.

Further action should include an updated inventory and catalogue of the gardens. Investigation of arboretum requirements would also be necessary, and should guide future gardening regimes.





## Recommendations

### Circulation

Park visitors are many and varied, as are the methods they use to travel throughout the Park. Internal circulation must define patterns that assure safety, convenience and a pleasant, truly *park*-like experience for every visitor, regardless of mode of travel. Following are 18 circulation recommendations organized under four categories: pedestrian network, roadway character, gateways and transit.

### Pedestrian Network

Whether out for a casual stroll, a challenging run, or just moving between core attractions, all visitors become pedestrians at some point in their visit. The Park’s pedestrian system has a number of issues. On a systematic level, more pathways are needed; on a physical level, pathway design must be upgraded and standardized. Most walkways are narrow, multi-use routes, with no dedicated cycle lane and inconsistent levels of disabled access.



Park circulation should offer a safe and attractive experience to a wide variety of users.



### C1. standardize path quality according to a hierarchy of path types

The Park's pedestrian system is a mix of attached walkways, detached walkways, and trails. The variety of types within this system can be confusing, and for the purposes of this report, 'walkway' refers to a hard-surfaced pedestrian route and 'trail' refers to a dirt or soft surfaced pedestrian route. 'Pathway' is a collective term that refers to both of these types of routes within the Park's entire pedestrian system.

Attached and detached walkways project different characters, and should be used with conscious attention to the desired effect. Detached walkways combine with parkway planting strips to create a greener, more park-like character and offer a more substantial buffer zone between pedestrians and vehicles; this type of walkway is the preferred pedestrian route throughout the park's vehicular areas. The City of San Diego recently adopted this type of walkway—detached sidewalks with planting strips or wider sidewalks with continuous tree plantings—as a City standard.

Attached walkways are appropriate on little-used tertiary roads, where minimal pedestrian traffic is expected, but a safe pathway is still desired. Trails should not be paired with vehicular circulation at all, and guide visitors through the Park's formal landscapes and natural areas. Trails should be redundant, offering alternate, not primary or exclusive, means of access to an area; although not all pathways may be available to all users, all destinations must be available. These three types of pathways—attached walkways, detached walkways, and trails-- form a hierarchy that cues visitors to character areas.

While each type of pathway has a different character and different dimensions, all paths should maintain a consistent quality of materials and maintenance. Standardized pathway quality applies equally to areas where social trails have taken the place of formal pathways.

Implementation of this recommendation requires a comprehensive Walkways, Trails and Amenities Plan that would identify location and usage of all the park's walkways and trails. This study should make recommendations for improvements, including modifications for universal access, upgrading paving surfaces, needs for new pathways, and opportunities for connection between existing pathways.



Attached walkways create an urban feel.



Trails lead visitors through the Park's many naturalized areas.



Detached walkways project a park-like character and buffer pedestrians from vehicular traffic.





## C2. promote universal access

In pedestrian cores, all walkways should be navigable by all park users, regardless of whether they are disabled, pushing a stroller, or otherwise limited in their mobility.

In other areas, in the Park's many 'natural' or 'wild' areas, universal access can be a more daunting directive. One of Balboa Park's most unique features is its canyon-and-mesa landscape, which comes with very specific topographic constraints for access. While not *every trail* will be stroller-friendly or wheelchair accessible, *every destination* will be accessible, visually or physically, to the greatest degree possible. The Park's circulation system should meet all federal ADA standards and strive to enhance pathways in accordance with as many universal access guidelines as possible.

ADA requirements and universal design strategies should be incorporated into the Walkways, Trails and Amenities Plan.

## C3. reinforce pedestrian character through the provision of pedestrian amenities

Some roadways and parking areas have disrupted the original pedestrian patterns within the cores. Future improvements should restore and celebrate the walking experience through the cores, and ensure ease of access for all visitors, including those using strollers and wheelchairs. As a first move, vehicular traffic should be minimized, and where possible, relocated to the perimeter of the areas. Having thus defined a more prominent place for the pedestrian, further improvements should focus on the provision of amenities such as benches, trash receptacles and water fountains. Bike racks should also be provided. Special paving treatments and ornamental plantings add detail and further interest to the pedestrian environment. Both the Balboa Park Master Plan and the Central Mesa Precise Plan noted the need for this type of pedestrian improvements. This issue should be treated as part of the Walkways, Trails and Amenities Plan.



#### C4. increase connectivity between cores

Connectivity between the cores— for pedestrians, bikes, and other non-vehicular modes of travel-- needs to be increased within the Central Mesa and between the Central Mesa and Inspiration Point.

##### *Prado and the Palisades*

The Prado and The Palisades are located within a quarter mile of each other, but a lack of pedestrian amenities perceptually increases this distance. Walking from the Prado to the Organ Pavilion offers a well-maintained sidewalk with ornamental plantings on the road's center median; the distance from the Pavilion to the Palisades, however, is disrupted by a large surface parking lot to one side, and the back of the international cottages to the other. The Pan American Plaza's large sea of parking continues a sense of displacement until the pedestrian reaches the front door of his or her chosen Palisades event or institution. A more welcoming pedestrian environment, including wider walkways and intermediate points of interest such as gardens and plantings, should reinstate a sense of walkability between the two cores.

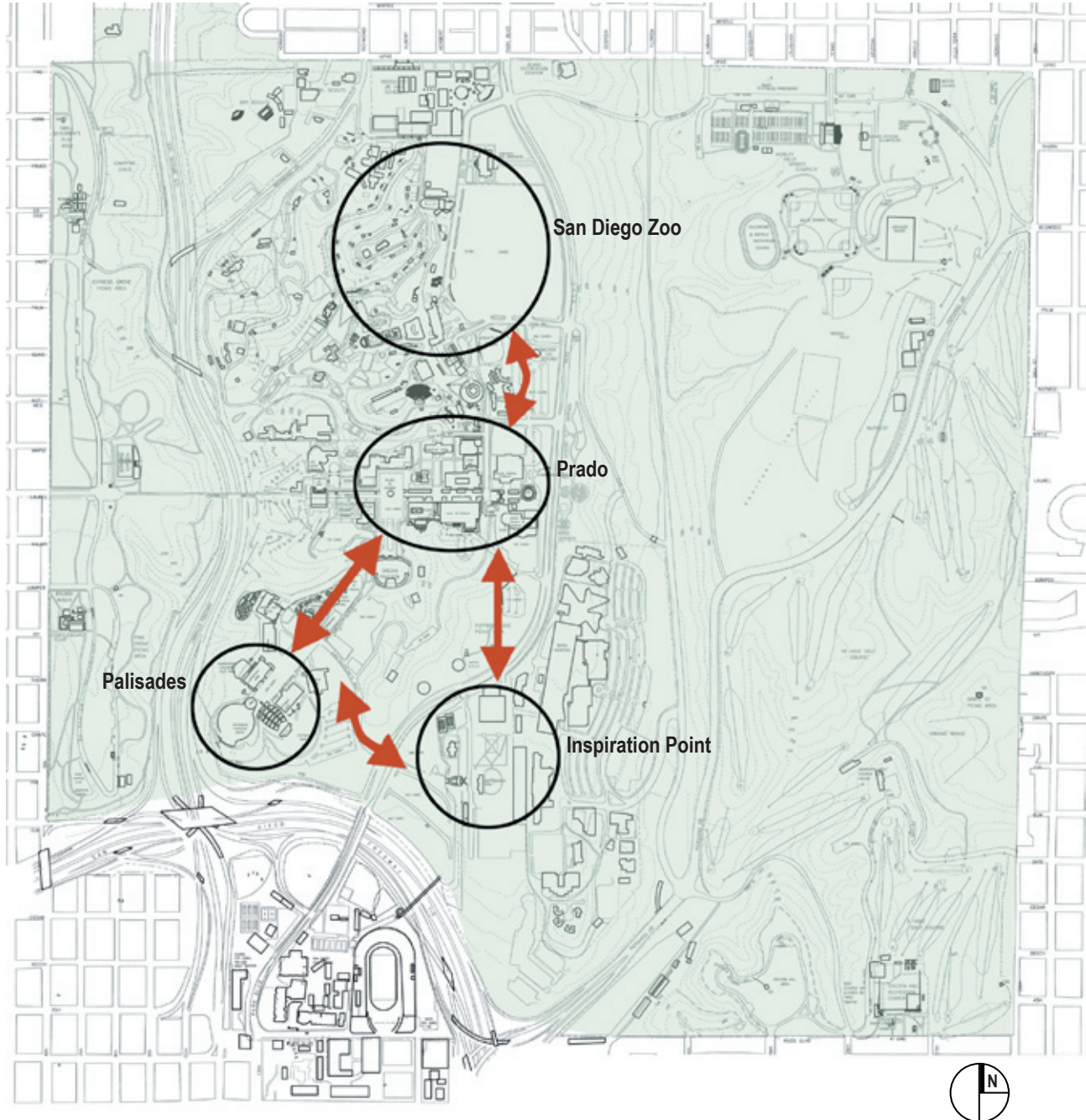
##### *Prado and the San Diego Zoo*

Passage between the Prado and the Zoo is difficult as well, and ignores the natural link that the Spanish Village creates between the two cores. Beyond creating easy pedestrian connection between the cores, opening the north portion of the village would also benefit the artisan shops within by increasing visibility of their wares. This recommendation, already proposed in the Park Boulevard Promenade Plan and in concurrence with the Central Mesa Precise Plan, would require reconfiguration or relocation of the miniature train and would lead visitors directly to the Zoo's front entrance.

##### *Inspiration Point and the Central Mesa*

Inspiration Point has the potential to develop as a third pedestrian core, but is functionally and perceptually separated from both the Palisades and the Prado. The pedestrian experience is key to the development of this core; Inspiration Point should be a destination, and invite users to an attractive and comfortable space, not just to its institutions. Enhanced pedestrian connections, including a more pedestrian-friendly treatment along President's Way, are critical to the success of Inspiration Point's emerging destination status.

Specific implementation strategies for these pedestrian linkages and improvements should emerge from the aforementioned Walkways, Trails and Amenities Plan. This recommendation should be accompanied with an enhanced information and wayfinding system, as detailed in Recommendation C6 of this report



**Connecting Cores:** Increased pedestrian connection between the Central Mesa's activity cores would enhance the visitor experience and strengthen each destination.



### C5. connect existing paths with each other

An important step in improving the Park's pedestrian network is to strengthen the connection between pathways. Outside core pedestrian areas such as the Prado and the Palisades, the pedestrian network is extremely fragmented. Some trails lead to dead-ends, while others traverse areas that leave the visitor wondering if he or she has unknowingly entered a restricted area.

The trail running from the Gold Gulch Parking Lot, in the canyon adjacent to the Japanese Friendship Garden, to the Prado is an example of such deficiencies. The trail offers a pleasant canyon walk, but ends just short of the Prado. The visitor is left at the Fleet Science Center loading docks and trash dumpsters, wondering where the path went. An alternate dirt path breaks from the main trail and leads to the Zoro garden, but this cut-off appears to be no more than an unofficial shortcut. On the other side of the Central Mesa, the Palm Canyon trail forks at the bottom of the canyon, with one path leading to a dead end, the other path leading behind a string of Palisades buildings and ultimately leading into the interesting but deteriorating desert garden behind the Balboa Park Club Building.

This recommendation would require mapping of all the park's existing trails and walkways, a part of the aforementioned Walkways, Trails and Amenities Plan. This plan should identify gaps in the trail network, locations for connection, and opportunities for new trails and paths. New and existing wayfinding and information services (discussed in the following recommendation) should be updated to reflect the expanded pedestrian network.







**C6. increase information services and improve wayfinding**

Both informational materials and outdoor Park maps are available to the Park visitor, but both can be difficult to find. The number and visibility of information kiosks and freestanding park maps should be increased.

Gateways, landmarks, and distinct area identities also aid in wayfinding, and should be included in a comprehensive signage and wayfinding plan for the Central Mesa, or for all of Balboa Park. This plan should emerge from the Walkways, Trails and Amenities Plan.



**C7. create mesa and Park loops**

Recreationalists of all kinds—walkers, cyclists, runners, in-line skaters—use the Park’s pathways. Perimeter loops of each mesa would greatly expand and enhance existing trail options, and could be tied together into a larger loop circling the entire Park. Balboa Park’s landscape diversity is particularly well suited to this type of loop system, offering a highly varied and interesting backdrop for a Park Loop. The pedestrian bridges and trails recommended on the following pages are an integral part of this loop system. The Balboa Park Master Plan and East Mesa Precise Plan both make mention of mesa and Park loops. Further action on this recommendation requires a Walkways, Trails and Amenities study, as mentioned in the preceding recommendations.





**Pedestrian Loops:** The Alcazar and Organ Pavilion surface parking lots should both be reclaimed for parkland and gardens. Adjacent to the Park's most heavily used pedestrian cores, these sites offer opportunity to enhance and expand the pedestrian realm.







### **C8. connect Mesas with pathways and pedestrian bridges**

The Park's unique canyon and mesa landscape, as well as the freeways running through and next to it, require special consideration in planning and maintaining connectivity throughout the Park.

Pedestrian connections between mesas are extremely few and difficult to find. The Cabrillo Bridge, open to both cars and pedestrians, joins the West and Central mesas. A second, pedestrian-only bridge (roughly aligned with Upas Street to the west) also connects these two mesas at the very northern edge of the Park, but is unmarked from either side.

Connection between the Central and East Mesas is less direct and more auto-oriented. Vehicular traffic can descend Zoo Place, follow Florida Canyon south, and then ascend Pershing Drive to come out on the eastern edge of the East Mesa. There is no sidewalk on either of these roads. Alternately, Morley Field Drive connects northern Park Boulevard with the Morley Field recreational facilities on the East Mesa.

This strategy includes the rehabilitation of existing bridge structures and the construction of new structures. Bridge locations seek to connect destinations and maximize recreational trail opportunities. Implementation strategies should be included as part of the product of the Walkways, Trails and Amenities Plan. Although identified as 'pedestrian bridges', these linkages should also accommodate bicycles and other non-motorized forms of travel.



**Pedestrian Pathways and Bridges:** The Park's canyon and mesa topography presents challenges to pedestrian connectivity. Pedestrian bridges should connect the Park's three mesas to each other, and to the adjacent neighborhoods.



### *Desert Garden and Rose Garden Area – East Mesa Bridge and Walkways*

This pathway and bridge connects the Desert Garden and Rose Garden area, on the Central Mesa, to the Arizona Landfill site on the East Mesa. Adjacent to the Prado, this bridge offers maximum opportunity to collect pedestrians from the Park's most successful core. Reclamation of the landfill, as recommended in the preceding section of this document, is key to the success of this bridge. This recommendation aligns with the East Mesa Precise Plan.

### *Marston Point – Cortez Hill Bridge and Walkways*

This bridge repairs the Park's southwest neighborhood interface that was broken by the construction of Interstate 5. Aligning with 8<sup>th</sup> Avenue, this link could be a simple pedestrian overpass, or a larger combined vehicular/pedestrian bridge. A third option, suggested in the Balboa Park Master Plan, would be to use the structure as an extension of the Park itself, designing the link as a wide, vegetated parkland 'lid' over the highway. This sort of project would be the most expensive of the three options, but has been quite successful at San Diego's Teralta Park, crossing I-15, and Seattle's Freeway Park. The Centre City Development Corporation (CCDC) has considered initial proposals for such a structure.

### *Marston Point – Palisades Bridge and Walkways*

This bridge would act as a pedestrian gateway to the Palisades, strengthening the area's identity as a destination in its own right. This bridge acts as a key link in a Park-wide perimeter trail, and would be the only mesa-level pedestrian-only connection between the West and Central Mesas. This bridge must be carefully designed and located to preserve views of the historic Cabrillo Bridge.

The combination of both Marston Point bridges, to Cortez Hill and to the Palisades, would significantly increase connectivity in the southwestern corner of the Park.



Canyon bridges can bring visitors closer to hillside vegetation.

### *Inspiration Point – Golden Hill Bridge and Walkways*

This bridge across Pershing Drive, like the Marston Point/Palisades Bridge, is key to creating a Park perimeter trail. The bridge would also provide easy, safe pedestrian access from the southeastern portion of the Park to the Central Mesa. Grade change at Inspiration Point, the presence of I-5, and heavy traffic on Pershing make this entire south-central/south-east portion of the Park largely inaccessible to pedestrians. From this bridge, visitors could easily access the many paths and trails of the Central Mesa, or continue on across the proposed Marston Point/Palisades Bridge to the West Mesa. This recommendation aligns with recommendations made in the East Mesa Precise Plan and the Balboa Park Master Plan.

### *Blind Recreation Center – Morley Field Bridge and Walkways*

This bridge is the smallest of the proposed bridges, spanning Florida Drive's two lanes to connect the heavily used Morley Field area with the Central Mesa. The bridge should terminate near the Blind Recreation Center, connecting users to Morley Field Drive on the west, and the Morley Field recreation complex on the east. Morley Field Drive requires walkways and pedestrian enhancements along its length.





#### *Southern Park Boulevard Bridge: Enhancement*

This existing bridge spans Interstate-5 at the Park's southern border, and is the Park's busiest gateway. This bridge is a key component of the proposed Park-to-Bay Link, which would convert the John Nolen Parkway to a continuous green corridor connecting the Park and San Diego Bay. Pedestrian enhancements on the bridge should complement gateway treatments at this important park entry, as described in the 'Gateway' section of this report. Improvements should focus on extending Park furnishings and character, including pedestrian buffers, along Park Boulevard and into the adjacent neighborhood, as far as the transit connections at 12<sup>th</sup> Avenue and C Street. Similar enhancements may also extend Park Boulevard north to Trolley Barn Park.

#### *Upas Street Bridge: Rehabilitation*

This existing pedestrian bridge across the Cabrillo Freeway requires relatively modest improvements in signage and pedestrian realm amenities. Wayfinding signage at both termini would increase awareness of this connection, potentially also adding to pedestrian safety through increased foot traffic. The bridge's eastern terminus spills onto a trail behind the Boy Scout's lease; the chain link fence and overgrown vegetation present an unkempt, 'backyard' look inappropriate for the Park and should be better maintained. The alignment of this trail does provide opportunity for enhanced access into the Marston Canyon area of the Park. It should be noted, however, that the steep topography at both ends of the bridge makes universal access particularly challenging.

#### *Richmond Street Bridge: Rehabilitation*

The Richmond Street Bridge, formerly an on-ramp from Richmond Street to southbound Highway 163, offers the opportunity for connection between the West and Central Mesas. At present, the bridge is closed to vehicles and pedestrians, and is controlled by Caltrans, who would have to participate in its rehabilitation.

To re-open as a pedestrian link, the bridge requires better connection at mesa-level. On the west side, this connection would likely be a sidewalk on Quince Street as it climbs from Highway 163 to the West Mesa. To the east, modification to the pedestrian realm on Richmond Street should include walkways and signage. Grade difference would minimize the negative visual impact of the two leases that border the road, but retaining walls would likely be necessary to widen the road sufficiently for sidewalks.

Diverting pedestrians from the center of the West Mesa to the northern edge of the Central Mesa, the bridge offers only circuitous connection between the mesas; it should not be considered a primary pedestrian connection, but can serve as part of a larger recreational trail system.

#### *Quince Street Bridge: Rehabilitation*

The Quince Street Bridge is an active off-ramp from the Cabrillo Freeway to the West Mesa. The bridge does have attached walkways, but pedestrian access is prohibited by signage on the West Mesa. Introducing pedestrian access on the bridge would require raising pedestrians from bridge to mesa level on the east terminus. This connection would be very difficult, and making such a route accessible would be a particular challenge. Due to these factors, and the route's lack of direct linkage between Park destinations, this bridge could serve as part of the larger trail network but not a primary pedestrian connection.

The Quince Street Bridge has been identified as the preferred vehicular access route to the proposed Archery Range parking garage and would require upgrading for this purpose. Whether the bridge would be renovated or replaced, pedestrian improvements should be included as part of this effort, which is more fully described in the 'Parking' section of this report.



Bridges offer a unique addition to the pedestrian experience. Existing bridges can often be retrofitted to meet current safety and accessibility standards.



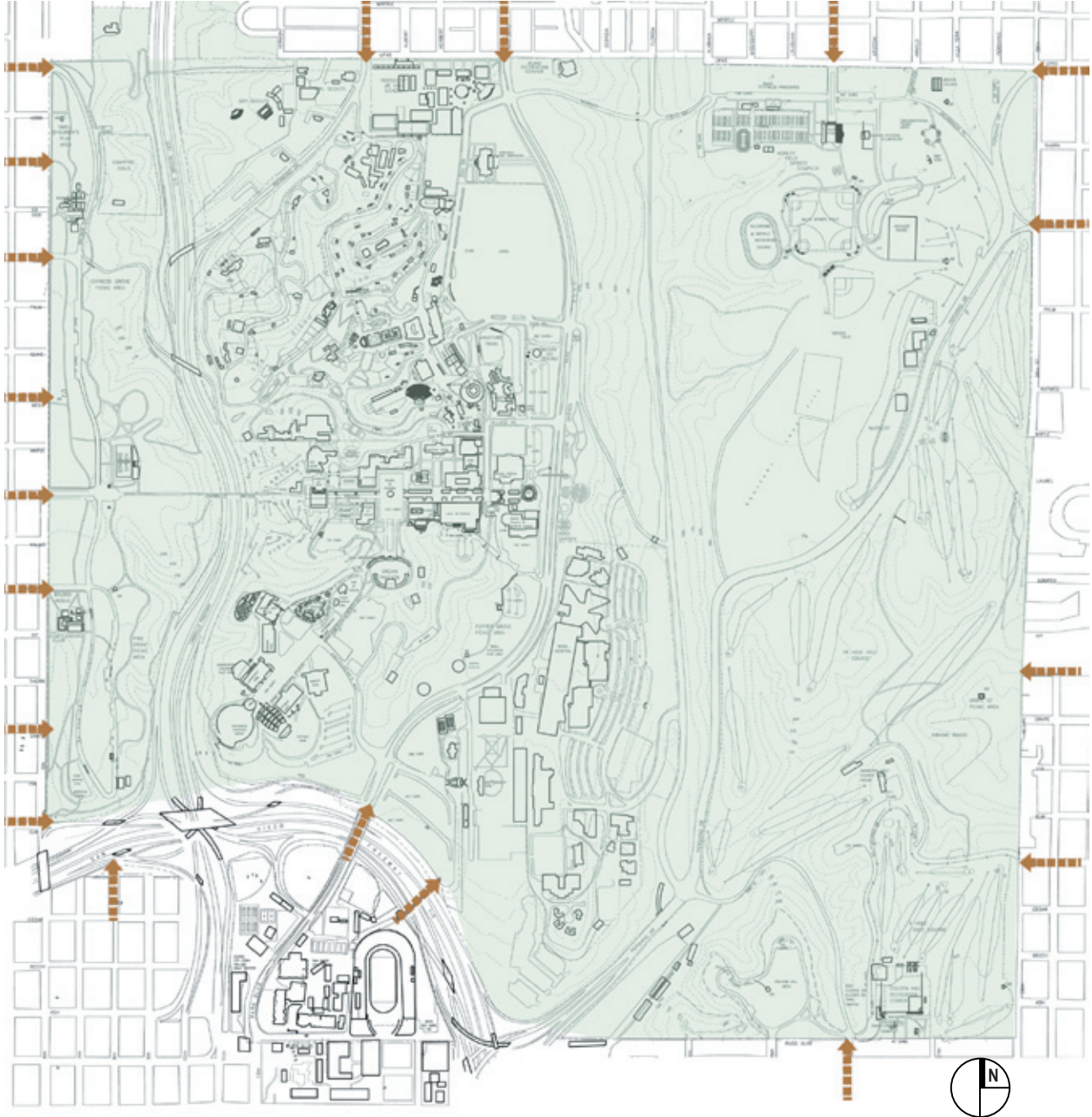


### **C9. increase permeability at Park edges through reconfiguration of the golf course**

Corollary to internal connectivity, the Park also requires *external* connection with adjacent neighborhoods. Current land use and infrastructure patterns block pedestrian entry on almost the entire east and south sides of the Park. Bridges, as described in the preceding pages, can help connect Cortez Hill and Golden Hill, but access along the Park's eastern edge is still a challenge.

Grape Street Park, aligned with Grape Street on the Park's eastern edge, and 26<sup>th</sup> Street Park, aligned with 26<sup>th</sup> Street, do allow use along this side of the Park. Reconfiguration of the golf course's northern holes could allow a pedestrian way through the canyon, connecting Grape Street Park with Pershing Drive. Pedestrian crossing at Pershing Drive could continue this access into the heart of the East Mesa, opening up access to the reclaimed landfill and the proposed Rose Garden/Arizona Bridge to the Central Mesa.

Connection through the golf course would need to take careful note of several issues, including potential liability and native landscape integrity. This proposal requires consideration and direction from the Walkways, Trails and Amenities Plan.



-----> primary pedestrian entry

**Edge Permeability:** Key pedestrian entry points should connect directly with the Park's internal trail system and offer extended access to all three mesas.



## Roadway Character

Balboa Park is refuge, a green space within the surrounding urban context, and its roadways should reflect this difference. Functionally, design speeds should be lower and through-traffic should be discouraged. Aesthetically, the feel of ‘parkland’ should extend even to vehicular travel.

### C10. standardize road quality according to a hierarchy of road types

Like the Park’s pedestrian circulation, vehicular circulation should also express a hierarchy of character and function. Each roadway should be designed with specific attention to capacity and relation to adjacent Park amenities. Slower design speeds and narrower roads are appropriate to a park, and through-traffic should be discouraged.

The Park should have four types of roadways: Parkway, park drives, tertiary roads, and service routes. Parkway and park drives, described below, extend a park-like character to the vehicular realm. Tertiary roads are functional in nature, but still ensure a safe pedestrian realm. Service routes are signed for authorized vehicles only. A Roadway Character Plan should detail each of these road types.

This recommendation lays the groundwork for the following four recommendations, C11-C14.

### C11. create ‘Parkways’

Park circulation should express a hierarchy, and at the top of that organization are parkways, a concept endorsed by the Balboa Park Master Plan and East Mesa Precise Plan. These primary travel routes are those that capture the largest number of people and have the greatest opportunity to create an identity for the park. Park Boulevard, Pershing Drive and Florida Drive to and including Zoo Place are Balboa’s signature streets.

The goal of the parkway is to extend a park-like character into the vehicular realm. The parkway shifts perception, transforming a simple road into a linear park. A planted median divides single-direction traffic on either side. This layout slows traffic and increases pedestrian safety by providing center refuge for crossing. Additional plantings between the roadway and sidewalks act with median planting to reduce the overall scale of the roadway.

Parkways also offer an expanded pedestrian zone. In the style of a ‘grand promenade’, the Parkway encourages strolling as well as point-to-point pedestrian movement. Walkways should be wider and a multi-layered landscape—including trees, shrubs and ornamental plantings—adds pedestrian-scale detail. The expanded pedestrian zone can also accommodate sidewalk cafes and similar uses.





### *Park Boulevard*

Park Boulevard already exhibits certain parkway elements, including a center median at some locations. This median should be extended the entire length of Park Boulevard. Complementary improvements would focus on a widened and enhanced pedestrian zone that includes detached walkways. In particular, east-side walkways should be extended northward from Zoo Place, where the current path ends.

### *Pershing Drive*

Pershing Drive requires more extensive modifications to become a parkway. The road has two lanes in either direction, with a center turn lane on the northern portion; there is no sidewalk on either side. The road's right-of-way is limited on the east by the golf course boundary, and to the west by steep topography. These constraints call for a lane reconfiguration in order to obtain the space necessary for a pedestrian realm. Two possible reconfigurations are eliminating a lane, or narrowing all lanes; both of these methods would provide space for an ample pedestrian realm on either side, or for a center median and pedestrian zone on one side. This reduction in traffic capacity would have the additional advantage of slowing traffic, and discouraging through-traffic.

Similar recommendations have appeared in previous planning documents, but have not extended parkway treatments to Pershing Drive. A master plan amendment is necessary to fully realize all proposed parkways. A park-wide transportation study and plan is a necessary precursor to the redesign of Pershing Drive; this study should also consider the re-design of the Pershing-Redwood intersection as a round-about, a recommendation made in previous studies.

### *Florida Drive and Zoo Place*

A large number of visitors enter the Central Mesa from southern Florida Drive as it leads onto Zoo Place. Florida Drive has a wide profile, two travel lanes and a turn lane, at this southern portion. Like Pershing Drive, Florida Drive should be reduced to a single travel lane in each direction, allowing space for the addition of a center median and pedestrian walkways without widening the roadway cross-section and infringing on Florida Canyon.

Topography makes the conversion of Zoo Place a more challenging proposition. A Roadway Character Plan is needed to determine the best cross-section for this road and a modified parkway section may be appropriate in order to preserve adjacent habitat.



Above and right, Parkways draw Park character into the pedestrian realm  
photo: websbots.com



photo: phototourminneapolis.com





### C12. convert secondary roads to 'Park Drives'

While parkways are Balboa's showpieces, park drives will be its backbone. This type of roadway does not have a center median, but increases pedestrian comfort through an enhanced pedestrian realm. Wide planting areas and sidewalks buffer pedestrians from vehicles, both visually and physically, and allow for strolling, street vendors and sidewalk cafes, as appropriate to each specific drive within the Park. Special paving, and pedestrian amenities like benches and trash receptacles help to further define and separate the pedestrian space.

Balboa Park's park drives may include all or some of the elements listed above, as appropriate to the space available. Streets that would fall into this category of improvements are Laurel Street (including the Cabrillo Bridge), Balboa Drive, Pan American Way and President's Way. To a lesser degree, 25<sup>th</sup>, 26<sup>th</sup> and Upas Streets should receive similar treatments.

This recommendation depends upon the preparation of a Roadway Character Plan, as indicated in the preceding recommendations.





**Parkways and Park Drives:** The Park should have a roadway hierarchy that responds to entry patterns and gateways. Parkway should be the Park's signature streets, drawing Park character into the vehicular realm. Park Drives project this park-like character on a smaller scale, with reduced speeds and a wider variety of pedestrian activities.



**C13. improve tertiary roads to provide pedestrian safety**

This third category of roadways encompasses those Park routes that receive little foot traffic and serve strictly functional purposes; they do not contribute to Park character. These streets should be evaluated to ensure pedestrian safety and comfort for visitors who do use them, but will not receive the extensive improvements slated for parkways and boulevards. Some low-scale improvements may include widening sidewalks or re-striping intersections to clarify traffic patterns. This recommendation would be developed in the previously mentioned Park transportation study and plan.

**C14. surface and post service roads to discourage visitor traffic**

A change in materials is a very tactile way to announce a change in function. Service roads could be crushed gravel or dirt, allowing vehicular traffic while communicating a different use to Park visitors. These roads should also be signed to restrict access to authorized users only. This recommendation would be developed more fully in the previously mentioned Park transportation study and plan.



## Gateways

Park gateways provide two valuable functions; on a tangible level, gateways act as landmarks and visual cues that aid in wayfinding and orientation. On an intangible level, these treatments combine with roadway design to define Park identity and character.

Balboa Park possesses one clear and iconic entry: Laurel Street and the Cabrillo Bridge. The silhouette of the bridge, as seen from the Cabrillo Freeway, is a historically protected vista that is familiar to all residents. Likewise, the distinctive dome-and-spire outline of the Prado's California Tower seen from across the bridge is Balboa Park.

### C15. create signature gateways at Park entries

Although gateways need not be literal gates or structures, they do need to communicate the symbolic passage from one area to another. This type of instant recognition—a clear knowledge that one is *in* the Park—is the aim of a gateway. Southern Park Boulevard is the Central Mesa—and the Park's—single busiest access point, yet it offers no formal entry experience. Sight lines from this entry focus on large surface parking lots, and no signage whatsoever marks the Park boundary. Signage, formal planting, even art pieces or monuments are appropriate at this all-important entry point. Gateway treatments at this entry should carry as much force and identity as the historic gateway of the Cabrillo Bridge. Other important Park gateways should be located at northern Park Boulevard, I-5 and Pershing Drive, and Pershing Drive and Redwood Street. Gateways should be consistent with adopted plans, including the Central Mesa and East Mesa precise plans.



Gateways may be iconic landmarks, physical passages, or subtle visual markers of transition.





**C16. create identity gateways at significant character areas within the park**

As with roadways, there is a hierarchy amongst gateways. Some gateways, like Laurel Street and Park Boulevard, are *Balboa Park* entries, meant to communicate the Park's essential identity and character. Other gateways simply mark passage from one area of the park to another; areas such as the Prado and the Palisades are rich in history and unique character that their location merits a type of gateway treatments as well.





**Gateways:** Gateways establish Park identity and aid in wayfinding. Gateways should have a hierarchy that responds to mode of travel, adjacent Park use, and level of activity.



## Transit

Although it lies adjacent to downtown San Diego, the Park is served directly by only one route, the number 7 bus. This bus runs along Park Boulevard, providing access to the Central Mesa's core attractions. Additional bus lines run along 4<sup>th</sup> and 5<sup>th</sup> Avenues on the Park's west side. These stops are one block from the Park's western edge and a half-mile from Prado attractions. The neighborhoods bordering the Park's east and southeast boundaries, served by the north-south Route 2 approximately 4 blocks from the Park, have no direct transit service into the core of the Park; access is further complicated by a lack of pedestrian connections in this part of the Park, as discussed in the preceding recommendations.

### C17. support private sector group transportation

Tourists are a user group that are less likely to use public transportation to arrive in the Park, but who are good candidates to use a private shuttle-type service. Balboa Park agencies should assist private tourist-focused interests in organizing a 'cultural loop' transportation service that would shuttle tourists throughout the City and include Balboa Park among its destinations. An example of groups who may form this type of consortium interest are 'hotel circle' hotels or downtown hotels. This type of transportation would bring more tourists to the Park, and ensure that fewer tourists arrive in private cars. Successful examples of this tourist loop shuttle are Santa Barbara's electric bus program, and the Scientific and Cultural Facilities District cultural trolley in Denver, Colorado.

### C18. support connections to regional transportation

The agencies responsible for Balboa Park cannot directly increase the ease and efficiency of public transportation. They can and should, however, advocate for increased transit connections to the Park, and ensure that internal park circulation integrates with local and regional service.

### C19. preserve Park Boulevard cross-section

Current SanDAG plans identify Park Boulevard as a future Bus Rapid Transit (BRT) corridor and propose a dedicated transit lane. BRT is an important step toward improving transit connections to the Park, and City-wide. For this reason, a dedicated BRT lane that may include other transit vehicles but would give BRT priority is desirable, but must meet certain criteria.

Primary among these requirements is the preservation of the existing Park Boulevard right-of-way; Park Boulevard should not get any wider. On-street parking must also be retained, as well as the landscaped median. Both of these elements are important for pedestrian safety, traffic calming, and promoting a park-like character. It should also be noted that the World Beat Center and Centro Cultural de la Raza rely heavily on this on-street parking for their visitors, and that any widening of the Park Boulevard right-of-way would reduce the pedestrian realm and negatively impact adjacent attractions such as the Rose and Desert Gardens.

Park Boulevard does have vehicular capacity in excess of that which is used today. It also has fairly high speed limits (35-40 mph) and vehicle speeds for an urban street and little if any congestion. Those conditions are a function of its park setting with few intersections or driveways to cause congestion, and speak favorably of the possibility of a dedicated transit lane. Additional studies of projected ridership, transit stop locations, street cross-section and vehicular turn movements are necessary before a final decision regarding the design and operation of Park Boulevard can be made. Transit and traffic operation should be modeled for different configurations of Park Boulevard, including alternatives that would close north Florida Drive. The modeled alternatives should also include consideration of the maximum projected spaces that the Navy Hospital could build, since increased Navy traffic would have considerable impact on traffic functioning.

Addressing the pedestrian realm, the Park Boulevard profile should be narrowed at key pedestrian crossings, to reduce crossing distance and increase pedestrian safety. The addition of transit stops and narrowed pedestrian crossings would result in a minimal loss of on-street parking spaces, but is outweighed by gains in pedestrian safety.





**Existing Transit Routes:** Visitors can access the Park via public transit along Park Boulevard. Adjacent routes run north-south along 4th and 5th Avenues to the west, and north-south approximately four blocks to the east (not shown on map). Bus Rapid Transit (BRT) is proposed for Park Boulevard and the 4th/5th Avenue routes.





## Recommendations

### Parking

Balboa Park's essential parking issue is not just about *how much* parking there is, but about how that parking *functions*. Analysis shows that current parking reservoirs are likely adequate in number for current demand, and can even accommodate some future growth. The Park's planning challenge is to design a management plan to better utilize existing spaces, and *then* to consider growth strategies that respond to, not anticipate, future demand. The 12 recommendations that follow are organized into 3 categories: parking management, shuttle and parking garages.

#### Parking Management

Parking management seeks to do four things: promote efficient utilization of existing resources, minimize conflict, maximize safety, and promote Park character and experience. There is a variety of tools available to manage parking; these strategies include, but are not limited to, time limits, paid parking, reserved and access-restricted parking. The following 6 recommendations identify key elements of a comprehensive parking management plan that should be prepared to define Park policy.



On-street and surface lot parking in the Park.



Over the years, the automobile has taken priority over parkland. Here, the Plaza de Panama's fountain is inaccessible to pedestrians, locked in a sea of asphalt.





### **P1. relocate employee parking to Inspiration Point and Federal Building lots**

Employees and volunteers are vital to the Park, but they also create one of the Park's largest parking problems. Since they arrive before most Park visitors, employees and volunteers have first choice of parking. By the time visitors do arrive, they find the Zoo lot over one-quarter full and the Prado lots almost 90% full; the Palisades offers more availability, but employees still occupy a significant portion of those lots as well.

The bulk of employee and volunteer parking should move to Inspiration Point. On an interim basis (until Navy and City College parking issues in Inspiration Point are resolved) the Federal Building lot may also be used for employee and volunteer parking. This recommendation relieves immediate pressure on core parking lots, and allows institutions time to plan their future growth.

Before this strategy can be implemented, however, two issues must be addressed: enforcement and distance. Although institutions can request their workers to make this change, it is unlikely to be fully effective without more substantial controls. For this reason, close-in parking should change to short-term parking, allowing visitors time for a short visit (viewing a single exhibit for example) or business-type errands. Short term parking is *not* intended to accommodate extended visits, visits to multiple attractions, or employee/volunteer parking. The Balboa Park Cultural Partnership is the appropriate body to assess appropriate time parameters for short-term parking, based on the needs of its various member institutions. The recommendation of this body should then be submitted to the Balboa Park Committee. Addressing distance, an internal Park shuttle is necessary to connect employees and volunteers with the institutions they serve.

This parking relocation is not without certain exceptions; a significant number of volunteers are older and have some mobility difficulties. Requiring all employees to park in a remote location could seriously limit the number of people who volunteer their time, which would in turn have negative effects on the institutions that depend heavily on volunteer labor. Parking management must include strategies to accommodate exceptional mobility needs.

This restructuring of parking aligns with recommendations for a park-wide parking management policy made in the Balboa Park Master Plan. Further actions would require a shuttle link (as described in recommendation P7 of this report), comprehensive parking signage that identifies lot usage and location and enforcement of these new regulations (Recommendations P4, P2 and P5). Specific strategies for each of these items should be outlined in the Parking Management Plan, and the Shuttle, Circulation and Transit Plan.





**Relocate Employee Parking:** The Inspiration Point lots will be used to relocate employee parking. The Federal Building lot will also be used for this purpose on an interim basis, until alternate solutions can be found for Naval Hospital and City College.





## P2. impose more restrictive time limits on close-in parking

As indicated above, the most effective tool to move employees and volunteer parking to remote lots is time limits on the Park's core parking areas. Although some close-in parking is already short-term, this strategy would impose more restrictive time limits on destination parking, with certain allowances for disabled parking, and ensure that Park visitors can use these spaces. Short-term lots would include the lots behind the Casa de Balboa, the Fleet Science Center, the Botanical Building, the San Diego Museum of Art and the Natural History Museum. The Zoo lot, the Inspiration Point lots, and the lot behind the Federal Building (Hall of Champions) would remain long-term lots.



Parking signage can indicate location and availability of parking.

Enforcement is critical to the efficacy of time-controlled parking, and additional employees will likely be necessary to ensure that both visitors and employees respect the time limits. A comprehensive signage system that identifies parking availability and location is also necessary, as is a shuttle link to long-term parking, as described in recommendation P7 of this report.

## P3. retain some disabled and service parking in core areas

As indicated above, parking management must include strategies to reserve prominent and convenient short- and long-term parking for disabled visitors, as well as unobtrusive and functional parking for short-term service activities. The comprehensive parking management plan, as described above, should review ADA requirements applicable to this recommendation.

## P4. implement parking signage

Many visitors simply do not know where parking is available. Whether regular visitors or out-of-town tourists, the natural impulse is to drive to one's destination and search that area for parking. Under existing conditions, the lack of available spaces leads to constant circling, searching for a space. Although it frees spaces, a reorganized parking system may still frustrate drivers, who find *short-term* spaces but do not know where they can find long-term spaces.

Clear signage at Park entry points should make it clear that parking *is* available in the park, relieving parking pressure in adjacent neighborhoods, and direct visitors to short-term and long-term parking areas. In this way, parking signage begins the 'sorting' process as soon as visitors enter the Park. This signage can also inform visitors, through a simple remote-control display, which lots are full or open, further reducing the hunt for parking. The ultimate goal of parking management is to minimize vehicular traffic within the Park, and the attendant pedestrian conflict, by getting people directly to a parking lot and out of their cars as quickly as possible. This same signage will also serve to



#### **P5. discourage non-Park usage of lots**

Designating Inspiration Point as primary employee parking makes it important to ensure that the lot can meet that demand. Non-park users, most notably City College students and faculty and the Navy Hospital patients and staff, currently consume a large portion of the lot's capacity.

At first glance, these two user groups appear the same, but they in fact require very different evaluation. City College occupies a long-term lease within the Park, and should find ways to accommodate their parking requirements within the boundaries of this lease.

The Navy Hospital, in contrast, occupies land that is no longer part of Balboa Park. As a federal body, the Navy has the power to invoke eminent domain and remove land from the Park if its parking needs cannot be solved in another fashion. The Navy's parking problems are very real, and Naval authorities have expressed a desire to seek a collaborative parking solution. A joint venture with the Navy would significantly reduce the public resources required, and could even offer the potential for federal funding. Closer study of the hospital's needs—time of day, weekly patterns—may well show that the hospital and the Park have differently timed demand and could share the same facilities.

#### **P6. restructure timing of service functions**

Site layout dictates that many service and delivery functions take place in the primary pedestrian areas of the Prado and Palisades. To the extent possible, these activities should be limited to non-visitor hours, such as early morning or late evening, to reduce pedestrian conflict.

Some service functions may be difficult to avoid; activities such as general park maintenance, cleaning, trash collection, or even the installation of museum exhibits may need to be accommodated during regular visitor hours. This recommendation requires coordination with institutions and facilities to understand their needs and limitations, in order to structure an appropriate management policy.





## Shuttle

### P7. implement internal park shuttle

An internal Park shuttle, originally proposed by the Central Mesa Precise Plan, is a key piece of the parking management strategy outlined on the preceding pages. The shuttle will have both immediate and long-term benefits. In the short-term, the shuttle allows the relocation of employee parking by providing the link between remote lots and destination institutions. This strategy results in more efficient use of existing parking.

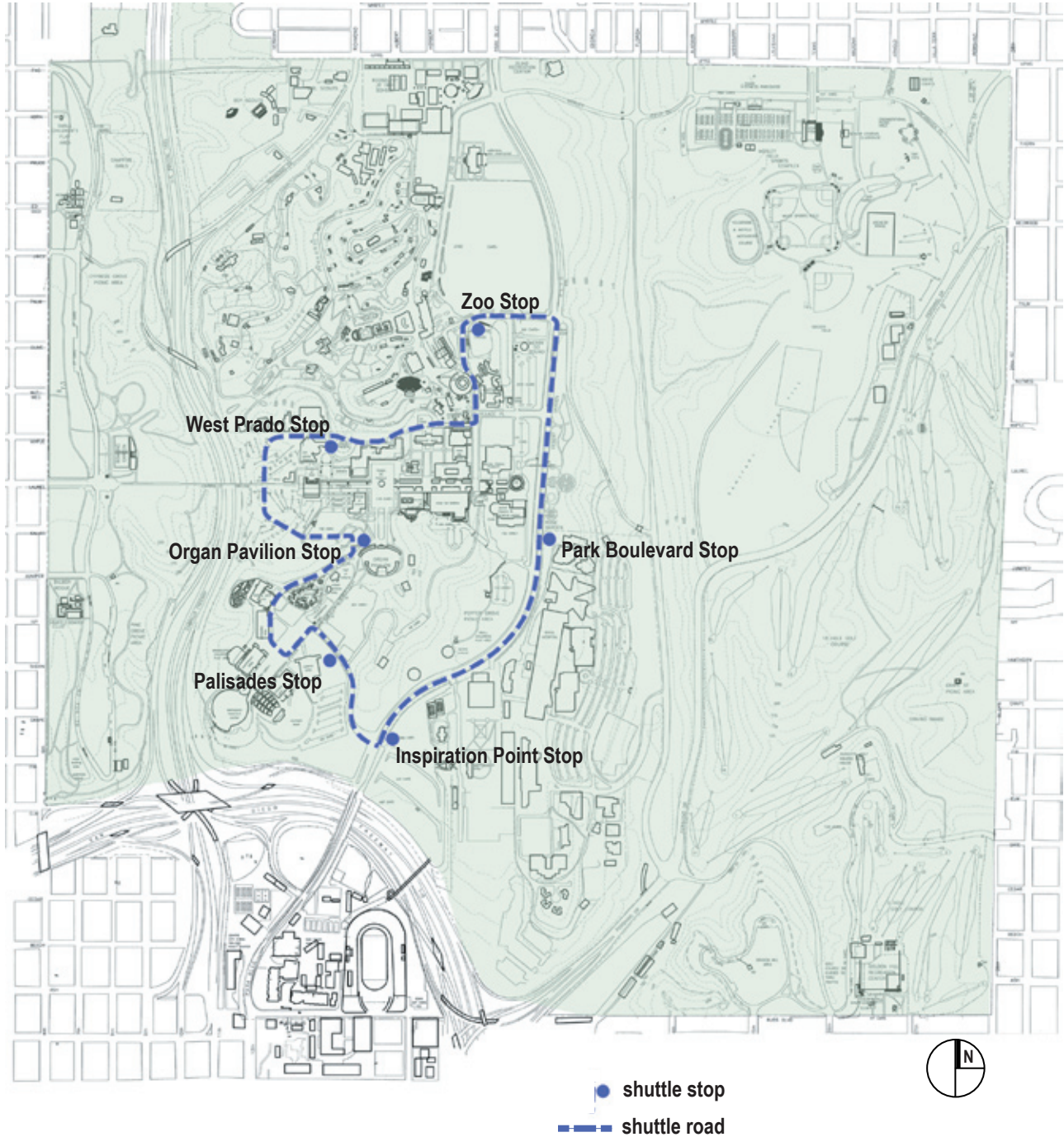
In the long-term, the shuttle will make it possible to relocate visitor parking to remote garages, as outlined in the ‘parking garages’ section of this report, and remove surface parking from the Park’s pedestrian cores. The shuttle system can expand the time between these two stages, and delay large capital expenditure on additional parking, by extending the utility of existing parking systems until growth truly demands such investment.

Although the shuttle can use existing Park roads, with minor improvements, on an interim basis, the most effective route would need a separated right-of-way. This right-of-way would facilitate shuttle access and turn-around, and would require some improvements to physical infrastructure. These improvements will require a comprehensive analysis of environmental, visual and noise impacts. One possible route would run on Old Globe Way (behind the Museum of Art and Botanic Building), and would have to consider the adjacent Zoo animal hospital, Old Globe Theater scene shop, the Museum of Art loading docks, the Lowell Davies outdoor theater and the archery range. A variation of this route would also require a bridge between the Zoo lease the Lowell Davies Theater.

Shuttle introduction is a significant undertaking, but the benefits of shuttle-linked remote parking can be achieved on an immediate, but more modest scale, by the expansion—hours and route-- of the existing Trolley operations. This modification would allow the implementation of certain parking management strategies while the full, permanent shuttle route is being planned.

While the shuttle system is envisioned as a primarily internal park circulation system, there may also be need for supplemental connection with external transit. This need, particularly between the Prado area and transit stops at the Park’s western edge, should be evaluated as part of the comprehensive planning for the shuttle system. Such linkage may take many forms, as discussed in Recommendation P9 of this Study.





**Shuttle Loop:** The Park shuttle should connect remote parking and core destinations. The shuttle should offer frequent service and extended hours, with one vehicle every 7-10 minutes and a minimum of 16 hours of service a day. For maximum flexibility and visitor convenience, the route should be a two-directional loop. Vehicles should be small and universally accessible.



**P8. select flexible shuttle system that can respond to increased future demand**

A single shuttle system can serve both short- and long-term needs, if the system is properly planned. The shuttle must provide:

**frequent service:**

to maximize convenience and minimize wait time; one shuttle approximately every 7-10 minutes

**extended hours:**

to serve park visitors and institution employees before and after institution hours; 16 hours/day, minimum

**two-way loop service:**

to reduce travel time and distance between destinations and maximize flexibility

**small vehicles:**

to allow more frequent service; accommodate approximately 40 visitors

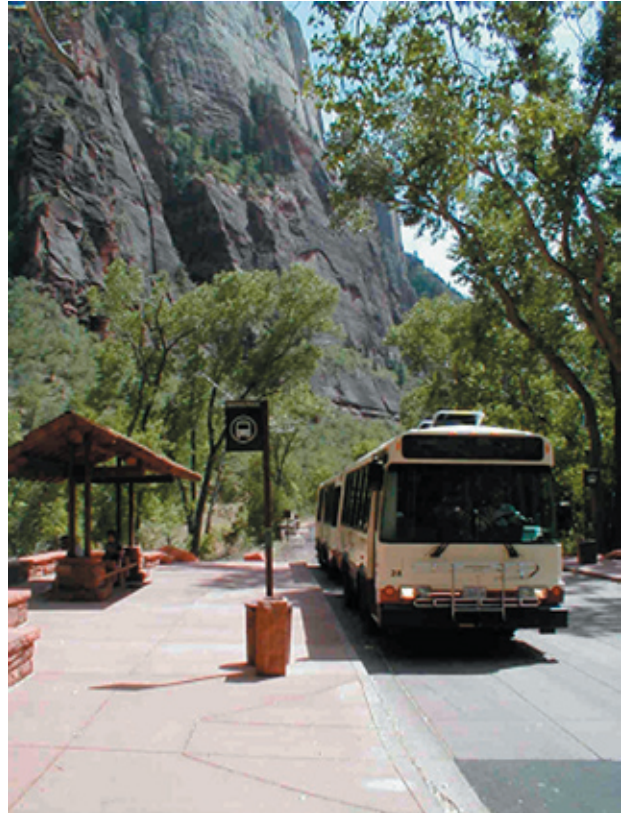
**universally accessible vehicles:**

to serve all visitors and employees; all vehicles must meet this requirement

**connection to local and regional transit services:**

to facilitate transit use for Park arrival

Choosing the proper vehicles and route up-front ensures easy system expansion; additional capacity will be a simple matter of adding more vehicles to the fleet.



Above and below, Park shuttles can take many forms but must be compatible with the overall Park image and capacity requirements.







**P9. supplement internal circulation with small-capacity, on-demand vehicles**

As linkages are extended between the pedestrian cores and between mesas, walking distances may become daunting for some visitors. While many people walk these distances comfortably, others may find it too difficult due to heat, age, disability, young children or other limitations. Small passenger vehicles such as bicycles, pedi-cabs, and golf-cart based equipment are among the types of small-scale people movers that could be compatible with pedestrian circulation; these systems would not have a set route or schedule, but would be available on-demand as free or rented transportations options. Should demands rise to a point where very small vehicles begin to crowd pathways, it may be appropriate to consider a small fixed-guideway system such as a cable traction system.

Small passenger vehicles would also prove useful during special events, when the number of park visitors, and also the number of visitors with special mobility needs, increases. The model for special events would be the same as that described above, with a variety of free, for-rent or for-hire vehicles.



Golf-cart based vehicles travel at low speeds and are compatible with the pedestrian environment.



Pedi-cabs are a chauffeured option for small, on-demand circulation.



A small-scale tram system may be considered if other, smaller vehicles begin to crowd pathways.



## Parking Garages

The Park's current parking reservoirs do not serve the Park well. Surface lots occupy valuable space in the very center of pedestrian areas and route traffic through central pedestrian areas; this placement impacts pedestrian safety and the continuity of the larger Park fabric. This Study recommends structured parking to reduce the amount of land dedicated to vehicular storage; placed near entries to the Central Mesa and Inspiration Point, parking garages will also relieve pedestrian-vehicular conflict by minimizing traffic through core areas. Size of the garages will be determined by an overall 'not-to-exceed' target number of parking spaces on the Central Mesa.

### *Carrying Capacity*

Much discussion has taken place regarding the Park's 'carrying capacity.' In the context of Balboa Park, there is no way to scientifically determine or measure a carrying capacity. Carrying capacity is a highly subjective and variable measure based on a list of attributes, and it is the balance of these elements that defines the Park's carrying capacity. Foremost among these elements are the number of visitors, the number of cars, and access to Park attractions and destinations, and it is when one or more of these elements is perceived to negatively impact the other elements that carrying capacity has been exceeded.

Consideration of specific Park uses illustrates the concept of carrying capacity, and the variability within it. In the case of cultural institutions, the size of the organization's building or lease is a limiting factor. Most institutions cannot expand physically, and so may look to expanding programs or hours of use. Even these non-physical expansions must be considered in light of the impact they will have on the overall Park: will such changes bring more cars, will additional traffic occur during already peak hours?

Looking at a different use, the Park's active recreation spaces are also limited by physical facilities; most venues are tightly scheduled with few unused time slots. Passive recreation space, on the other hand, is more limited by the character of the space, its location, and the needs of the people who want to use it. An example of this type of variability is Nate's Point, on the West Mesa. This area, heavily used as a dog park, can accommodate many dogs, or just a few dogs. If the dogs are small and friendly, the space may have a large capacity. If the dogs are large, extremely active or aggressive, the number of users shrinks dramatically.

Given the size and complexity of Balboa Park, there is no practical way to set a carrying capacity for total visitation. While it is not possible to control visitation, it is possible to control the number of cars within the Park. The Jones and Jones/Civitas team feels that the Central Mesa and Inspiration Point have a parking capacity of approximately 8500 cars, and recommends this number as a 'parking cap', or limit, for the area. In its current configuration, the 'carrying capacity of Central Mesa/Inspiration Point is exceeded. The proposed cap of 8500 is based on reconfiguration, providing that parking be moved to parking garages in remote locations, linked to destinations and attraction by an internal shuttle system. These concepts are discussed more fully in the recommendations that follow.







**P10. establish a parking cap for the Central Mesa and Inspiration Point**

Recent planning documents, including the Balboa Park Master Plan, the Central Mesa Precise Plan, the Park Boulevard Promenade Plan and this Study, have all recommended an increase in parking spaces, based on current institutions and use patterns. The projected numbers in each of these studies are very close in number, estimating a need for approximately 8500 spaces on the Central Mesa and Inspiration Point through the year 2020. The parity in these numbers suggest that there is a finite number of spaces that the Mesa can support before seeing unacceptable impacts to Park character and integrity. More detailed transportation and demand models should test and verify this number.

This cap will determine the size of future parking garages, setting 8500 as the maximum number of spaces for the Central Mesa and Inspiration Point. These 8500 spaces will be divided between on-street parking, surface lots and a maximum of three garages. This report gives only a range of capacity for each garage; the proper size for each garage will be determined after detailed study of the design, cost and operational issues for each garage.

Existing Spaces 2004	Existing Spaces 1989 MP	Proposed Spaces 1989 MP	Existing Spaces Precise Plans	Proposed Spaces Precise Plans	Proposed Spaces PB Prom. Plan	Proposed Spaces This Study
6586□						

\*759 spaces were lost between 1989 and 2004

\*\*The 1989 Master Plan projected a need for 8500 spaces to accomodate peak demand by the year 2000

\*\*\*The Planning Commission recommended a smaller Promenade garage than proposed; using the Commissions numbers places the proposed spaces in the Plan and Study as follows:



7479-8593

7210-8460



### P11. locate parking garages near entries to Central Mesa and Inspiration Point

Garages should be located with two goals in mind: reduction of pedestrian conflict, and reclamation of parkland. The simplest way to reduce pedestrian conflict is to capture cars at or near Park entries, thereby reducing vehicular traffic in pedestrian areas. While everyone would like to park by the front door of his or her destination, this convenience is simply not possible, and falsely assigns priority to vehicles, instead of to park integrity.

A 'parkland-first', instead of 'parking-first' strategy is still destination-based, but gathers parking at the edges of these core pedestrian areas. A parking garage north of the Cabrillo Bridge, for example, ('Archery Range Garage', see following pages) would provide more parking than is currently available at this end of the Prado, and allow easy walking access to institutions. It would also reduce the

visual impact of parked cars and significantly reduce traffic through the Plaza de Panama. This change in circulation and traffic volume is particularly important, as it introduces the ability to close the West Prado to vehicles during special events. This same perimeter parking strategy would apply to all core pedestrian areas, and is a key recommendation for addressing growth when it occurs.

Turning to this recommendation's goal of parkland reclamation, not all locations are equal. The Organ Pavilion lot and the lot behind the Fleet Center are both desirable parcels to reclaim. As a highly visual connection between the Prado and the Palisades, however, the Organ Pavilion lot offers greater value than the less-visible and smaller Fleet lot. For this reason, a new parking garage should absorb parking from the Organ Pavilion lot before taking on capacity from the Fleet lot. This sort of subjective assessment is necessary to organize and prioritize parking improvements.



Parking Structures should be located to minimize vehicular circulation in pedestrian cores and reduce the visual impact of parked cars.



**P12. relocate parking from surface lots to parking garages**

Structured parking aligns with previous planning recommendations on many levels. By concentrating more cars into a smaller footprint, parking garages reduce the amount of parkland dedicated to vehicular storage. Because they can be tiered into the land, garages can be relegated to steep areas of the Park that are topographically unsuited to other Park uses. Advanced engineering also allows the construction of completely underground parking garages that can support plantings and plazas on their ‘roofs.’

All three of these characteristics mean that large tracts of land currently used for surface parking can be returned—whether through removal, relocation or ‘undergrounding’ of parking—to parkland.

Some surface lot and on-street parking will be retained in the following locations: Zoo lot, Park Boulevard, Casa de Balboa, Plaza de Panama, Natural History Museum, Village Place, Pan-American Plaza and the Federal Building. Proposed parking elimination and retention is addressed more extensively in Appendix G of this Study.

The success of this large-scale parking reorganization depends upon the implementation of an internal Park shuttle (Recommendation P7), and must be preceded by a detailed transportation demand model that will establish the appropriate amount and location of parking within the park (Recommendation P10).







### Parking Garages: proposed locations

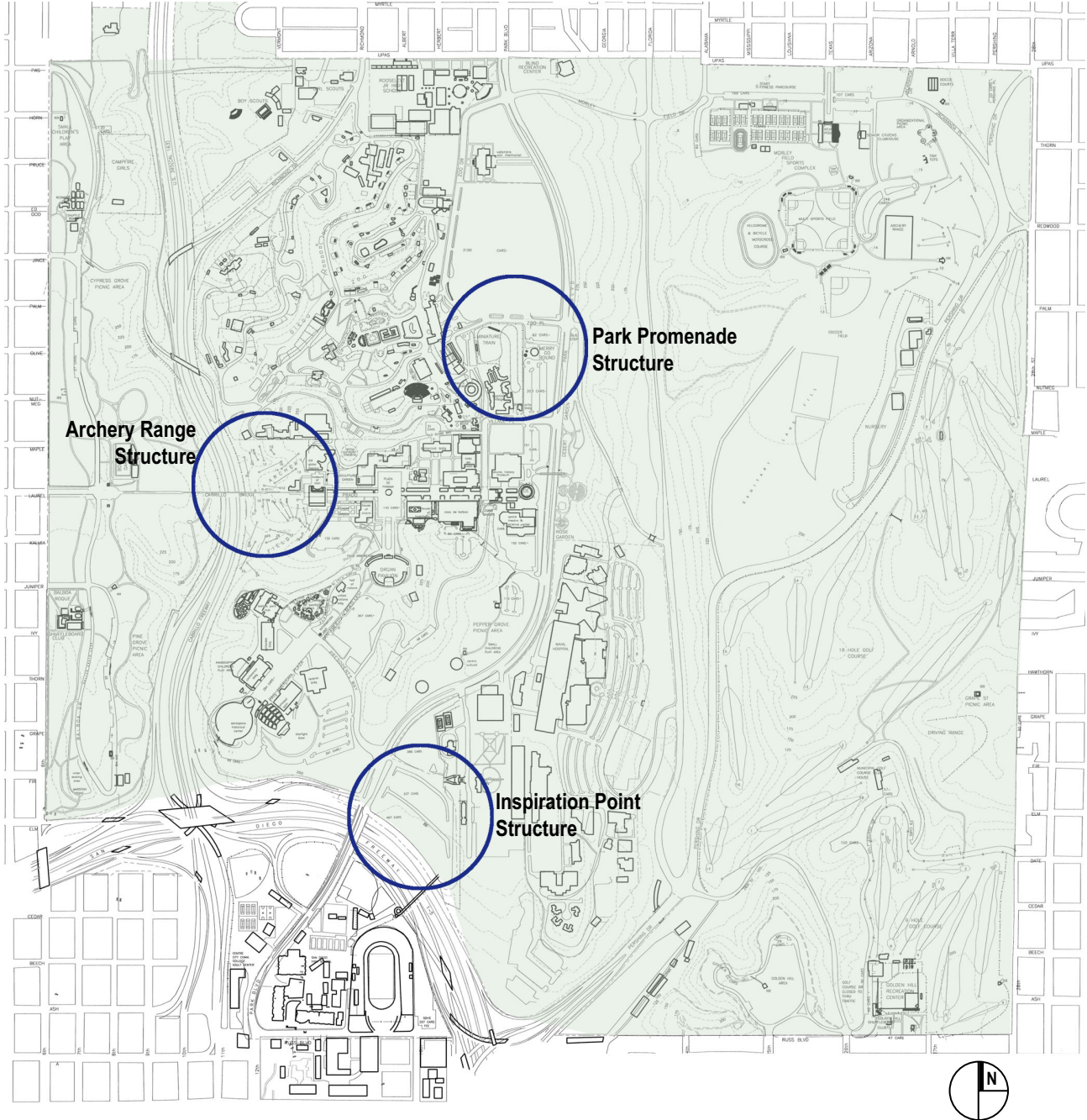
Three locations, discussed below in no particular order, are recommended for future parking garages. The sizes given are broad parameters only, based on available land area and current information regarding demand. The maximum capacity of these three garages is less than the recommended cap of 8500 spaces; on-street parking and a handful of surface lots, as described above, completes the parking strategy for the Central Mesa. In addition, two other locations for garages are not included in the list below, but should be evaluated as options in the comprehensive parking study that must precede any final decisions regarding garage locations. These locations are the current Organ Pavilion surface lot, and the Pan-American Plaza.

Previous planning documents have recommended an underground garage on the site of the current Organ Pavilion Lot, and a relocation of President's Way out of the Palisades, to the eastern side of the existing lot. A number of Palisades institutions are also supportive of an underground garage beneath the Pan-American Plaza. The Jones and Jones/Civitas Team does not favor these locations for reasons of vehicular circulation and quality of experience. The Team feels that the circulation patterns associated with these locations would continue and possibly increase, depending on the capacity of the garages, present volumes of vehicular circulation through the critical pedestrian areas. Both of these locations, the Pan-American plaza in particular, are specifically slated for parkland reclamation because of their critical location in reconnecting the Park's fragmented landscapes. Because of the practical constraints of public space built atop structure, the Team feels it is highly preferable that these reclamations be on solid ground rather than structure.

### Park Promenade Underground Parking Garage

This garage will serve primarily zoo visitors. The 3200-4800 space garage would be entirely underground, with a rooftop plaza that would serve as a pedestrian amenity and potential gathering place for Park events. The new garage would occupy the space just south of the existing Zoo parking lot, with shuttle and vehicular access off Park Boulevard.

This garage, endorsed by the Park Boulevard Promenade Plan, would allow large parcels of land fronting Park Boulevard to return to parkland in the form of Zoo exhibits and an enhanced pedestrian promenade. Reclaimed land would include all or part of the existing Zoo lot and the surface lots adjacent to the Natural History Museum and the Spanish Village. This reclamation would contribute to the conversion of Park Boulevard to a parkway, as described in recommendation C11 of this report.



**Proposed Parking Locations:** An 8500-space parking cap should be established for the Central Mesa and Inspiration Point. These spaces will be divided between on-street parking, surface lots and up to three parking structures. The appropriate size for each structure should be determined after careful analysis of the capacity of each proposed site as well as the capital and ongoing operational costs at each proposed location. Evaluation should also consider each structure's impact on views from and to important buildings, roads and landmarks.



### Inspiration Point Terraced Parking Garage

This garage would provide 1500-2000 spaces, primarily used by Park and institution employees and volunteers, as well as special event/peak period visitor overflow. In addition, the garage would absorb increased core demand from Inspiration Point, as the area emerges as a strong pedestrian destination.

In the long-term, this garage would absorb employee and visitor parking from all the Park's existing lots, allowing close-in parking to be freed for special access needs, as well as allow the reclamation of the surface lot adjacent to the Naval Chapel (the Veterans Museum). Employees and visitors would both use the shuttle to arrive at their destinations.

This location offers the opportunity to work with topography to build a terraced garage stepped into the hillside. This type of design makes a large-capacity garage more economically feasible, with lower construction and systems cost. The design also lessens aesthetic impact by blending the garage into the hillside. This site's excellent views of downtown and the Bay suggest that the garage's rooftop could be designed as a destination in its own right. Many opportunities exist for this space; the key to final selection is to ensure that the garage, and any usable space on its roof, projects a character consistent with the rest of the Park.

Phasing construction of this garage with the construction of the Park Promenade garage could achieve additional cost savings by using soils excavated from the northern site to infill the southern site.



Underground and terraced parking structures can offer usable pedestrian space on their rooftops.

### Archery Range Terraced Parking Garage

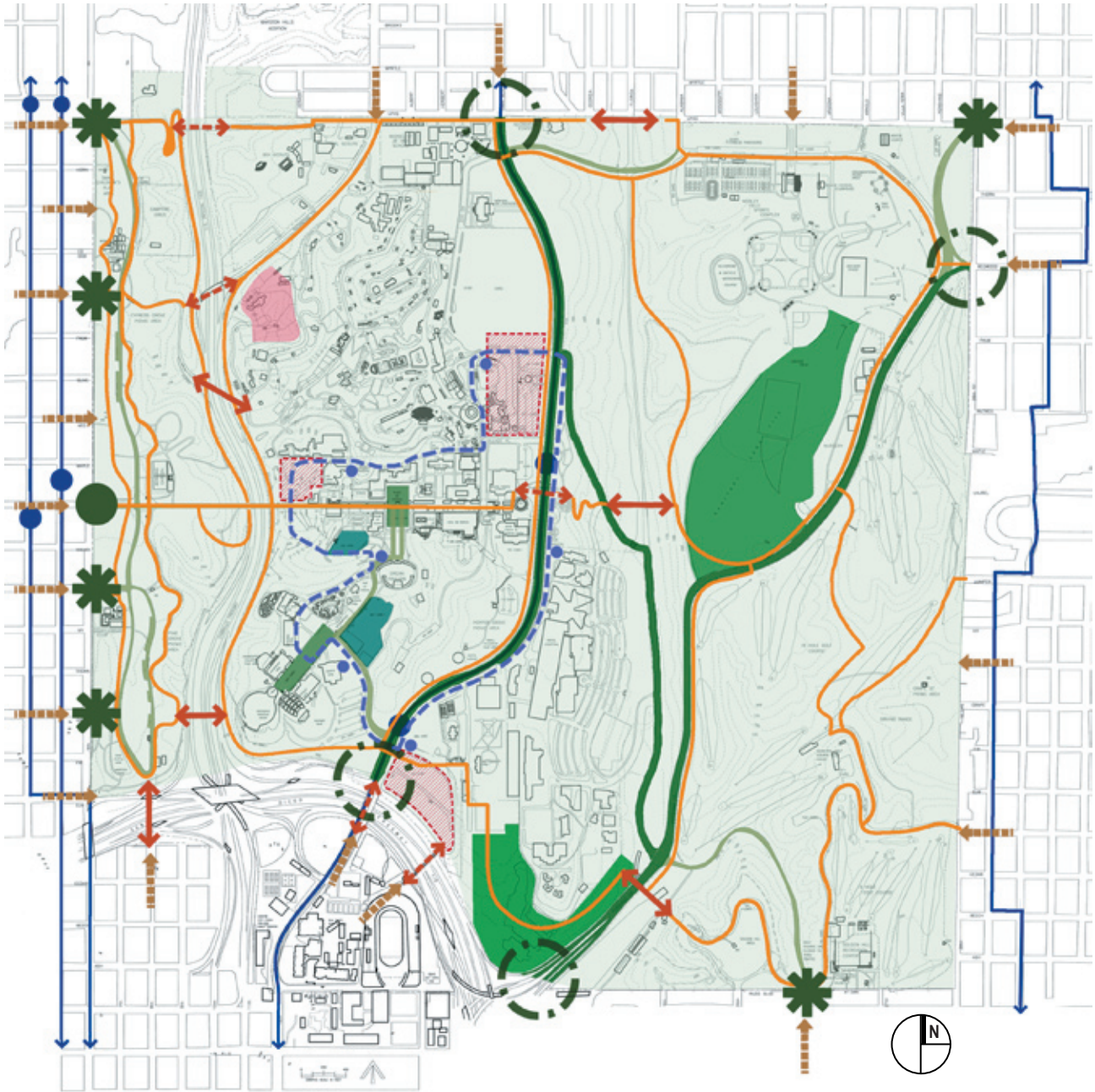
This 700-750 space garage would occupy a portion of the existing archery range below and just north of the Cabrillo Bridge. The garage would offer close-in access to West Prado institutions and ease parking difficulties in one of the Park's busiest nighttime destinations. The garage's rooftop would offer space for a pedestrian plaza, with the shuttle collecting visitors just north of the Old Globe theatre. The garage could absorb all or part of the existing Alcazar lot's capacity, allowing parkland restoration at this location.

Site topography suggests that a terraced garage could also work in this location, significantly reducing initial construction costs and ongoing maintenance costs of ventilation and drainage.

Primary vehicular access to the garage would be across the Cabrillo Freeway at Quince Street. The existing bridge at this location, a one-way off ramp from the freeway, would need to be renovated or replaced to increase its capacity and accommodate two-way traffic. All renovations, or a replacement bridge, would need to comply with the requirements of the freeway's historic and scenic corridor designation.

The proposed circulation pattern would divert a large amount of traffic off of the Cabrillo Bridge and directly into parking, significantly reducing traffic entering the Plaza de Panama and increasing pedestrian safety in this area. Visitors could access the bridge directly from Quince Street at the Park perimeter, or from Laurel Street via Balboa Drive (converted to two-way traffic) to Quince Street.





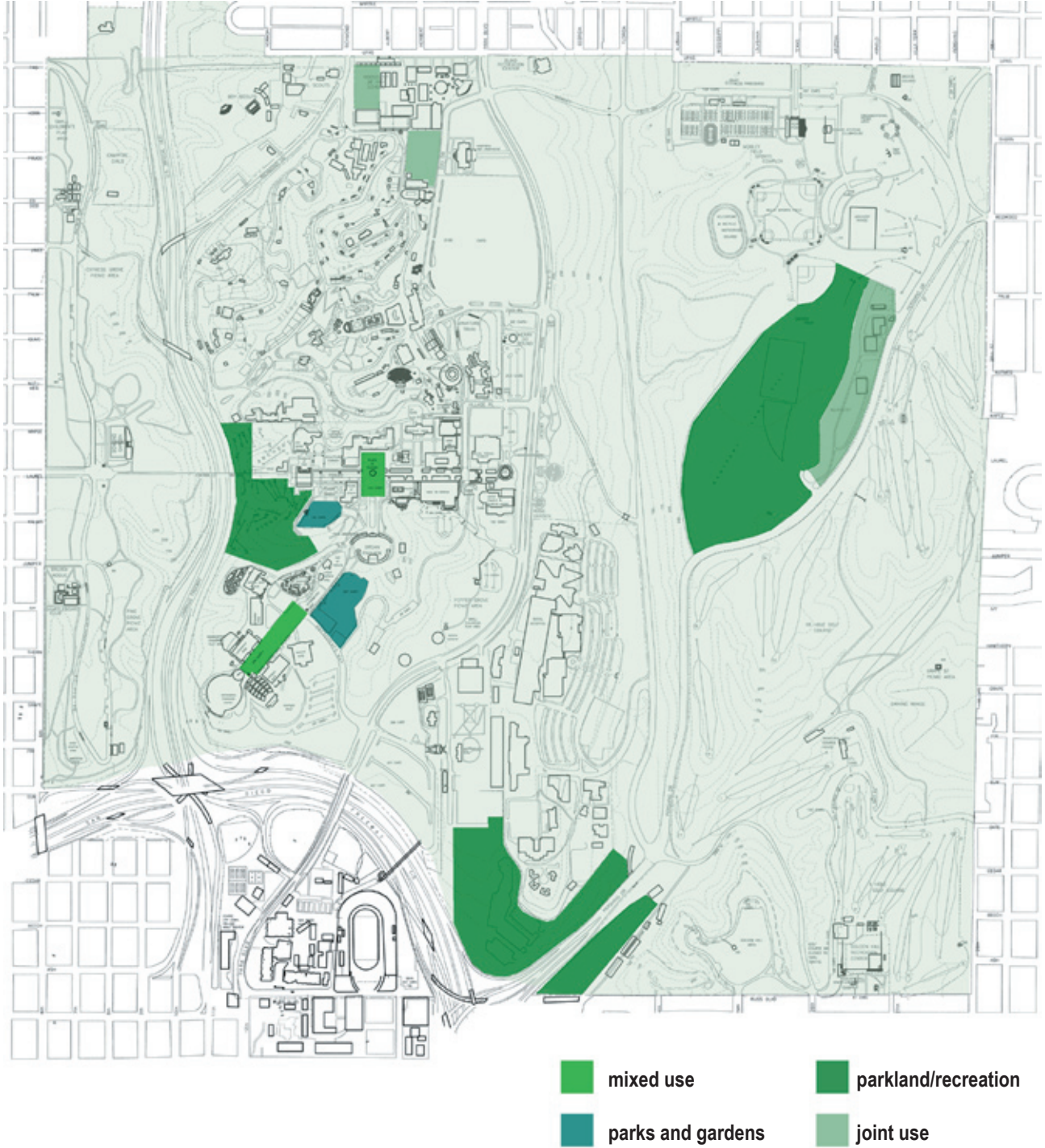
**Recommendations Overview**

- Zoo employee parking
- shuttle stop/route
- BRT transit
- parkway road enhancements
- boulevard road enhancements
- pedestrian trail network
- improved bridge connection
- new bridge connection
- Park gateway
- existing Park gateway
- pedestrian gateway
- pedestrian entrance



Location/ Land use	Size (acres)	Land Reclaimed as:			
		Mixed Use	Parks & Gardens	Parkland/ Recreation	Joint Use*
Plaza de Panama	1.50	X			
Pan American Plaza	2.50	X			
Organ Pavilion parking lot	2.75		X		
Alcazar parking lot	1.30		X		
Southern Inspiration Point	24.85			X	
Roosevelt Junior High School	4.25				X
Park Nursery	11.00				X
Central Mesa Archery Range	12.00			X	
Pershing Drive maintenance yards	9.80			X	
Arizona Landfill	45.00			X	
<b>Total Reclaimed Land:</b>	<b>114.95</b>				
<b>Reclaimed land by use:</b>		<b>4.00</b>	<b>4.05</b>	<b>91.65</b>	<b>15.25</b>





**Reclaimed Land:** The preceding recommendations would allow a total reclamation of approximately 115 acres of land, as shown above.





## Implementation Strategy

To transfer the preceding recommendations from paper to reality, a strong implementation strategy is necessary. Implementation must include both phasing and funding, and be flexible enough to accommodate an extended timeline of improvements. When planning and prioritizing improvements, it is worth noting the upcoming centennial anniversary of the 1915 California-Pacific Exposition. Improvements may be selected and timed to coincide with or celebrate this important event in Park history.

### Phasing

The Improvements proposed in this study are divided into three phases. This phasing proposal remains conceptual, as the final phasing cannot be determined until specific projects are defined and approved as plan amendments. More detailed definition of projects will need to include comprehensive evaluation of their potential impact on historical resources.

Phase One is intended to provide immediate actionable steps that can alleviate current, persistent access problems in the Central Mesa, Zoo, Prado and Palisades, at modest cost and without a need to amend the 1989 Master Plan. Phase Two addresses immediate Park needs that require substantial funding and construction to implement; these improvements also require a Plan amendment. Phase Three implements the long-term strategies for reclaiming and re-connecting the Park for a long-term, sustainable future; some but not all of these improvements would require Plan amendments. Each proposed phase contains multiple steps. Final funding structures will fine-tune the prioritization of projects within each phase.

Specific prioritization of improvements will take place after approval of this Study by the Balboa Park Committee; at this time, further discussion will determine those elements that should be moved forward for Plan amendment.

## Phase One: Parking Management and Shuttle

Phase One responds to the Park's most pressing parking and circulation problems, looking to increase efficiency of the Park's existing resources with minimal capital investment. This Phase builds public support for further Park improvements, and provides time for assembly of the political and economic structure necessary to move into the more intensive Phase Two.

- Phase 1A: Parking Management
  - signage**
  - relocation of employee parking**
  - increase existing tram service**
  - restructuring of service and deliveries**
  - enforcement**
  - coordination with Navy, City College**
  - resource development officer**
  - transportation officer**

This initial phase restructures current vehicular circulation and parking patterns. Parking for Prado and Palisades employees and volunteers will be moved to the Inspiration Point and Federal Building Lots. New signage will be put in place, introducing strict short-term time limits on close-in parking; enforcement of these new regulations will also begin at this time. Additional employees may be necessary for this task.

To ease the transition to remote parking, the existing Park trolley's service must be increased. This increase is an interim measure only, while funding and design of a permanent shuttle system takes place. The Park trolley is not a long-term option to link parking and destinations, as this system is not universally accessible and does not have the capacity that will be necessary as plans move forward to a remote parking system for visitors and staff. In addition, increasing the trolley system to the projected levels would likely cost more than a shuttle system of comparable capacity, since the trolley was not designed for this purpose.

Conversations with City College and the Navy will also begin at this time, to find solutions to these two outside-user parking issues. These two groups currently consume a large amount of the Inspiration Point parking lots. Although the Federal Building lot can serve employee needs on an interim basis, City College and Navy issues must be resolved before *all* employee and volunteer parking is shifted to Inspiration Point.



- Phase 1A:**
1. Employee and volunteer parking moves to Inspiration Point and Federal Building Lots.
  2. The existing tram increases service to connect remote lots and destinations.
  3. More stringent 2- and 3-hour parking regulations are implemented and enforced in close-in lots.



The improvements recommended in this study include management and physical elements. Today's staff expertise and level of funding do not allow for the Department staff to accomplish important early action items that could make a difference in the Park. This study recommends that additional personnel should be added, dedicated to Balboa Park and focused on the tasks below. This will enable the Department to oversee the planning and implementation of those recommendations that are more effectively handled by staff instead of consultants. Further, these positions will prepare the groundwork necessary before significant capital improvements can begin.

*Resource Development Officer.* Although the Park Planning and Development Division does have a Development, Grants and Matching Funds section, the long-term scope of Park improvements will require a dedicated, full-time Resource Development officer for Balboa Park. The Resource Development Officer will be charged with assembling the funding necessary for Park improvements, project-by-project and phase-by-phase. This person will need to work with all of the institutions and park user groups, other city agencies, and a wide range of outside funding sources to prepare effective financing proposals for the various improvements.

Initial efforts should secure funding for ongoing implementation projects and should begin programming for the long-range capital improvements. As outlined above, certain steps can be taken while backing for further improvements is secured. A wide variety of funding opportunities are available, and a comprehensive search for both capital and operating costs is necessary before any subsequent phases may commence. More detailed information regarding funding strategies and sources is found in the 'Funding' section of this report.

*Transportation Officer.* This person will need to work in a leadership role with all of the institutions in the park, the Cultural Partnership, user groups and city agencies to develop and test alternative tools for managing access and parking. It is assumed that this effort will be a process that includes testing a variety of tools and strategies while monitoring their effectiveness and impact on the institutions and other Park users.

The Transportation officer's most immediate task will be to serve as point person for the comprehensive Parking Management Study; this person will be responsible for implementation, fine-tuning and enforcement of new parking regulations. Additional parking enforcement staff dedicated to Balboa Park may also be necessary. As improvement moves into the second segment of Phase One, the Transportation Officer will oversee the Shuttle, Circulation and Transit Plan necessary for implementation of the shuttle system. In Phase Two, the Transportation Officer will oversee the Transportation Demand Model as well as the design, costing and construction of new parking structures. In Phase Three, the Transportation Officer will coordinate redesign of the Park's roadway system into a network of parkways and scenic drives.

- Phase 1B: Shuttle Implementation
  - system design**
  - lease or purchase vehicles**
  - contract operator or hire necessary internal staff**

Once funding is secured for design (and potentially implementation), a Request for Proposals (RFP) will be issued for design of the shuttle system. This design phase is described more fully in the next portion of this report, and should include route design and cost analysis as well as plans for fleet storage and maintenance. With a preferred system design, the Park must decide whether it will lease or purchase vehicles, and if their operation will be done internally or contracted.

Shuttle design and implementation may be done in several manners; the steps above may all be performed by a single outside contractor, or by the Park's internal designers. Alternately, the Park could choose to hire an outside consultant for each step in the design and implementation process.





● shuttle stop  
- - - shuttle route



**Phase 1B:** Permanent shuttle system implemented.



## Phase Two: Parking Structures and Related Reclamation

Phase Two removes parking from some surface lots, places that parking in structures and reclaims the former surface lots for parkland. This phase is dependent upon the economic and political structure assembled in the preceding phases, and will require an amendment to the 1989 Master Plan. It is important to stress that it is the success of these efforts, not growth, that is the catalyst for Phase Two improvements. Understanding that growth is not the catalyst, Phase Two strategies can accommodate a certain level of growth.

- Phase 2A: Design  
**Transportation Demand model: parking cap schematic design and costing of parking structures**

Phase Two requires a Transportation Demand model to determine the true parameters of parking requirements. This study should include all institutions and the zoo, and will provide the technical information necessary for all Phase 2 improvements. This model will also produce a parking cap—a maximum number of spaces—for the Central Mesa and Inspiration Point.

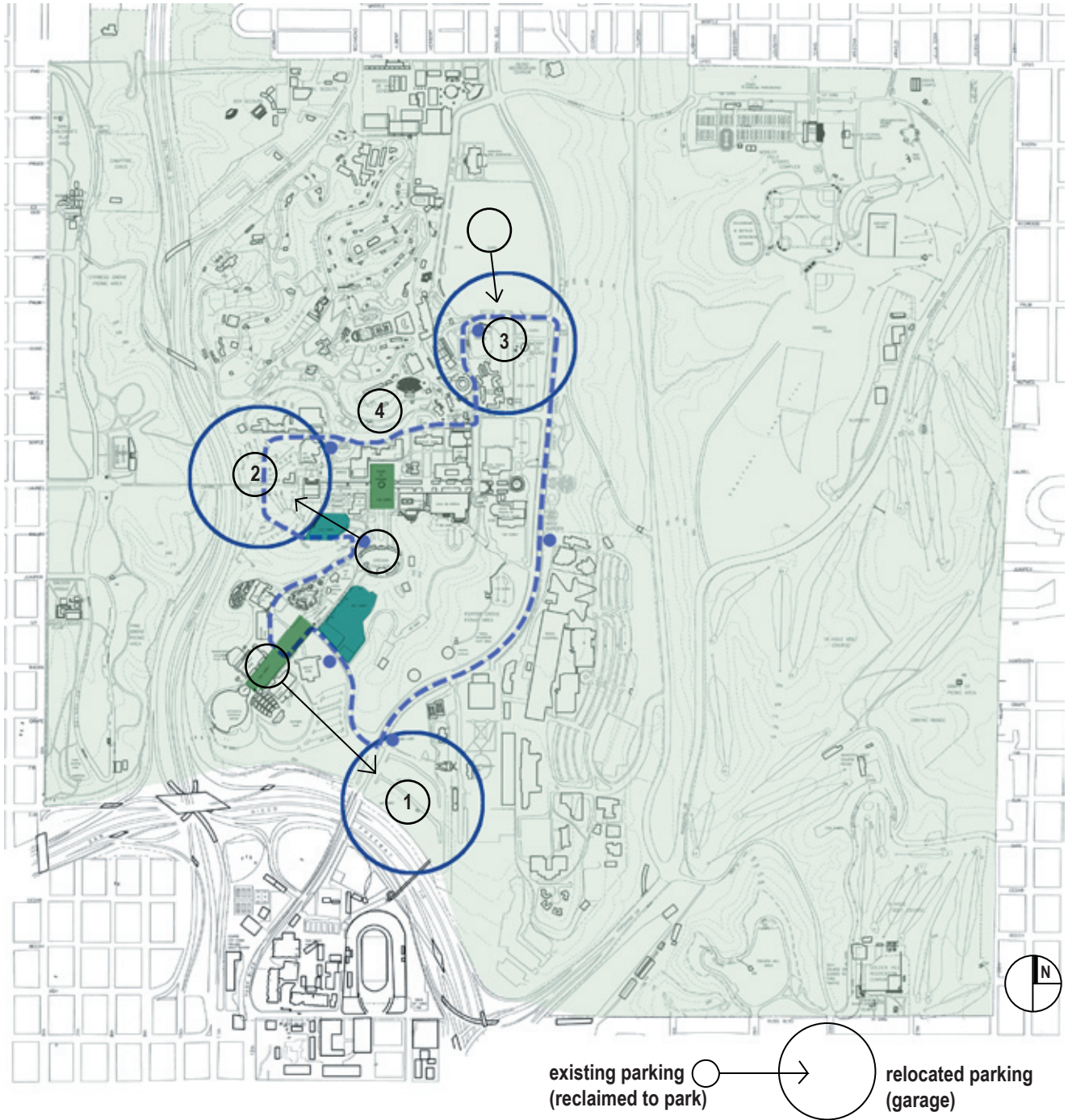
Once this number has been determined, schematic design and costing of parking structures is the next step. A separate plan will be prepared for each of the sites recommended in this document, and will evaluate a number of factors, including the physical capacity of each site, construction cost, ongoing operational and maintenance costs, vehicular and pedestrian access to the garages, shuttle access. These studies will also analyze the visual impact of the proposed structures, with particular emphasis on preserving the viewsheds from prominent roads, buildings and gardens. Size and exact location of each structure will be determined from these schematic plans.

Each design effort will include schematic design of related parkland reclamation, anticipating that surface lots will go off-line and be reclaimed at the time that structures come on-line. Funding must cover both garage construction and surface lot reclamation, ensuring that reclamation efforts do not suffer from a lack of funding. The Inspiration Point parking structure schematic design will include design and reclamation of the Pan American Plaza and the Plaza de Panama. Plans for the Archery Range parking structure will also address conversion of the Organ Pavilion and Alcazar lots to parkland and gardens. The Park Boulevard Promenade parking structure, likely the largest of the three structures, will allow the reclamation of at least three surface lots (Carousel lot, Spanish Village lot, existing Zoo lot, and possibly the Natural History Museum lot); this space will be reclaimed for zoo exhibits and parkland.

- Phase 2B: Plan Amendments and Environmental Documentation  
**phase 2 improvements**  
**phase 3 improvements**  
**master plan amendment**  
**precise plan amendments**

Master Plan and Precise Plan amendments are necessary to move forward from this point. A planning or design firm should be hired to draft the amendments and conduct public outreach. Amendments to the Master Plan and Precise Plans will specifically address the following Phase Two issues: institution of a parking cap on the Central Mesa and Inspiration Point, Organ Pavilion lot reclamation (Master Plan recommends an underground parking structure, this study does not), reclamation of the Alcazar Lot (remains surface parking in the Master Plan), shuttle route modification (a shuttle serving the Archery Range Structure would need to go under the Cabrillo Bridge) and construction of each of the three proposed parking structures (at different locations than the parking structure recommended in the Master Plan). The Zoo has already begun the amendment process for the Park Boulevard Parking Structure.





- Phase 2:**
1. Inspiration Point Parking Structure and Pan-American Plaza reclamation
  2. Archery Range Parking Structure and Organ Pavillion Lot, Alcazar Garden Lot and Plaza de Panama reclamation.
  3. Park Boulevard Promenade Structure and accompanying reclamations.
  4. Shuttle system expanded to service parking structures.





Due to the expense and lengthy process required for an amendment, consideration should be given to including Phase Three improvements in the Phase Two amendment effort. While these improvements will not take place at this time, necessary policy modification could be made so that these additional projects may be undertaken as funds allow. Phase Three projects requiring Master Plan Amendment are: consideration of additional buildings in the Palisades, additional buildings in Inspiration Point (so far as these buildings would be located on lands slated for ornamental gardens), the Marston Point–Palisades pedestrian bridge and pathways, and prohibition of new buildings on the Prado.

- Phase 2C: Construction
  - construction documents**
  - construction period parking management**
  - shuttle system modifications: capacity, route**
  - signage modifications**

With Master and Precise Plan approvals, final design and construction can move forward. Final plans and construction documents will refine the drawings prepared in phase 2a, and should also address modifications to the shuttle system—revised routing, improved roadways as necessary, additional capacity—necessary for efficient operation of the garages. Construction period parking management should also be addressed. New signage will be necessary to indicate changes to parking and circulation patterns.

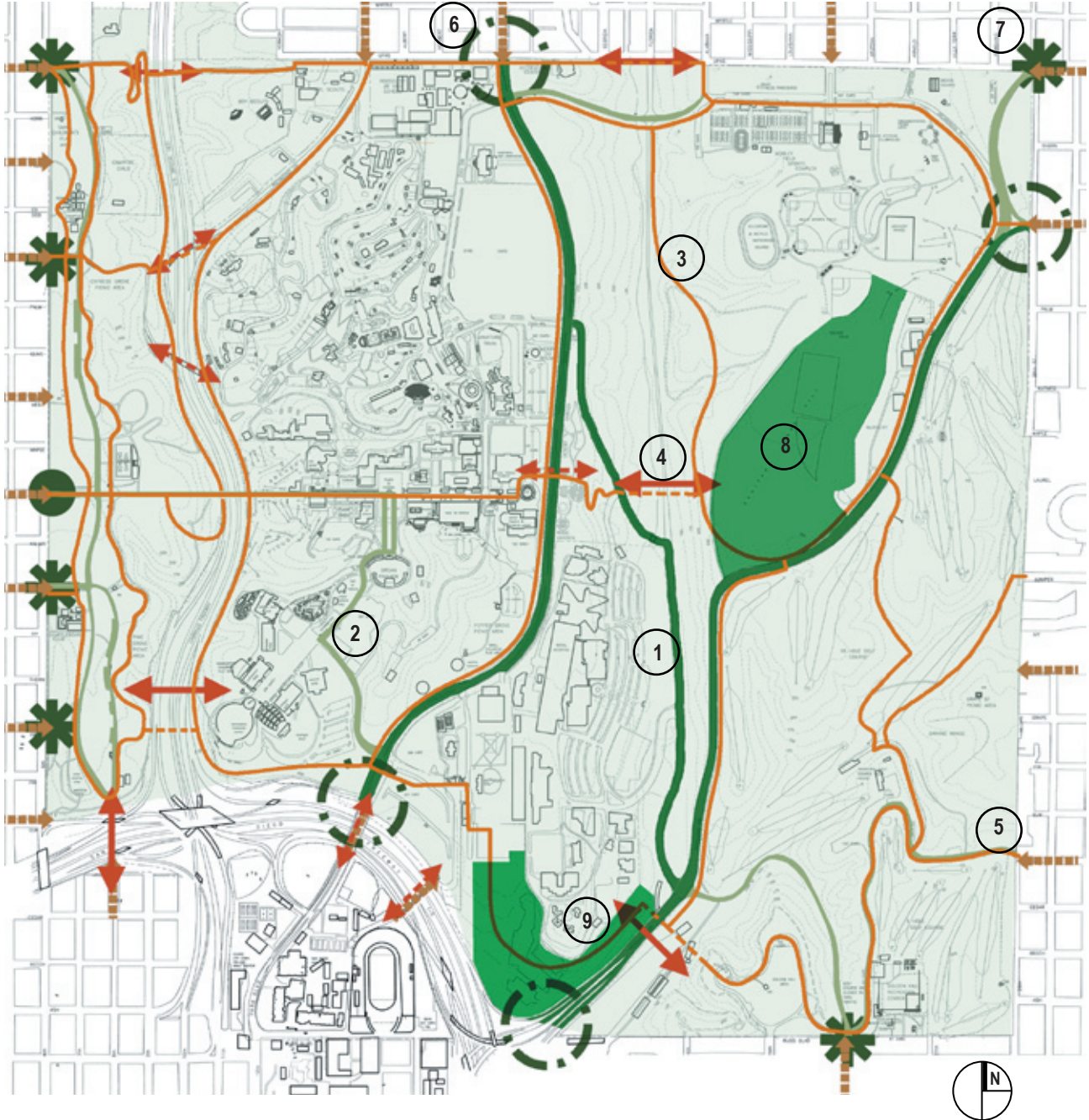
### Phase Three: Additional Park Reclamation and Enhancement

**joint use agreements and public access opportunities**  
**study closure of northern Florida Drive**  
**reclamation of Arizona landfill**  
**standardized pathway quality**  
**increased pedestrian amenities**  
**connection of existing pathways**  
**pedestrian bridges and pathways**  
**Mesa and Park loops**  
**increased edge permeability**  
**parkways**  
**scenic drives**  
**enhanced pedestrian safety on tertiary roads**  
**gateways**  
**reclamation of southern Inspiration Point**

While Phases One and Two outline a series of steps built on a specific sequencing of improvements, Phase Three encompasses a broader spectrum of small and large-scale projects that may be undertaken as funding arises. Some of these projects may occur in early phases of development, others may not be realized until much later.

The funding sources for this category of improvements may also be very different than those sought in Phases One and Two. Reclamation of the Arizona Landfill, for example, may be eligible for Environmental Protection Agency (EPA) grants or other similar funds; these types of sources may be procured as early as Phase One, or may require a lengthy time far beyond that of capital improvements. Philanthropic gifts are also more accessible in this category of projects than in larger, capital improvements; these sorts of gifts are likely to be spread throughout the Park's improvement phases.

In addition to those projects mentioned above as requiring a Master Plan Amendment, this phase would also include: standardized and enhanced pedestrian network, additional connections between pathways, provision of additional pedestrian amenities, Mesa and Park pedestrian loops, creation of parkways and scenic drives, gateways and small-scale on-demand internal circulation vehicles.



- Phase 3:**
- |                                    |   |
|------------------------------------|---|
| 1. Parkways                        | 6. Signature gateways                   |
| 2. Scenic Drives                   | 7. Local gateways                       |
| 3. Mesa and Park Loops             | 8. Reclaimed Arizona Landfill           |
| 4. Pedestrian Bridges and Pathways | 9. Reclaimed southern Inspiration Point |
| 5. Increased Edge Permeability     |   |



## Summary of Implementation Plans

Some additional planning efforts will be required to fully implement many of the recommendation contained in this study. These plans should refine schematic-level ideas to implementable construction drawings, and should also include detailed costing of all proposed improvements. The Plans below are organized by Phase.

### Parking Management Plan (phase 1A)

This plan details strategies to reorganize and increase efficiency of parking resources. The plan will identify short-term, long-term and employee parking areas, and formulate a signage system to communicate both location and availability of that parking. The plan will determine specific time limits for short-term parking, and outline enforcement strategies for those time limits. The Plan will also address ways the Park can discourage non-Park parking within its boundaries, and explore joint use opportunities with the Navy.

### Shuttle, Circulation and Transit Plan (phase 1B)

This plan will specify performance criteria for the proposed shuttle: frequency, proximity to destinations, hours of service, accessibility. It will identify possible routes, and evaluate each route with respect to performance criteria, cost and consistency with Park character. From this analysis, the plan will select a preferred route and develop fleet size requirements to meet typical weekday, weekend and peak day demands based on parking locations. The plan will formulate capital and operating costs for the system.

This plan will also outline options, costs and implementation strategies for small capacity, on-demand circulation systems such as pedi-cabs, bicycles and golf-cart type vehicles. It will estimate demand and pedestrian compatibility for a number of such systems.

The plan will also consider ways in which the Park can support connections to local and regional transportation. This plan will formalize the Park's position on BRT routes within and adjacent to the Park.

### Transportation Demand Model (phase 2A)

This effort will identify the number of employees and volunteers, tabulated by institution and location, who are likely candidates for remote parking, and the number who will need close-in parking. Similar analysis will review daily attendance data for weekdays, weekends, and peak periods: ADA requirements will be incorporated in this study. The numbers generated from these two studies will determine the parking quantities needed for close-in, remote, and disabled parking, and generate an overall parking cap for the Central Mesa and Inspiration Point.

The plan will also identify hourly and daily volumes entering and leaving individual parking areas, on order to project expected traffic reduction in core areas after the relocation of parking. It will estimate changes in volume and turning movements at entries to new and expanded parking locations, and evaluate the quality of parking access at those locations. It will determine the potential for internal queuing in garages at peak times and identify appropriate measures to minimize queuing.

The plan will also address restructuring of service and delivery functions in the institutional cores, exploring alternative locations and scheduling for such activities.

### Individual Reclamation Plans (phase 2C)

This series of plans will examine the potential use and design of reclaimed spaces within the Park. Specific reclamation sites have been paired with each recommended parking structure, and these reclamation plans will be prepared concurrent with the plans for each of those structures.

A separate plan will be prepared for each site, and will consider the highest and best use of the space, historical compatibility, and design, construction, and maintenance costs. These plans will pay particular attention to creating a holistic Park experience and advancing an overall Park character. These plans will also include engineering and environmental plans, as necessitated by individual sites.





### Walkways, Trails and Amenities Plan (phase 3)

This plan will detail existing conditions and necessary improvements to the Park's pedestrian network. It will outline a hierarchy of pathways, and the expected dimensions and materials of each. This plan will also identify preferred routes for Mesa and Park loops, and the bridge and pathway connections necessary to implement those loops.

This plan will standardize wayfinding and signage strategies and locations, as well as locations for additional information kiosks and pedestrian amenities such as benches, water fountains and trash receptacles. Gateways will form an additional component of this plan; location and possible design will be considered.

This plan will also address possible reconfiguration of the golf course in order to make pedestrian connections from the Park's southeast corner to the center of the East Mesa. Landscape integrity and liability issues will be included in this study.

The plan will include an itemized analysis of capital and ongoing maintenance costs for proposed improvements.

### Roadway Character Plan (phase 3)

This plan will catalogue the Park's vehicular network, specifically analyzing character and use of each roadway. This study complements the walkways, trails and amenities plan by applying a similar hierarchy to vehicular circulation and creating preferred cross-section for each road type. The plan will detail strategies for parkway and scenic drive conversions, as well as location and possible design of major Park gateways. The introduction of narrowed pedestrian crossings on Park Boulevard will also be addressed. The plan will include an itemized analysis of capital and ongoing maintenance costs for proposed improvements.

### Existing Use and Lease Utilization Plan (phase 3)

This plan will include a detailed evaluation of all the Park's current leases and use agreements. Each land use will be evaluated to determine if it represents the highest and best use of the parkland allotted to it. Factors to consider in this evaluation include, but are not limited to: the number of people served, potential conflicts with other uses, redundancy with other uses within the park. This plan will explore opportunities for joint use agreements and increased public access throughout the Park.





## Implementation Criteria

### Funding

The plan described in the previous section presents many opportunities to improve the integrity of the parkland, support healthy cultural and other Park institutions, and increase public access to the Park. Along with these opportunities comes the challenge of financing the plan. Below, we present a framework that establishes the estimated cost of the plan and suggests a context for financing.

Implementation of large projects in any city is a challenge. The fiscal health of the state of California has placed a current strain on state resources that might otherwise be available to local projects. Local San Diego fiscal issues and competing city-wide needs further create a financing context that currently increase the difficulty of funding large-scale projects. For Balboa Park to compete for funding in this context will be difficult, but not impossible.

The 1989 Master Plan includes numerous sound recommendations that were never implemented. This study has not yet defined the project or projects that might be seeking Master Plan Amendments and subsequent funding for implementation. Defining the projects that can reasonably be implemented immediately and in the near term is therefore important if this study is going to make a difference in the performance and quality of Balboa Park. The most costly recommendations of this study, such as the construction of large underground parking garages, should be pursued through detailed study and concerted effort, but only after meaningful near term projects have already proven that these recommendations will be effective. Effective Phasing of the recommendations is imperative.

The plan as a whole – and the parking components in particular – are based on field observations, observed and anecdotal problems with current access systems, reported visitation and user profiles from the institutions, and in some cases, growth projections that are planned or desired by cultural institutions. Consequently, the recommendations are phased to allow future analysis to be performed to verify needs before finalizing the size of access improvements. While this study recommends that there be a maximum number of cars provided for in the Central Mesa and Inspiration Point, with heavy reliance on transit shuttles, actual needs for access and parking capacity should be verified and debated before improvements are implemented, with the intent of maximizing the amount of transit access that can be reasonably accomplished without impacting the visitation to the cultural institutions.

### Criteria Necessary to Proceed

No phase or recommendation should be undertaken until these four criteria are met. First, there must be real, demonstrated demand for the scope of each project. Second, public and private sector capacity to implement, operate and manage the project must be in place. Third, funding must be identified and secured. Lastly, the scope of work must be achievable with minimal disruption to Park users.

### Financing Need- Cost Range

The total cost of each project will be greatly impacted by financing terms and national and regional economic conditions at the onset of each phase when undertaken. Specifically, the government's ability to finance this type of construction, the rate of inflation, and the cost of borrowing, will all impact the ultimate level of investment in this plan.

The Immediate Improvements below include the Phase 1A and 1B elements. The Major Capital Improvements include Phases 2A, 2B, and 2 C. In current dollars, the estimated phased capital cost is approximately \$300M. This amount derives from the following costs, estimated in millions of dollars. These amounts are not precise estimates, but are a model of anticipated costs based on the realized costs of similar projects and according to the limited amount of detail about the recommendations at this time.



	Parkland Improvements	Parking	Shuttle	Totals
Immediate Improvements	\$15-25	\$1.5-2.5	\$5-15	\$22-43
Major Capital	\$45-50	\$225-250	--	\$270-300
<b>Grand Total</b>				<b>\$292-343</b>

### Financing

How might the city of San Diego finance this \$300M cost? Other jurisdictions in the United States, specifically some in California rely on the usual payers of major capital improvements. The first payer is the government, with funding derived from the Federal, State, and/or City level. Users of the amenity being constructed are another typical payer. Entities that benefit from the construction are often tapped, such as the cultural institutions located in the Park. Additionally, philanthropists often donate to public amenities such as parks. Lastly, taxpayers typically contribute to the funding of public capital improvement projects.

Defining a specific financing plan can only occur on a project-by-project basis, as part of a long-range funding strategy. Developing such a strategy will require ongoing effort and the exploration of numerous alternative project scales, matched to potential funding sources. Most projects may require a combination of philanthropic or foundation support, local government support, bonding or certificates of participation, interagency funding participation, state and federal funds, and more.

Developing the funding strategies is just that - strategic development. For an effort of this magnitude to be successful, the Resource Development Officer recommended in this study must be in place and must focus on these priorities:

- Defining projects at a scale commensurate to funding sources.
- Creating ongoing alliances with multiple public and private funding sources.

- Matching funding source missions and goals with Balboa Park needs.
- Establishing a record of success on small projects.
- Maintaining the long-term vision of how each project will contribute to achieving a sustainable, high quality Park experience for all.

There are many different mechanisms the City of San Diego can employ to secure financing. The most common mechanisms are bonds. Bonds can be secured with the full faith and credit of the government, user fees charged for parking or admission, dedicated taxes charged to tax payers, and institutional contributions, among other forms of security. In addition to bonds, the City may be able to finance portions of the plan using operating funds. Specific aspects of the plan may be financed by philanthropic sources. The City may be able to secure revenue by forming public-private partnerships or entering into lease-back financing arrangements.

The plan, as it has been presented, is too ambitious to be underwritten or funded with only one financing. It is most likely that a combination of the sources displayed in the matrix below will be used to finance the plan for Balboa Park. By answering the questions in the matrix, citizens of the City of San Diego can begin to determine which options are feasible. The examples given are included are not encompassing. They include ideas that have been used in San Diego and other cities to fund park improvements to indicate the breadth and complexity of the opportunities that may be available to Balboa Park.





## Funding the Balboa Park Land Use, Circulation and Parking Improvements – A Matrix of Choices

	<b>A.</b> Does capacity exist? How much? When?	<b>B.</b> Is there interest/willingness? How much? When?	<b>C.</b> What precedents? Trade offs?	<b>D.</b> What is relationship to Plan phasing? In what order should source be pursued?	<b>E.</b> Is this a source of capital and/or operating funds?	<b>F.</b> What is the mechanism for use of funds?
<b>1.</b> Federal government (e.g. DOT, Navy)						
<b>2.</b> State government (e.g. Caltrans, Park Bond, Budget Line Item)						
<b>3.</b> City (e.g. Parks, Redevelopment Agency, Transient Occupancy Tax)						
<b>4.</b> County/Other Agencies (e.g. Park Bond, Transportation Funding)						
<b>5.</b> Residents/Taxpayers of City						
<b>6.</b> Residents/Taxpayers of County						
<b>7.</b> Residents/Taxpayers of other areas						
<b>8.</b> Users of parking (Residents/non-residents)						
<b>9.</b> Users of institutions (Residents/non-residents)						
<b>10.</b> Users of Park (Residents/non-residents)						
<b>11.</b> Balboa Park Institutions						
<b>12.</b> Philanthropists						
<b>13.</b> Foundations, other granting agencies						
<b>14.</b> Other						



**Examples of Funding From Other Projects:** (refer to row and column number from matrix at right)

1. Federal Government

Federal monies have been used for local park improvements when broad public purpose is demonstrated and political will is brought to bear. In one park, federal matching funds were applied to flood improvements, stream channel improvements and low-flow control devices that improved park access to the river's edge, boater access, and a competition whitewater course.

2. State Government

State grants to parks are common when broad public need, public purpose and a wide range of constituents will benefit. In one park state funds were used to acquire land, develop natural habitat improvements and to support the development of linkages of park activities to local school science programs.

3. City Funds

Many cities such as New York, Boston and Chicago have succeeded in providing several levels of funding to local parks:

- a. Direct capital projects through annual C.I.P. funding
- b. Direct capital projects out of operating funds, reserves, or underutilized revenues applied to other park assets.
- c. District by district and park by park Department budgeting, partially or completely linked to park function and revenue potential. Fee based systems are common.
- d. Project by project fund matching with state agencies such as state lottery systems.

4. County and Other Agencies

In many cities such as Boston, there is a park development and operating agreement between a state agency (the Metropolitan Development Commission or MDC) and the city for park capital funding, security and other needs. In Charlotte, parks are owned and maintained by Mecklenburg County, but are jointly operated and programmed on a park by park basis with the city and school system.

5,6,7,8. Residents and Taxpayers

Municipal bonds are the primary source. In California, a high standard is required before bonds can be applied to most projects. Additionally, the fiscal health of the jurisdiction, competing projects, and voter sentiment toward the Park are critical factors.

Certificates of Participation are being used more and more for park improvements. These COP's as they are known, are sold to investors at generally high interest rates. COP's are similar to bonds however they are not secured by the full faith and credit of a jurisdiction. Physical assets or letters of credit have been used in prior park financings to underwrite COP's for park acquisition and capital development.

8,9,10. User Fees

User fees are common for certain park facilities and activities, such as permit fees for sports fields, annual fees for league play, and in some cases, user fees for park access and parking. Golden Gate Park in San Francisco has recently implemented paid, short term parking near the most popular venues.

User fees often do not cover actual costs of operations and are often supplemental ways of managing who uses park facilities more than as sources of revenue. User fees are also often hidden by embedding them in other fees (e.g. "free" parking at Disneyland).





#### 11. Balboa Park Institutions

Balboa Park institutions generally collect fees, and several have memberships in various forms. The institutions may be able to contribute on a limited scale, and on an institution-by-institution basis, to both capital construction funds and ongoing operational costs of new improvements. User fees embedded in ticket or event pricing could be explored as a way of supplementing revenues for Park purposes, if tied to the impact of the institutions.

In New York, Central Park is managed by the Central Park Conservancy that performs maintenance and management of park activities, with joint city and private funding.

#### 12. Philanthropists

Philanthropists have provided substantial park funding for many parks across the country. Direct donations to specific improvements are common, and letters of credit to underwrite COP's have been used. One key factor in attracting philanthropy is the alignment of the donor's goals with the needs of the park, and the donor's confidence in the Department's ability to deliver on promises and care for improvements once established.

#### 13. Foundations and Granting Agencies

Many foundations and agencies provide capital and operating expenses to park activities. Each foundation generally has a directed purpose - children, education, art, etc. It is essential that the Resource Development Officer establish ongoing relationships with appropriate candidate foundations while continually applying for grants and programs become available.







## Summary of Appendices

### Appendix A: Team and Disciplines

This appendix contains brief descriptions of the Study's consultant team and disciplines. Contact information for each firm is included.

### Appendix B: Park History

This appendix contains a detailed account of the Park's history, as well as description of preservation standards and guidelines applicable to future planning and development.

### Appendix C: Summary of Previous Plans

This appendix summarizes the recommendations contained in the Park's approved planning documents. Status of each proposal—whether it has been or is slated to be implemented—is also indicated.

### Appendix D: Public Outreach Strategy and Scope

This appendix outlines the goals and methods of the public outreach component of the study. Means of communication and intermediate deliverables are identified. This section also includes a matrix of the workshops, presentations and other outreach efforts that were conducted.

### Appendix E: Transportation Analysis

This appendix contains initial observations regarding the Park's parking and circulation patterns. This section summarizes data obtained through field study, visitor surveys, institutional surveys, and from City of San Diego official reports.

### Appendix F: Bus Rapid Transit (BRT) and Transit

This appendix offers an overview of Bus Rapid Transit: what it is, what is being proposed for San Diego. This section also discusses BRT's potential impact on Balboa Park, and suggests guidelines on how BRT can be integrated into the Park.

### Appendix G: Preliminary Transportation Recommendations

This appendix provides history and trends of Park transportation as a tool to understand current patterns. This section makes preliminary recommendations, many of which have been developed more fully in the final report, regarding internal circulation, entry point, shuttle systems and parking supply.

### Appendix H: Summary Matrix of Study Recommendations

This chart identifies how each of the Study's individual recommendations aligns with the current planning policy, proposed phasing, implementation needs and the Study's 6 Principles.

### Appendix I: External Impacts on Balboa Park

This appendix outlines some of the external parking demands that are impacting parking supplies within Balboa Park. This section also identifies possible actions to address each of the impacting forces.

### Appendix J: Option Summaries

This Study developed three preliminary plan options for public comment and review; the report's final recommendations represent a blending and refinement of these three plans. This appendix summarizes and maps the essentials of each plan.

### Appendix K: Relation of this Study to the General Plan Strategic Framework

This appendix provides an overview of the aforementioned plan and explains how the recommendations of this study integrate with City policy. This section specifically addresses issues of conservation, land use, mobility, public facilities, recreation and urban design.





### **Appendix L: Cultural and Education Resources: institutions, organizations, attendance**

This appendix contains an alphabetical list of the institutions and organizations based in Balboa Park. The list also identifies the general area of the park that each entity occupies. This appendix also includes a matrix of historic and projected growth by institution.

### **Appendix M: Institutions and Organizations: historic & projected growth**

This appendix provides a brief overview of the evolution and development of cultural and educational institutions in Balboa Park. This section examines historic growth patterns, and projects how these trends can inform future planning decisions.

### **Appendix N: Balboa Park in context to the Nation's Parks**

This appendix presents a brief survey of parking in other major urban parks, and compares Balboa Park's issues and opportunities with those emerging in other parks. This section also discusses 'lessons learned' in other Parks, and why strategies used elsewhere may or may not work in Balboa Park.

### **Appendix O: Park Extractions and Additions**

This appendix outlines additions to and subtractions from Park acreage.

### **Other Supporting Documents**

#### White Papers

The Study has published two White Papers summarizing intermediate phases of the process. The Discovery Phase White Paper, dated August 2003, and the Findings & Options White Paper, dated September 2003, are both available on request from the San Diego Park and Recreation Department.

#### Technical Report: Public Outreach Process

A compilation of the raw letters, emails, notes and other communications gathered during the public outreach process is available on request from the San Diego Park and Recreation Department. Issued November 2003, updated January 2004.

