



THE CITY OF SAN DIEGO

MEMORANDUM

DATE: February 22, 2017

TO: The Balboa Park Committee
Agenda of March 2, 2017

FROM: Bruce E. Martinez, Deputy Director, Park and Recreation Department

SUBJECT: Balboa Park Entry Monuments

SUMMARY

Issues – Should the Balboa Park Committee:

1. Advise the proposed Balboa Park entry monuments are consistent with the Balboa Park Master Plan (BPMP) and Central Mesa Precise Plan (CMPP); and
2. Recommend approval of the proposed General Development Plan (GDP) for new entry monuments to be located along Park Boulevard south of Presidents Way?

Department Recommendation – Advise the proposed entry monuments are consistent with the BPMP and CMPP, and recommend approval of the proposed GDP for new entry monuments to be located along Park Boulevard south of Presidents Way.

Fiscal Impact – The Friends of Balboa Park will fund the design and construction of the proposed entry monuments. The City of San Diego Park and Recreation Department will be responsible for maintenance of the monuments upon completion.

Environmental – The City of San Diego as the Lead Agency under CEQA will review the proposed project and provide an environmental determination or document per State CEQA guidelines.

BACKGROUND

Balboa Park is located in the heart of San Diego, immediately north of the downtown area. The Park is surrounded by the communities of Golden Hill, North Park, Uptown and Centre City. Balboa Park is one of the City's largest developed parks at 1,172 acres and is host to numerous passive and active recreational activities, cultural and educational institutions, and special events. Over 12 million visitors come to Balboa Park each year to enjoy the diversity the park has to offer.

Development, maintenance and management of Balboa Park are governed by the BPMP, the CMPP, the East Mesa Precise Plan (EMPP) and subsequent amendments to these documents. The BPMP is a part of the City's Progress Guide and General Plan (General Plan), and implements land use policies for Balboa Park.

The BPMP was adopted by City Council on July 25, 1989 (Resolution No. R-274090). The BPMP addresses the entirety of Balboa Park and provides general guidelines for development and management. The CMPP was adopted by City Council on October 20, 1992 (Resolution R-280920) and addresses the central portion of the Park in greater detail.

A large portion of the Central Mesa is within a designated National Historic Landmark District (NHLA). The District is approximately bound by SR 163 to the west, Interstate 5 to the south, Park Boulevard to the east and the San Diego Zoo to the north. A portion of the District extends westward to encompass the Cabrillo Bridge and guard houses, and northward to encompass Spanish Village, the carousel and the miniature railroad.

The Friends of Balboa Park (Friends) is a 501 (c) (3) non-profit organization dedicated to the improvement of Balboa Park through education programs, maintenance programs and capital improvement projects. Their mission statement; "We preserve Balboa Park's legacy for future generations through park-wide projects." The organization has been in existence since 1999, with roots that go back even further. The Friends is a well-known and respected Park institution with an excellent history completing improvement projects in Balboa Park.

The Friends of Balboa Park proposes to construct two entry monuments along the east and west sides of Park Boulevard approximately 200 feet south of Presidents Way. The scope of the project would include the construction of the monuments, re-alignment of the sidewalks, landscaping at the monuments and landscaping of the center median of Park Boulevard. The proposed monuments and other improvements would be a donation to the City of San Diego.

DISCUSSION

Project Description

The proposed entry monuments would be located on Park Boulevard approximately 200 feet south of Presidents Way. They would be designed in a Spanish style to complement the architecture of the Central Mesa. The monuments would be constructed of cast concrete, making them very durable and easy to maintain. The painted finish would make cleaning and graffiti abatement simple. They would be capped with a simple tiled dome akin to the dome of the Museum of Man but with a much simpler design. A lantern style finial would sit atop the dome.

Walkways would be aligned to pass through the monuments. Lighting would be provided for visibility and security. New landscaping would be provided to accentuate the monuments.

The asphalt in the median between Interstate 5 and Presidents Way would be removed and new landscaping would be installed. The landscaping would be similar to the turf conversion that was done in all the medians on Park Boulevard. See Attachment C for the proposed GDP.

Donor Recognition

The Friends of Balboa Park intends to fund the design and construction of the entry monuments through philanthropic donations. The City of San Diego is currently formulating a City-wide donor recognition policy that, when completed, will be applied to this project.

Planning Documents

The original BPMP and CMPP do not specifically address entry monuments for Balboa Park. However, the amendments to these documents prepared by the San Diego Zoological Society and adopted by the San Diego City Council in 2004 do include entry monuments along Park Boulevard at Morley Field Drive (see Attachment A). These amendments introduce the concept of entry monuments at key park entries to cue visitors when they are entering Balboa Park.

The NHLD extends to the western edge of the Park Boulevard right-of-way; the entry monument on the west side of Park Boulevard would be within the NHLD but the monument on the east side would be outside the District. This area of the park retains little to no historical fabric from the 1915 or 1935 expositions.

Park and Recreation Board Policy

Park and Recreation Board Policy No. 1002 addresses “Gifts of Architectural Features, Works of Art and Commemorative Plaques for Public Parks or Other City-owned Land” (see Attachment B) The policy provides criteria for the Park and Recreation Board to evaluate proposals, which are as follows:

- a. *Does it add to the attractiveness and/or usefulness of the park?*
Staff Response: Staff believes the proposed entry monuments do add to the attractiveness of Balboa Park.
- b. *Does it commemorate an individual, group or event of general interest to citizens and tourists?*
Staff Response: The monuments do not commemorate an individual, group or event. However, the monuments will provide a function in letting visitors know they have entered Balboa Park.
- c. *Is the individual, group or event worthy of commemoration to future citizens?*
Staff Response: This item is not applicable.
- d. *Does a proposal for a tribute to a living person meet all criteria, and will “time” substantiate the memorial?*
Staff Response: This item is not applicable.
- e. *If the “feature” provides a service, are City funds needed for installation, and are they available?*
Staff Response: Funding for the design and construction will be provided by the Friends of Balboa Park.

f. *Will proper maintenance be feasible?*

Staff Response: Based on the construction techniques proposed, staff believes the proposed monuments will require minimal maintenance.

g. *Will the feature withstand vandalism and can its design be altered either to deter vandalism or make cleanup of vandalism easier?*

Staff Response: Similar to Item f, staff believes the proposed construction methods will require minimal maintenance and minimal effort to abate vandalism; no changes should be necessary.

h. *To what extent has the person, group or event been commemorated in other locations in the metropolitan area?*

Staff Response: This item is not applicable.

i. *Does the location proposed add significance to the memorial?*

Staff Response: The locations of the proposed monuments are at the southern entrance to Balboa Park on Park Boulevard. This is one of the key entries to the Park, and the proposed location is significant.

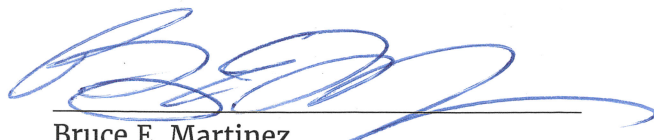
Other Recommendations

On September 7, 2016 the Historical Resources Board's Design Assistance Subcommittee advised the proposed project appears to be consistent with the Secretary of the Interior's preservation standards.

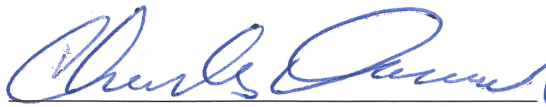
ALTERNATIVES

1. Advise the proposed project is consistent with the BPMP and CMPP, and recommend approval with conditions; or
2. Do not advise that the proposed project is consistent with the BPMP and CMPP, and do not recommend approval of the proposed entry monuments.

Respectfully submitted,



Bruce E. Martinez
Deputy Director, Developed Regional Parks



Prepared by: Charles Daniels
Park Designer, Administrative Services

BEM/cd

Attachments: A – Excerpts from the CMPP
B – Park and Recreation Board Policy 1001
C – Entry Monument General Development Plan

cc: Council District 3 Office








War Memorial and Zoo Parking Lot Park
Boulevard Greenbelt

The zoo parking lot will receive new landscaping and the The zoo parking lot will be converted to Zoological garden use and a greenbelt. The greenbelt will include the relocated miniature train and a picnic and children's play area. A Balboa Park gateway entry feature will be constructed near the intersection of Park Boulevard and Morley Field Drive to identify the entrance to Balboa Park. A drop-off lane in front of Roosevelt Junior High School will improve circulation and pedestrian safety. The southern entry to the War Memorial building will be redesigned to provide enhanced functionality and aesthetics.



War Memorial and Park Boulevard Greenbelt revised May 2003 Figure 32

 Trees	 Lawn		
 Groundcovers	 Paved Pedestrian Areas		

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SCALE IN FEET 

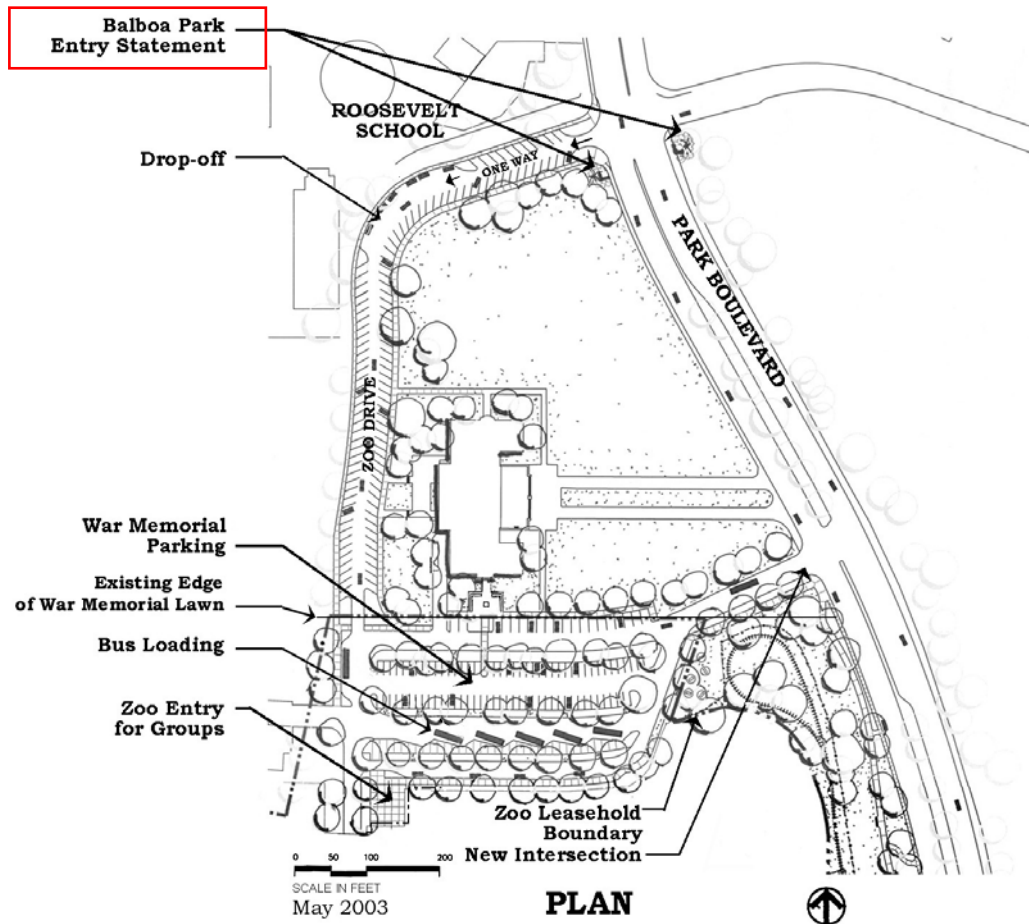
ESTRADA Land Planning



2. War Memorial Building, ~~and~~ Lawns, and Parking Lot

Design Objective:

Enhance the entry experience of Park visitors arriving from north on Park Boulevard and change the vehicular circulation pattern to better serve the school and the new Zoo group entry. Reconstruct the south entry walkway to the War Memorial Building.



Recommendations:

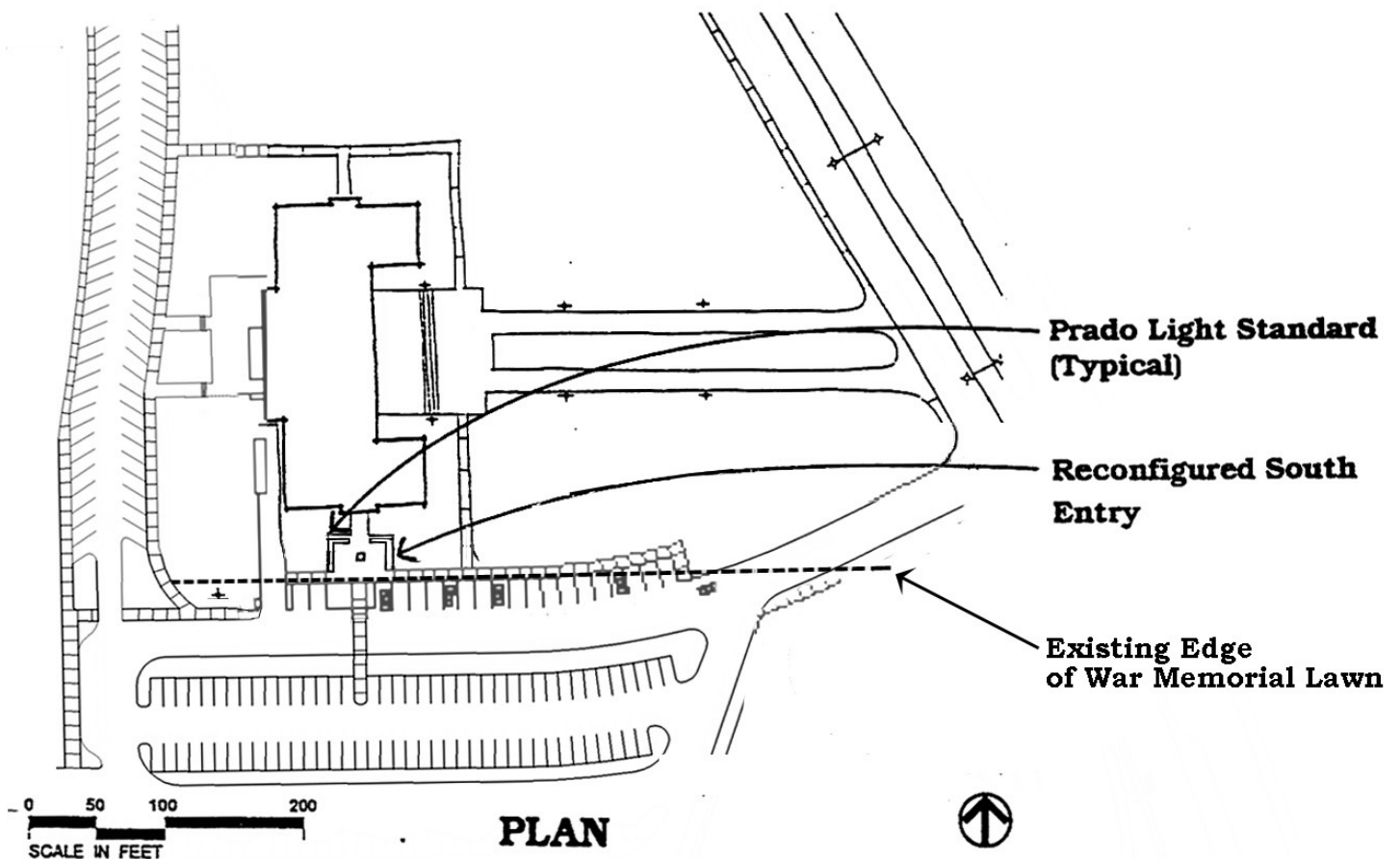
- • Construct an entry feature at the intersection of Park Boulevard and Zoo Drive to identify the entrance to Balboa Park. Locate the entry feature adjacent to the sidewalk on both sides of Park Boulevard. The feature should integrate landscaping, architecture, and signage. The landscaping should be of similar plant materials as found along the Prado. The architecture should be reminiscent of forms found in the historic architecture in Balboa Park (such as arches, domes) and comply with U.S. Secretary of the Interior's Standards for Historic Properties (1995), Standards for Rehabilitation No. 9 and the General Design Guidelines for Architecture (pages 211-212). If signage is included, it should identify the entrance to Balboa Park and relate in style and color to the architecture element.

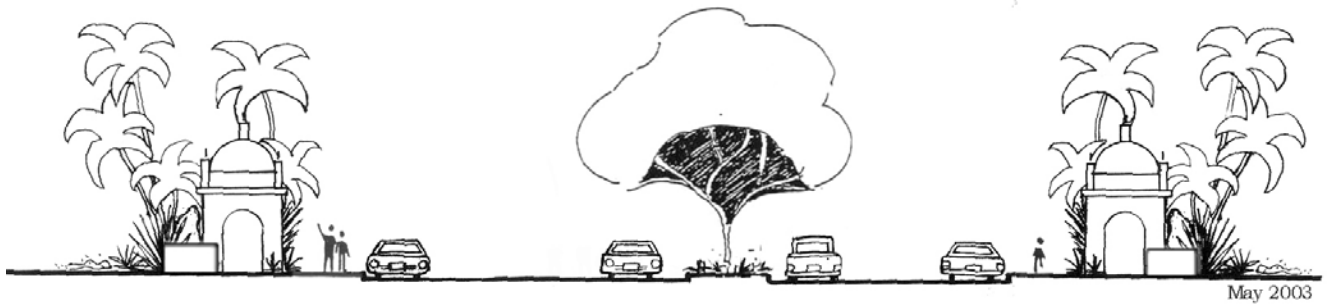


BALBOA PARK-CENTRAL MESA PRECISE PLAN

Precise Plan - Specific Recommendations

- Create a new two-way access road into the War Memorial parking lot with a signalized intersection on Park Boulevard.
- Establish a separate zoo entry and loading area for buses and large groups visiting the zoo.
- Designate Zoo Drive as a one-way street next to Roosevelt School. Include a drop-off lane in front of the school and angled parking on Zoo Drive. Designate a bus pick-up/drop-off area adjacent to the Balboa Park Program buildings.
- Implement traffic calming measures along Zoo Drive for students crossing from Roosevelt School. Measures shall be consistent with city engineering standards.
- Coordinate all improvements in the vicinity of Roosevelt School with the School District architect.
- Construct a decorative concrete walkway and landscaped pedestrian pooling area on the southern entry to the War Memorial building. The pooling area/plaza should be rectangular to reflect the historic forms of Balboa Park.
- Add lights as shown on the plan.





May 2003

0 5 10 20
SCALE IN FEET

SECTION A - A'

PARK AND RECREATION BOARD POLICY

SUBJECT: Gifts of Architectural Features, Works of Art and Commemorative Plaques for Public Parks or Other City-owned Land

BACKGROUND: Public parks have as a primary function, the provision of outdoor recreation in spacious, landscaped surroundings. Special architectural features, such as water elements, sculpture, and other works of art add significantly to the parks by the enjoyment derived from experiencing the beauty of the feature. All features must be consistent with applicable Park Master Plans and General Development Plans.

PURPOSE: The purpose of this policy is to establish criteria for design, placement and acceptance of architectural, artistic and commemorative features within parks or other City-owned land, and to maintain same.

- POLICY:**
1. The City of San Diego shall encourage community groups and individuals to donate "special features" which will add to the interest and attractiveness of the parks, or be of service to patrons of the parks, i.e., drinking fountains, benches.
 2. Proposals for "special features" and their locations shall be reviewed by the Park and Recreation Board and submitted by them to the City Council with recommendations in accordance with Council Policy 100-2 (City Receipt of Donations).
 3. Proposals for special features shall be coordinated for review with the City of San Diego Commission for Arts and Culture.
 4. A "special feature" may serve as a recognition to an individual or group; living or dead, who have made a significant contribution to a specific park or community; commemorate an historic occasion; or acknowledge interest of a group or individual in a park.
 5. All "special features" proposed as memorials shall add to the attractiveness or usefulness of the park area or be of unusually significant historical value.

POLICY: (Continued)

No. 1002

6. The initial costs of development and placement of a decorative memorial or commemorative feature shall be borne totally by private funds. Costs may be shared by the City if the "feature" provides a service to park patrons. The City will assume ownership and maintenance, if accepted, and place in a public park. The City will not assume responsibility for replacement of "features" removed due to vandalism or lost to theft. Proposed "special features" which pose an unusual risk of vandalism, theft or extraordinary maintenance due to design or location, shall not be approved unless the private sponsors make financial arrangements, satisfactory to the City, for replacement, repair or removal of the "feature" due to vandalism, theft or extraordinary maintenance.

7. "Living Memorials," features or facilities which (in addition to their inherent beauty) provide an opportunity for active recreation, shall be encouraged.

8. The Park and Recreation Board shall evaluate each individual memorial feature on the following basis:

a. Does it add to the attractiveness and/or usefulness of the park?

b. Does it commemorate an individual group or event of general interest to citizens and tourists?

c. Is the individual, group, or event worthy of commemoration to future citizens?

d. Does a proposal for a tribute to a living person meet all criteria, and will "time" substantiate the memorial?

e. If the "feature" provides a service, are City funds needed for installation, and are they available?

f. Will proper maintenance be feasible?

g. Will the feature withstand vandalism and can its design be altered either to deter vandalism or make the cleanup of vandalism easier?

POLICY: (Continued)

No. 1002

h. To what extent has the person, group, or event been commemorated in other locations in the metropolitan area?

i. Does the location proposed add significance to the memorial?

SUBSTANTIATION:

Park and Recreation Board Minutes of 5/12/65

Park and Recreation Board Minutes of 3/15/77

Park and Recreation Board Minutes of 5/19/94

Public Facilities and Recreation Committee Minutes of 6/22/94

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CURRENT

SUBJECT: CITY RECEIPT OF DONATIONS
POLICY NO.: 100-02
EFFECTIVE DATE: August 1, 1994

BACKGROUND:

From time to time, private individuals and agencies make donations to the City for general or specific purposes. General unwritten procedures exist for receiving gifts, but specific policies and procedures have not heretofore been written. The program of seeking community contributions for the Community Concourse highlighted the desirability of written policies and procedures.

PURPOSE:

To formalize the conditions and procedures to be followed by the City in accepting donations.

DEFINITIONS:

Donation - A contribution to the City which may consist of a cash grant, real property (land), or an in-kind contribution (any item or object other than cash or real property which would serve a useful purpose in the provision of City Services).

Unrestricted Donation - A donation to the City without any limitation being placed upon its use.

Restricted Donation - A donation to the City for a specified purpose.

Works of Art - Includes, but is not limited to, physical art that may be an integral part of a public site or building, or that may be integrated with the work of other design professionals. Public works of art may be permanent, fixed, temporary or portable. Examples of public works of art include:

1. Sculpture which may be made of any material or combination of materials: may be free standing, wall-supported or suspended, kinetic, electronic, or mechanical.
2. Murals and paintings which may be made of any material or variety of materials with or without collage and which may be made with traditional or non-traditional means.
3. Earthworks, neon, glass, organic materials (for example fiber, clay, or wood), mosaics, photographs, prints, literary arts, calligraphy, any combination of media forms (for example sound, film, holographic, video, or computer systems), or hybrids of any media.

POLICY:

1. Real property donations shall be reviewed and a legal opinion rendered thereto by the City Attorney before acceptance by the City. The City Council shall be responsible for the acceptance of all real property donations.
2. Unrestricted personal property donations, except for works of art, do not require City Council approval for acceptance. Cash donations are a revenue to the General Fund and may be made

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CURRENT

directly to the City Treasurer. In-kind donations may be made directly to the using department. All donations of \$250 or greater are to be reported to the Endowment Officer. It will be the Endowment Officer's responsibility to insure that proper City officials are informed of the donations; that the donation is acknowledged; that timely reports are made; and that suitable recognition is afforded the donor.

3. Single restricted personal property donations may be made to the City for specific purposes. Such donations may be restricted for city-wide projects such as: Centre City, Mission Bay recreation facilities, Balboa Park development, or the San Diego-Yokohama Friendship Commission. They may also be restricted to projects on City property which would benefit only limited groups, such as a community park or recreation center facility, improvements and landscaping in median strips, or shuffleboard courts. These donations may be cash or in-kind contributions. The City will review the conditions of the restrictive donations and determine if the benefits to be derived warrant the acceptance of the donations. Responsibility for such review and acceptance is as follows:

- a. The City Council shall be responsible for accepting all restricted donations which:
 - (1) Create an immediate or initial City expenditure of \$5,000 or more which has not been included in the approved City budget. This pertains both to a direct outlay of City funds or to the use of City forces and materials.
 - (2) Create an annual City maintenance obligation of \$5,000 or more which has not been included in the approved City budget.
 - (3) Materially affect or change any aspect of City operations.
- b. City departments or their appointed agents such as Community Recreation Councils, shall be responsible for accepting those restricted donations not covered by item 3a.

Accepted cash donations will be deposited in the appropriate fund for future expenditure on the restricted purpose. Unaccepted donations will be returned to the donor.

- c. Restricted donations of works of art are addressed under item 5 of this policy.
4. Multiple restricted donations are cash donations made to the City for a special purpose or project by more than one individual or agency. The City Council shall be responsible for accepting all such donations. All accepted multiple donations restricted to the same purpose or project will be limited by the following:
 - a. Uniform conditions will apply to all donations.
 - b. A limited time will be established for accepting these donations.
 - c. A complete release must be granted upon acceptance by the City if the donor desires benefit of Federal income tax deduction.

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- d. The City will maintain detailed trust records.

Upon acceptance of multiple restricted cash donations by the City, the donations will be deposited in the appropriate fund for future expenditures on the specified project.

5. Donations of works of art

- a. Any time a donation of a work of art is proposed for the City of San Diego, the City agency or department (if applicable) that operates or maintains the site of the proposed work of art shall consult the Commission for Arts and Culture regarding the procedures for its review and acceptance by the City. Upon learning of the prospective donation of a work of art, the Commission shall also meet with the donor.
- b. Under the guidance of the Commission for Arts and Culture, prospective donors and the department head of the particular City department or agency that operates and maintains the proposed site of the work of art (if applicable) shall meet and prepare written and visual documents for review by the Commission. The required documents are listed and described in "Guidelines for the Donation of Works of Art to the City of San Diego" available from the Commission. The Commission shall be responsible for assisting in the process of obtaining these guidelines, assembling materials, and submitting them for review.
- c. If a City department or agency has jurisdiction over the proposed site of the work of art, the department or agency head shall:
- (1) Inform the Commission of the relationship of any advisory boards to the department or agency.
 - (2) Refer proposals for donations of works of art to the advisory board which shall in turn make recommendations to the department or agency head.
 - (3) Convey the department or advisory board's recommendations to the Commission in writing.
- d. The Commission, with the aid of an advisory board made up of practicing artists and other professionals associated with the arts, shall review donation proposals and determine whether they will recommend to accept or reject the donation. The Commission may attach conditions to its recommendations for acceptance or rejection of donations. Proposals shall be reviewed according to criteria outlined in "Guidelines for the Donation of Works of Art to the City of San Diego," which are on file with the City Clerk's Office as document RR-284389-2.
- e. If a specific site is recommended for placement of the donated work of art, either by donor or the department or agency under whose management the site belongs, the Commission shall review the site recommendation according to the criteria outlined in "Guidelines for the Donation of Works of Art to the City of San Diego." If the proposed property falls under the jurisdiction of a specific City department or agency,

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the Commission and the department or agency must reach an agreement regarding the installation and placement of the work of art on the specific site.

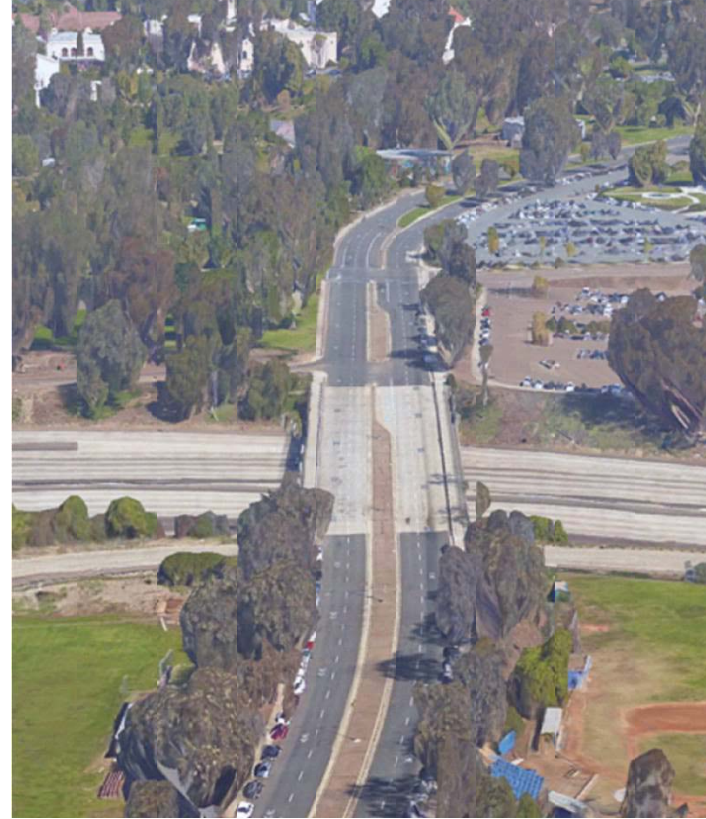
- f. Upon reviewing the donation proposal, the Commission shall recommend either acceptance, with or without conditions, or rejection of donations of works of art to the City Council.
 - g. If the City chooses to accept donations of works of art, the donation shall be accompanied by a legal instrument of conveyance of title. Any conditions the City or donor places on a donation of a work of art shall be stated in writing and attached to the legal conveyance of title.
 - h. Once the City accepts the donation of a work of art and becomes its legal owner, the Commission shall coordinate all processes relating to the installation, maintenance, removal, or relocation of works of art in City-owned public places. If a specific City department or agency operates and maintains the site of the work of art, the Commission shall consult with the department or agency head to discuss the financial and practical responsibilities of its upkeep.
 - i. Works of art loaned to the City for temporary exhibition (up to one year) and gifts of state shall not be subject to the review process outlined above.
6. All donations shall become City property upon formal acceptance by the City Council or appropriate City department.

HISTORY:

Adopted by Resolution R-178999 02/18/1964
Amended by Resolution R-216051 05/26/1976
Amended by Resolution R-223033 03/12/1979
Amended by Resolution R-283002 11/15/1993
Amended by Resolution R-284389 08/01/1994



**Existing View
at Park Boulevard**



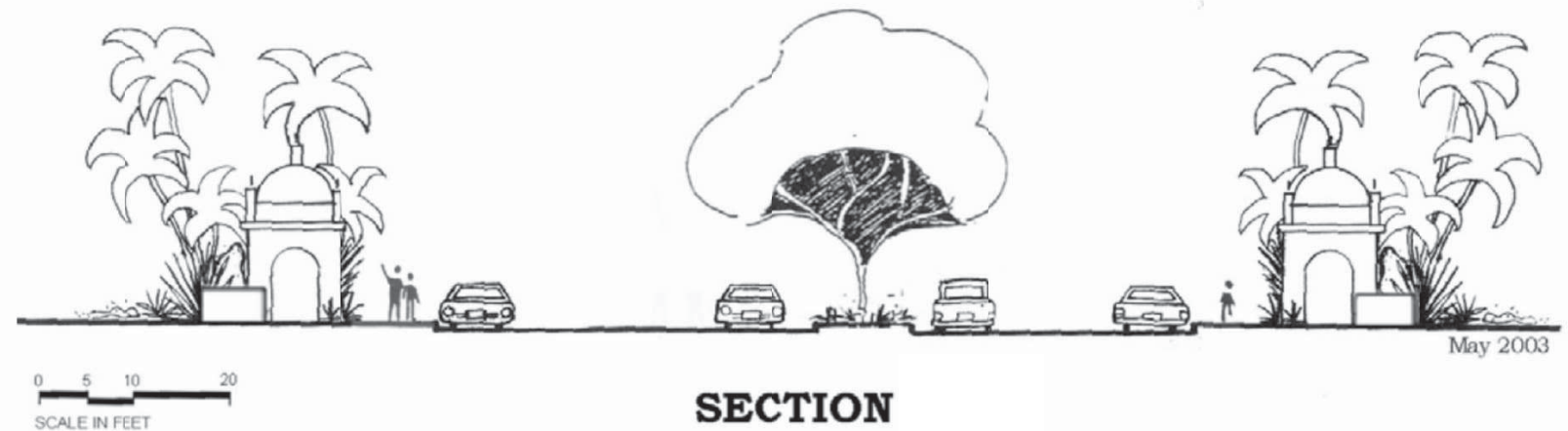
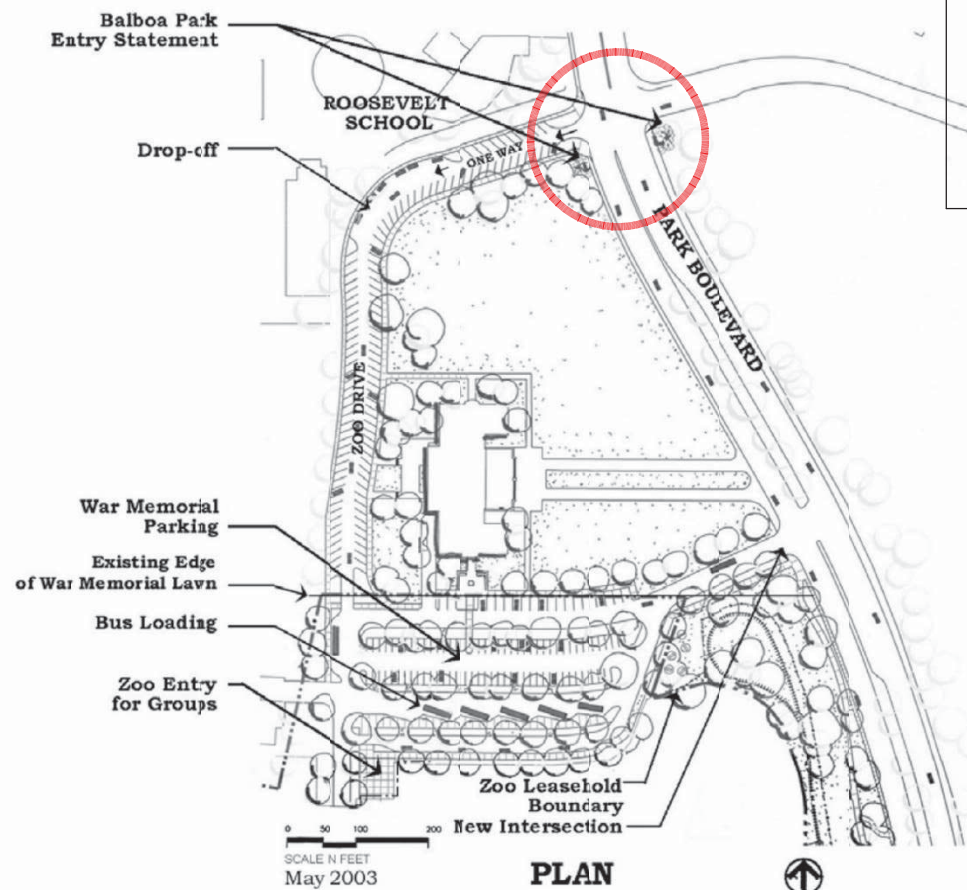
**Existing Birds Eye
at Park Boulevard**



First Priority is at
South Park
Boulevard Entry

Possible Entryway Locations

Boulevard and change the vehicular circulation pattern to better serve the school and the new Zoo group entry. Reconstruct the south entry walkway to the War Memorial Building



**Current Precise
Plan Proposes
Similar Entry
at North End**

February 21, 2017



Background

Sheet 1 of 5

Proposed Park Boulevard Entry



Information Kiosks



Old Navy Hospital Courtyards



Parque de Retiro-Madrid



Golden Gate Park - San Francisco



Overton Park - Memphis, TN

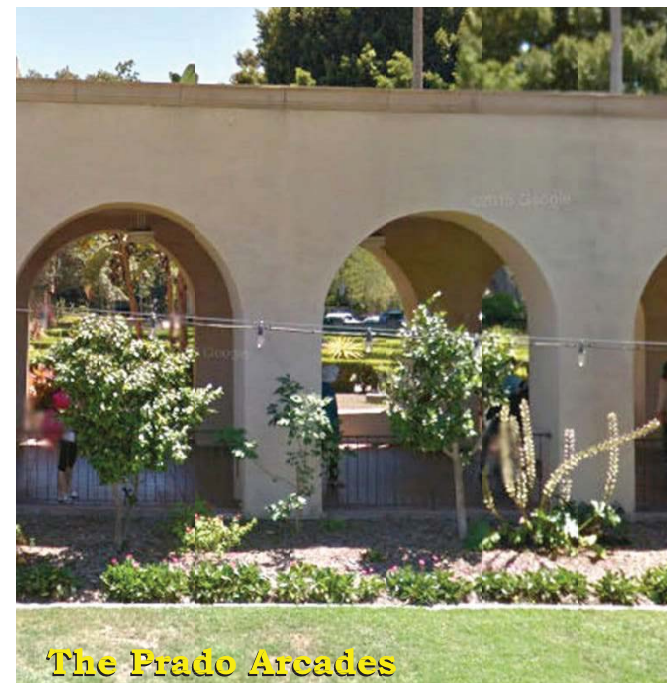


Golden Gate Park - San Francisco

Other Park Entries



Pepper Grove Playground



The Prado Arcades



Museum of Man Dome



Cancer Survivors Park - San Diego



Santa Fe Depot - San Diego

Other Domes

February 21, 2017

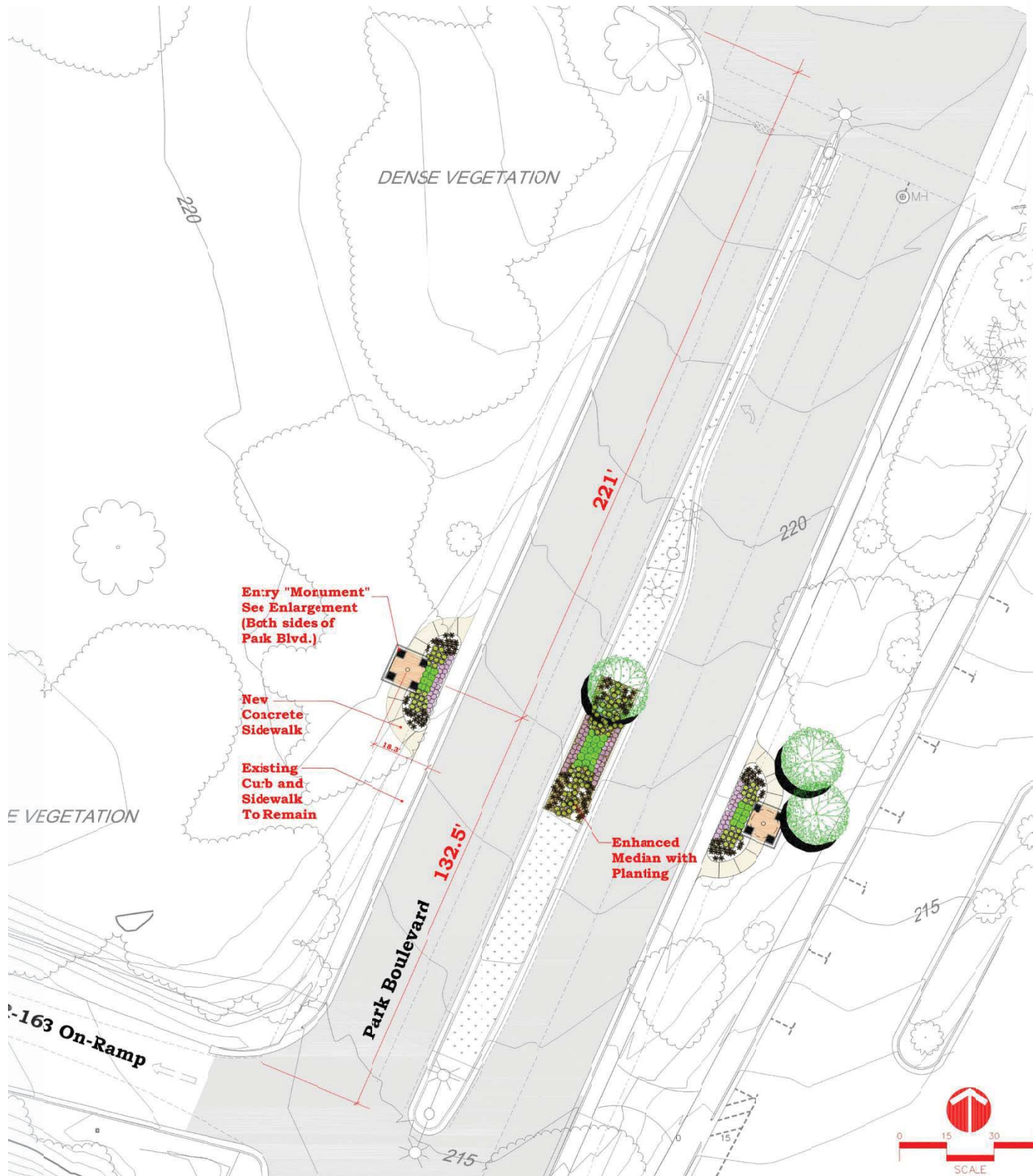
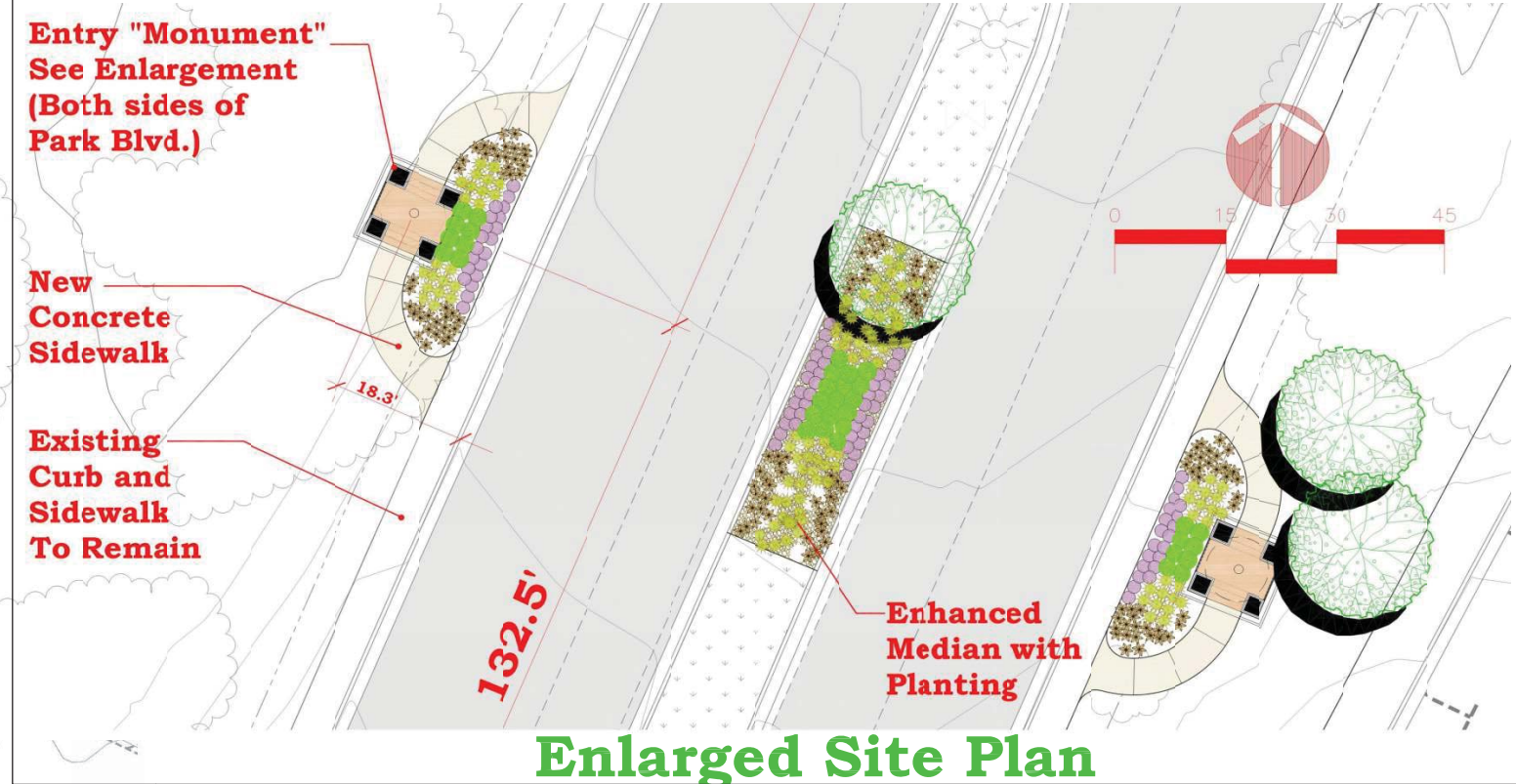


Influences

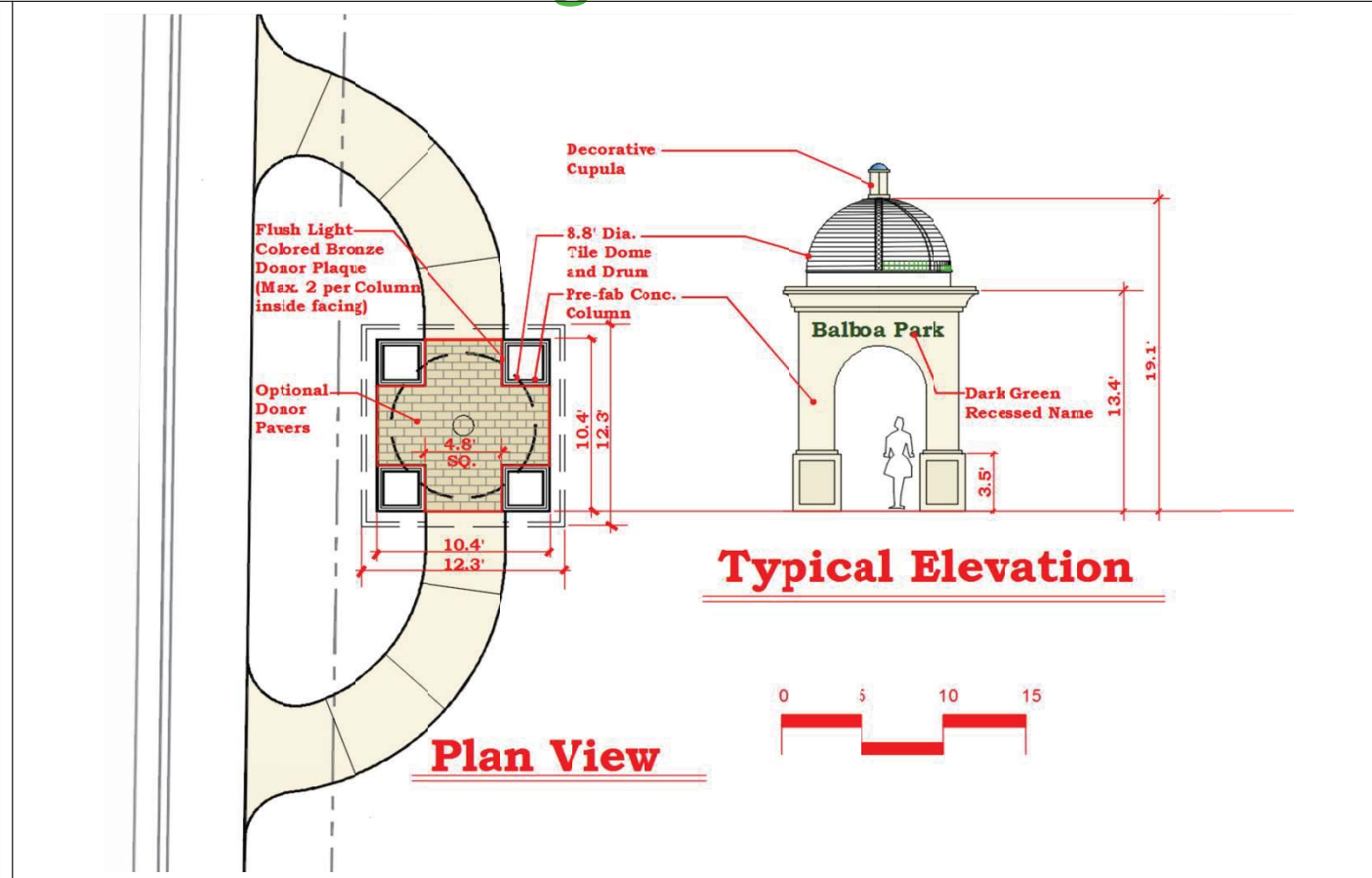
Sheet 2 of 5

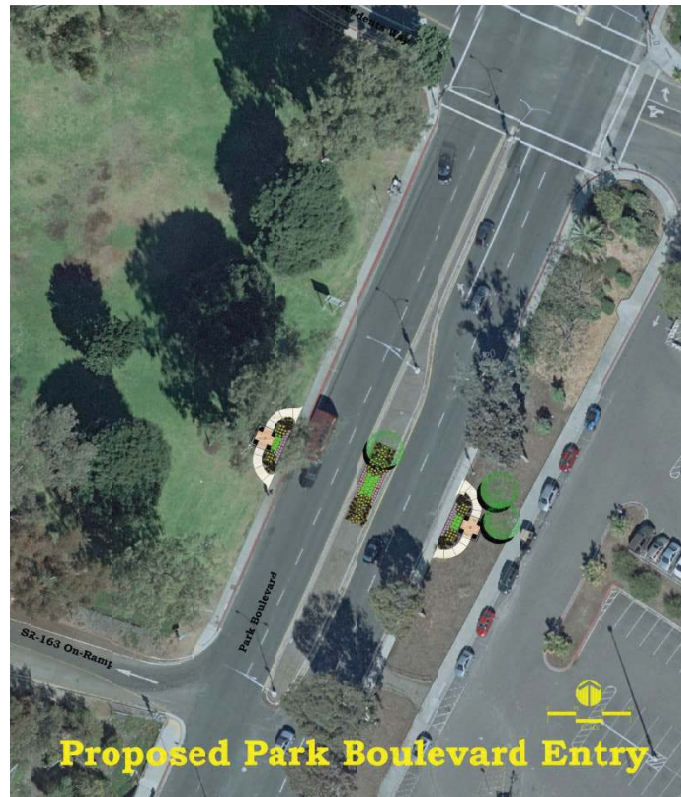
Proposed Park Boulevard Entry

In Balboa Park

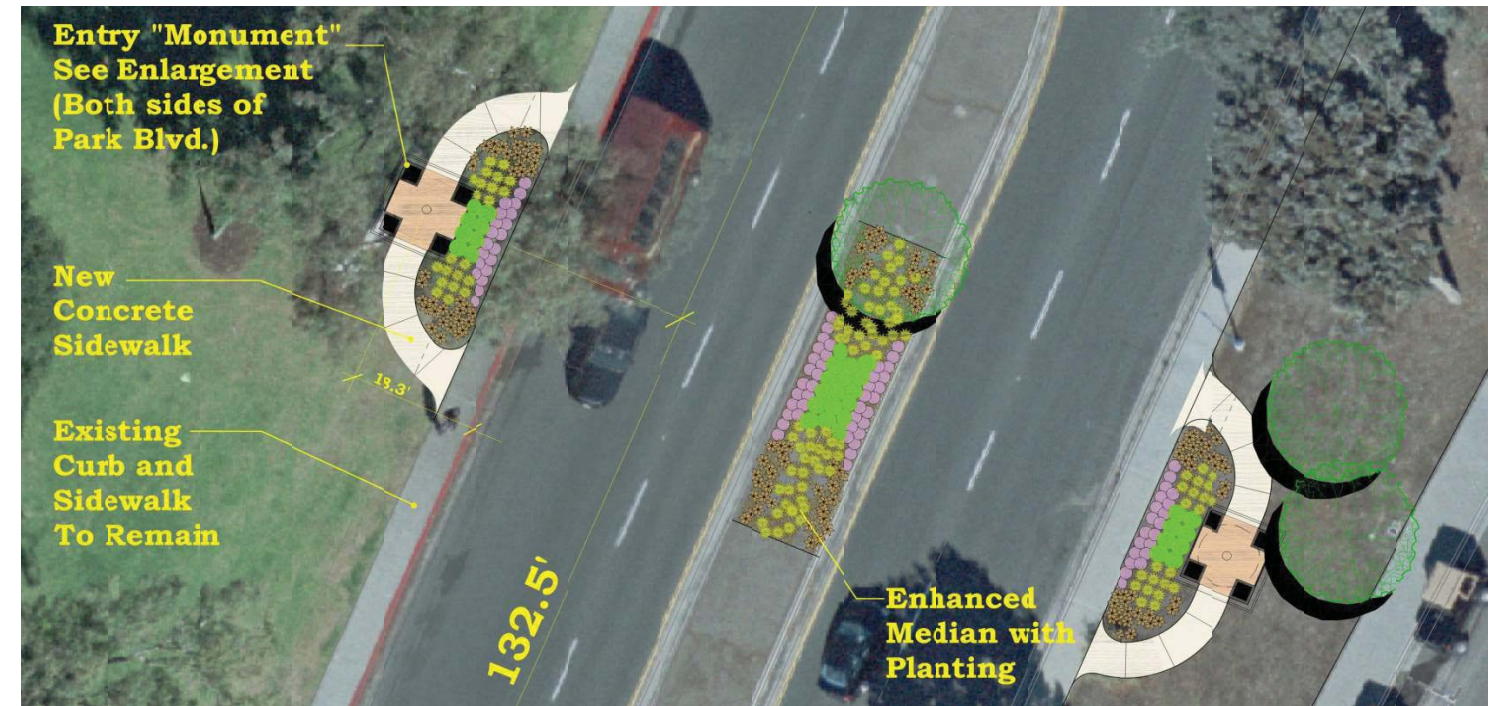


Proposed Park Boulevard Entry
Location and Large Scale Site Plan

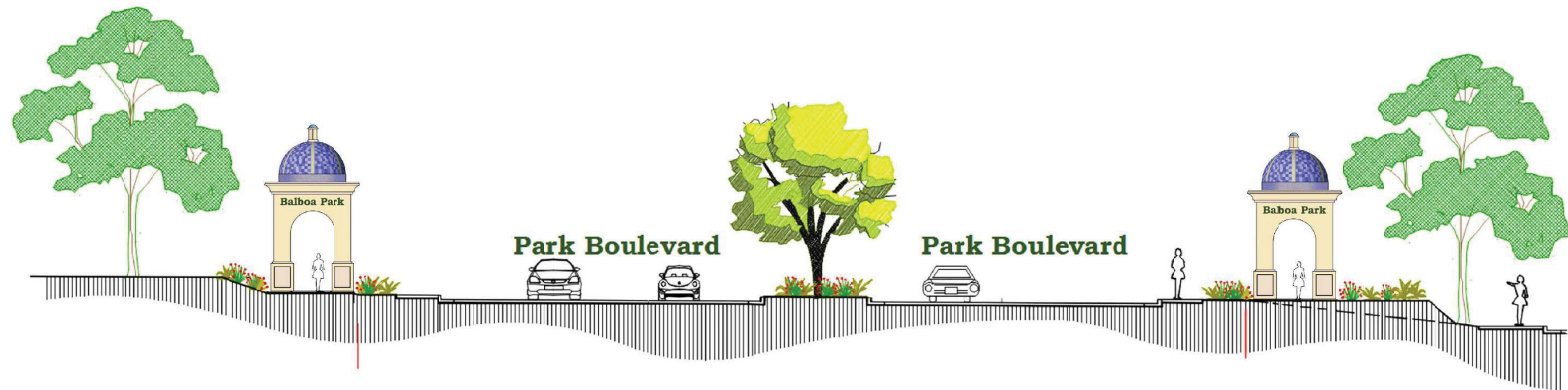




Location and Large Scale Illustrative Site Plan



Enlarged Illustrative Site Plan



Section - Looking North



February 21, 2017



Illustrative Concept

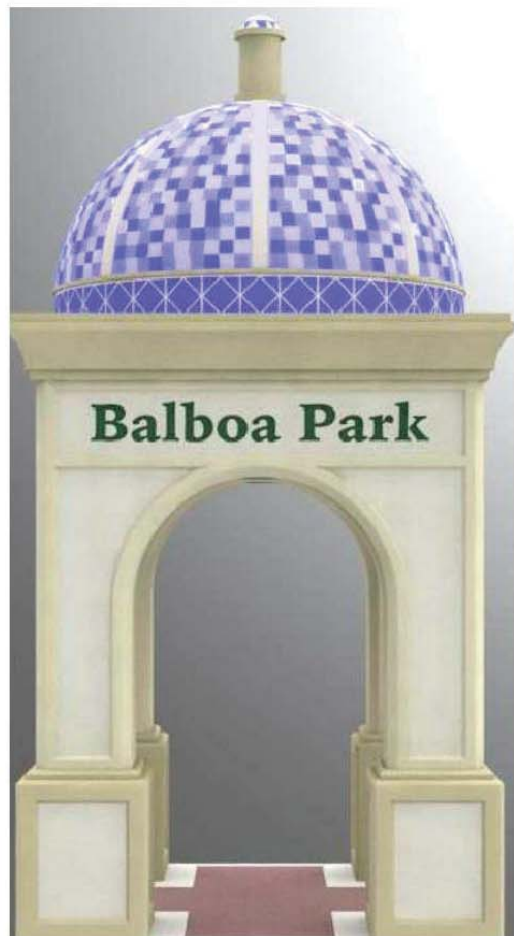
Sheet 4 of 5

Proposed Park Boulevard Entry



Existing View

Proposed Simulation



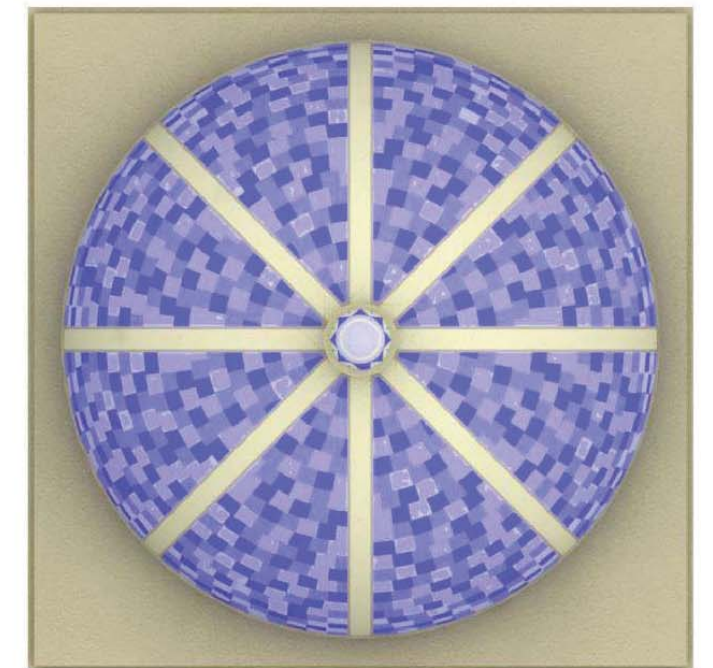
Front View



Ceiling View



Base Detail



Tile Roof Plan