

City of San Diego Balboa Park Prioritization Framework

Balboa Park Committee Meeting

March 6, 2025



AEA Consulting

The City of
SAN DIEGO
Parks and Recreation Department

Agenda

1. Process Overview
2. Prioritization Framework
3. Initial List of Capital Projects for Prioritization
4. Design Review Process



1 Process Overview



Process and Timeline

Month	Jul '23	Aug	Sept	Oct	Nov	Dec	Jan '24	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
Phase 1: Project Understanding and Organizational Assessment																					
Commissioning Meeting																					
Project Schedule																					
Organizational & Materials Review																					
Stakeholder Consultations																					
Site Visit & BPAC Presentation																					
Public and Park Stakeholder Engagement Plan																					
Deliverable: Public and Park Stakeholder Engagement Plan																					
Deliverable: Cultural Plan Framework Public Presentations																					
Phase 2: Existing Conditions and Public Engagement																					
Phase 2a: Comprehensive Project List and Facilities Assessment																					
Programs and Services Evaluation																					
Asset Inventory																					
Facilities Evaluation																					
Resources Assessment																					
Benchmarking Research																					
December Nights OnSite Survey Collection																					
Phase 2b: Project Scoring System Development																					
Project Scoring System Development Public Sessions (5)																					
Focus Group Session with the Balboa Park Committee Meeting																					
Deliverable: Engagement Summary																					
Deliverable: Comprehensive Project List																					
Deliverable: Project Scoring System																					
Deliverable: Facilities Assessment and Building Conditions Report																					
Phase 2c: Decision-Making Process and Design Review																					
Decision-Making Process and Design Review Process																					
Deliverable: Decision-Making Process and Design Review Report and Flowchart																					
Phase 3: Prioritization Framework Development																					
Implementation Workshop																					
Governance and Management																					
Draft Prioritization Framework																					
Draft Prioritization Framework Presentation to Balboa Park Committee/Public																					
Phase 4: Comprehensive Prioritization Framework Delivery and Adoption																					
Deliverable: Final Prioritization Framework																					

On-Site

Deliverable

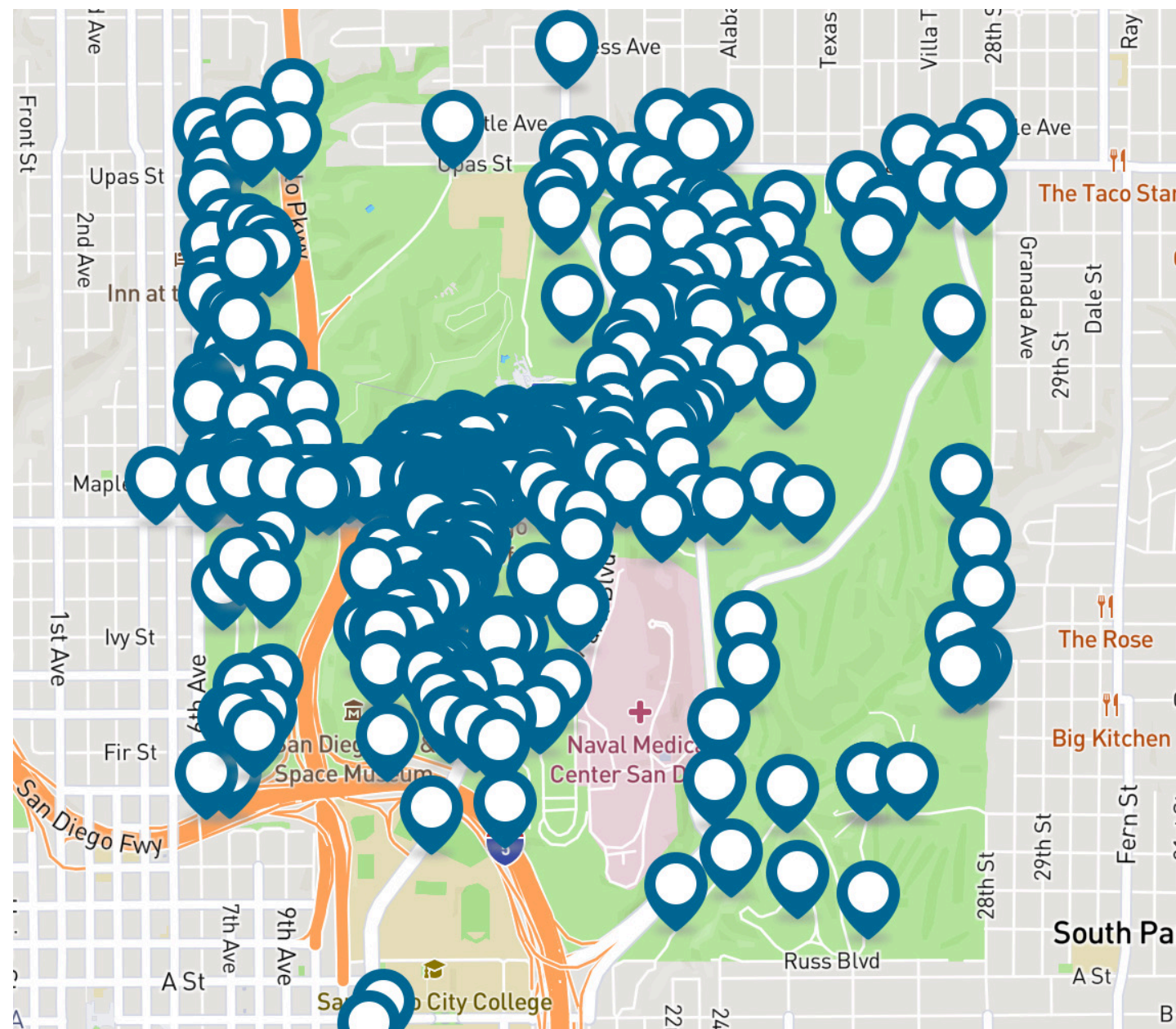


Consultations and Public Engagement

AEA conducted

- 63 interviews with stakeholders across the Park and City
- 5 community engagement sessions (including 1 online) between January and March 2024

Feedback was also solicited from the general public through the Social Pinpoint website:
<https://balboaparkpriorities.mysocialpinpoint.com/>

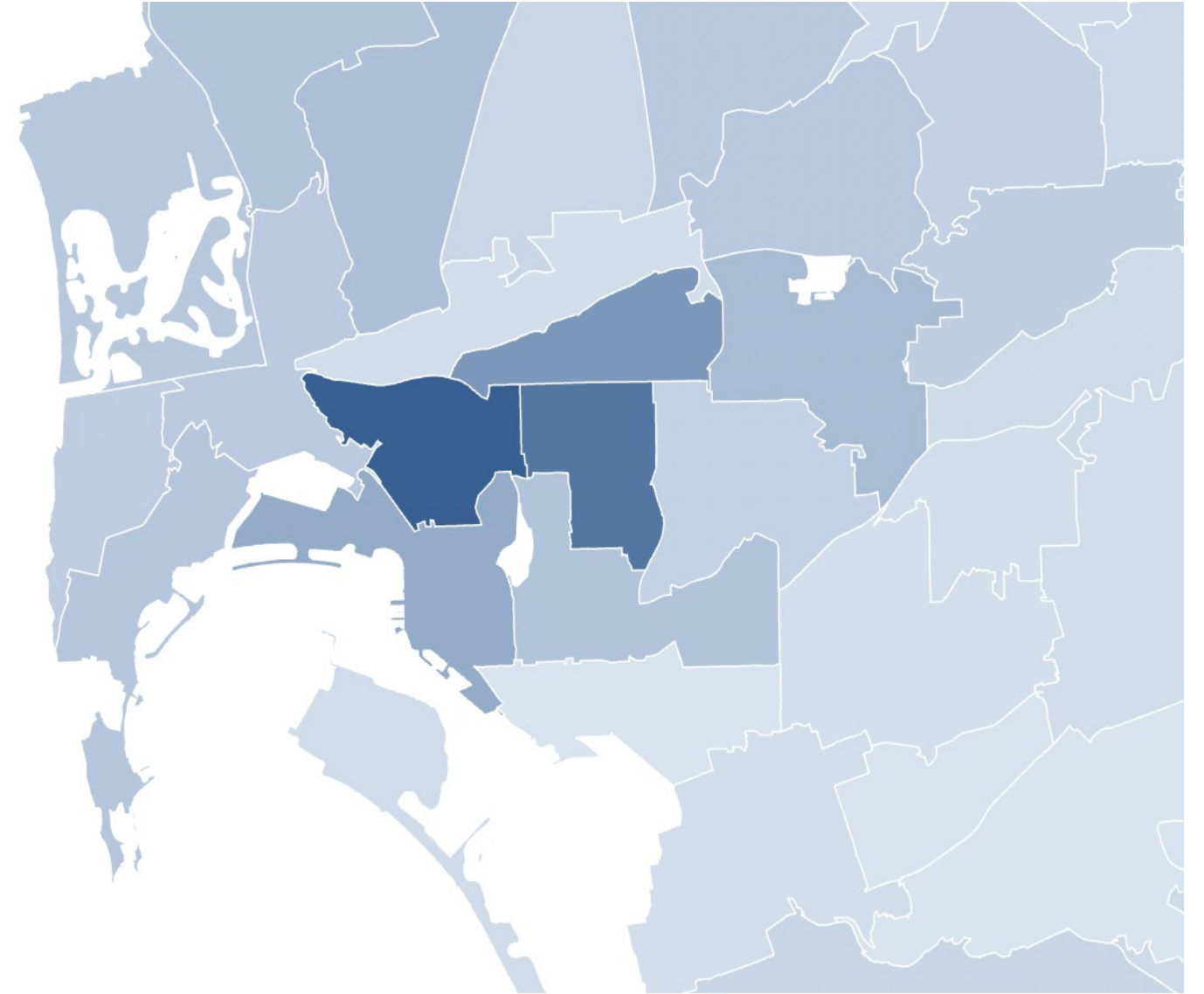


Public Engagement: Survey

AEA conducted a survey with a total of 2,805 responses

- 91 on-site responses at December Nights, Morley Field, and the Zoo / Central Mesa in December of 2023
- 2,714 online responses

Of the 2,805 respondents, 92% were from San Diego.



2

Prioritization Framework



Prioritization Framework

- Projects evaluated using this framework will be **capital improvement projects** (maintenance projects or services will not be considered)
- Each project will be given a **score of 0-3** based on its alignment to the criterion and the answers to the questions pertaining to each

Projects that pose a health / safety / legal risk may supersede all projects regardless of their score against the criteria below



Prioritization Criteria (1 out of 14)

*Note: Higher weighting = more important criteria
in prioritization framework*

Weighting

8 Capital Maintenance Need:

How long has this project been on the deferred maintenance backlog?

Where does the subject facility or area rank in the facility condition index?



Note: Higher weighting = more important criteria in prioritization framework

Prioritization Criteria (2-3 out of 14)

Weighting

- 6** **Equity and Accessibility:** Does this project prioritize access, either for structurally excluded communities or those with disabilities? Does this happen either directly or through organizations that operate in the park? Does the project create or increase opportunities that are affordable?

- 6** **Historical, Cultural, and Aesthetic Significance:** Does this project support the park's designation as a National Historic Landmark District or protect, maintain, or create beauty and awe?



Note: Higher weighting = more important criteria
in prioritization framework

Prioritization Criteria (5-7 out of 14)

Weighting

- 5** *Visitor Experience in total, broken down into...*
- 2** **Visitor Experience A:** Does it improve the broader visitor experience? Does it enhance recreational and social activity? Does this project increase the number of visitors for active or passive use? Does it address mobility issues?
- 2** **Visitor Experience B:** Does it address mobility issues?
- 1** **Visitor Experience C:** Does this project increase the number of visitors for active or passive use?



Note: Higher weighting = more important criteria in prioritization framework

Prioritization Criteria (8–10 out of 14)

Weighting

- 4** **Community Engagement:** What is the extent of public support for this project? Does this project connect the park to the communities that surround it?
- 3** **Alignment to City Priorities:** Does the project align with other City policies and plans, including Build Better SD, the Climate Action Plan, Mobility Plans, and Parks Master Plans?
- 3** **Environmental Sustainability:** Does this project provide opportunities for enhanced environmental resiliency?



*Note: Higher weighting = more important criteria
in prioritization framework*

Prioritization Criteria (11-12 out of 14)

Weighting

- 2** **Co-Benefit and Partnership:** Does this project connect to other projects or initiatives either within the park or in the surrounding area? Does it lead to possible partnerships? Can it be bundled with adjacent projects? Is project completion needed before another project can be started?

- 2** **Innovation:** Does this project create the opportunity for something new and distinctive?



Prioritization Criteria (13–14 out of 14)

Note: Higher weighting = more important criteria in prioritization framework

Weighting

- 1 Economic Impact:** Does this project generate additional revenue or decrease operational expenses, either for the city or for the not-for-profit organizations operating within the park?
- 1 Funding Plan:** Is there an appropriate funding plan to complete the project? Does this include a plan for ongoing maintenance or service requirements?



Criteria Scoring: Examples from Framework

Criteria	Example	Weight of the Criteria	Point Scale (3 = High / 2 = Moderate / 1 = Low / 0 = None)			
			3	2	1	0
Capital Maintenance Need: Is this project on the deferred maintenance backlog? Where does the subject facility or area rank in the facility condition index?	Roof replacement, HVAC system replacements, etc.	8	Was benchmarked by the 2016 facilities assessment* and/or subject area scores poor in the facility condition index	Is on the deferred maintenance list, but added since the 2016 assessment* and/or subject area scores fair in the facility condition index	Project and/or subject area scores relatively well in the facility condition index	Is a new project
Equity and Accessibility: Does this project prioritize access and affordability, either for structurally excluded communities or those with disabilities?	Improvements to facilities leased by smaller budget orgs, permittee facilities	6	Clearly addresses long-standing inequities of people who live in communities of concern and other marginalized populations	Moderate ability to address long-standing inequities of people who live in communities of concern and other marginalized populations	Minimal / limited ability to address long-standing inequities of people who live in communities of concern and other marginalized populations	Does not address address long-standing inequities, or provides a negative impact on those communities
Historical, Cultural and Aesthetic Significance: Does this project support the Park's designation as a National Historic Landmark District or protect, maintain, or create beauty and awe?	Restoration projects for historical buildings and cultural institutions, new landscaping, or new projects such as a sky wheel	6	Clearly preserves / enhances historical or cultural significance, enhances natural beauty of an area, or creates a new opportunity for awe	The project would make moderate preservation / enhancements of historical or cultural significance, or enhancement of natural beauty of an area	The project would make minimal preservation / enhancements of historical or cultural significance, or enhancement of natural beauty of an area	The project does not preserve / enhance historical or cultural significance, enhance natural beauty of an area, or create a new opportunity for awe – or has a negative impact on these



Using the Framework

Steps

1. Identify new projects and confirm projects' eligibility
2. Score each project using the prioritization criteria
3. Compare and prioritize projects



Prioritization Criteria

Example of Scoring

In the example of the four projects to the right, the prioritization order would be:

1. **Alcazar Lot – Build new comfort station, Archery Range**
2. **Balboa Park Admin Building – HVAC, Electrical Roof**
3. **Arizona Landfill – Remediate and reclaim landfill**
4. **Balboa Drive and Juniper – Build new restroom**



Prioritization Framework Criteria	Weight	Alcazar Lot - Build new comfort station, Archery Range	Arizona Landfill - Remediate and reclaim landfill	Balboa Drive and Juniper - Build new restroom	Balboa Park Admin Building - HVAC, Electrical Roof
Capital Maintenance Need	8	3	3	2	3
Equity and Accessibility	6	3	1	2	1
Historical, Cultural, and Aesthetic Significance	6	1	2	1	3
Visitor Experience: Enhances Recreational Activity	2	3	1	3	1
Visitor Experience: Addresses Mobility Issues	2	1	1	1	1
Visitor Experience: Increases the # of Visitors	1	2	1	2	1
Community Engagement	4	2	3	3	1
Alignment to City Priorities	3	1	1	1	3
Environmental Sustainability	3	1	1	1	2
Co-Benefit and Partnership	2	2	1	3	1
Feasibility	2	3	0	2	1
Innovation	2	1	0	1	1
Economic Impact	1	0	0	0	0
Funding Plan	1	0	0	0	0
Total		84	76	74	78

3. Initial List of Capital Projects for Prioritization



Developing the Master List

The initial stage of this process entailed a comprehensive review of the many plans, proposals, and RFPs that the City and the community have developed for Balboa Park over the last several decades:

- Central Mesa Precise Plan (1992)
 - East Mesa Precise Plan (1993)
 - Inspiration Point Precise Plan (1998, unadopted)
 - Balboa Park Facilities Condition Assessment (2016)
 - General Facilities Fund (2017)
 - 2018 Unfunded Park Improvements (2018)
 - Friends of Balboa Park Balboa Park Parking & Circulation Plan (2020)
 - Committee of 100 Strategic Plan (2021)
 - Balboa Park Cultural Experience Plan RFP (2021)
 - City of San Diego Climate Action Plan (2022)
 - West Mesa Project Priorities, from Bankers Hill Community Group (2023)
 - Outstanding Balboa Park Notifications (2023)
- + input from consultations & process feedback**



Developing the Master List

After initial review, the unfiltered list included over 500 items.

Have the projects in the 2017 General Facilities Fund been completed?

Are the projects in-progress?

Projects do not meet the scope of this project prioritization process (e.g. maintenance needs were removed from the list)

This process led to the refinement of the Master List down to 312 projects.



Categorization of Projects for the Master List

Based on staff conversations, along with visual inspections of facilities, AEA classified the remaining projects as follows:

- **Active CIPs:** A capital project currently funded (and sometimes in construction)
- **Completed Projects:** Closed-out CIPs
- **General:** General planning items that do not translate into a specific capital project
- **Improvements:** Potential new CIPs or projects, but small enough that they might be Maintenance projects
- **Maintenance/Operations:** Staff-level items that do not require a CIP
- **New CIPs:** Plan-designated projects that require CIP designation and capital funding allocations
- **Non-Profit Partner Projects:** Projects that typically do not require a CIP and are wholly or partially funded by non-profit partners
- **Out-of-Date:** Projects that no longer reflect existing conditions
- **Other Agency Projects:** Potential CIP projects that fall under the jurisdiction of another City or State Agency
- **Plan Amendments:** Projects that have not been ratified under any existing plans and would therefore require a plan amendment before they could be added to the CIP list.
- **Redundant:** Items that came up multiple times in different plans
- **Special Use Permits:** Projects that would require a Special Use Permit
- **Tenant Responsibility:** Projects that require tenants to cover the costs of capital improvements



Categorization of Projects for the Master List: Final List

Out of the categories in the previous slide, the following four became the basis for the final project prioritization list:

- **Improvements**
- **New CIPs**
- **Non-Profit Partner Projects**
- **Other Agency Projects**

The Final Master List includes **61 projects** that fall under these categories

The full list of these 61 projects are in the report provided in advance of this meeting



4. Design Review Process



Current Situation

Specific challenges highlighted during consultations and focus group conversations include:

- Lack of clarity around the arc of the overall process
- Limited or outdated guidelines or standards for reference, or limited (or no) access to those guidelines for all parties involved
- Missing expertise in consideration of design innovation or other opportunities for positive value or impact
- Delays in advancing the process
- Lack of binding decisions, resulting in previous decisions being revisited

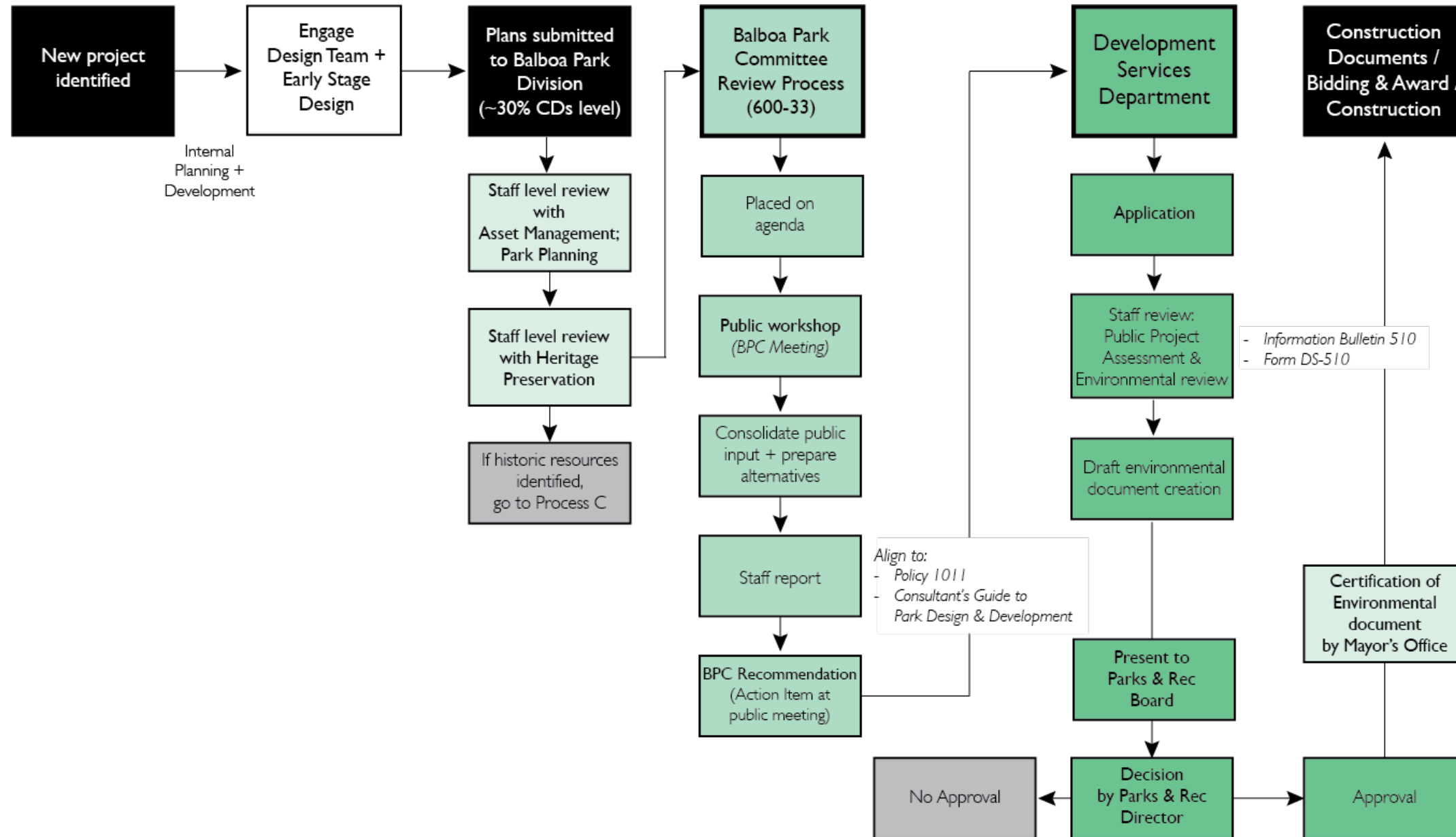


Current Processes

- A. Minor operational and maintenance improvements
- B. Major additions to the Park that are (a) in substantial conformance with Park policy and (b) do not impact current or potential historic resources
- C. Projects that are (a) in substantial conformance with Park policy and (b) within the National Historic Landmark District or may impact historical resources, and do meet Secretary of the Interior Standards for Historic Properties
- D. Projects that require a Site Development Permit...
- E. Projects that are not in conformance with Park policy and require Plan amendments

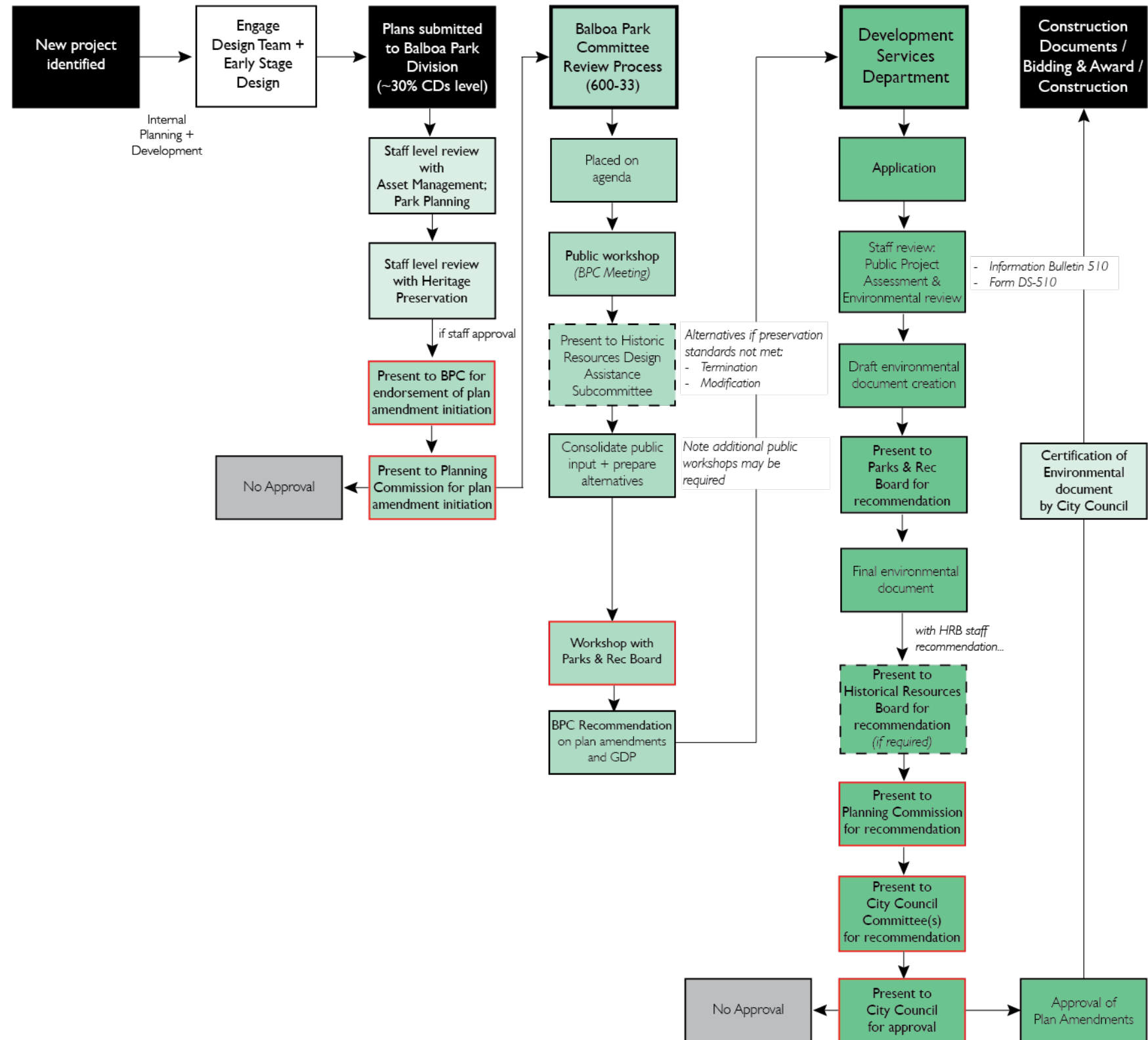


Current Process: Process B



Balboa Park Committee Meeting

Current Process: Process E



Design Review: Near-Term Recommendations

1. Provide updated design standards
2. Refine thresholds and ensure they are met for the process
3. Standardize materials to be provided to Committee
4. Clarify timing for engagement in the process
5. Appoint a process manager

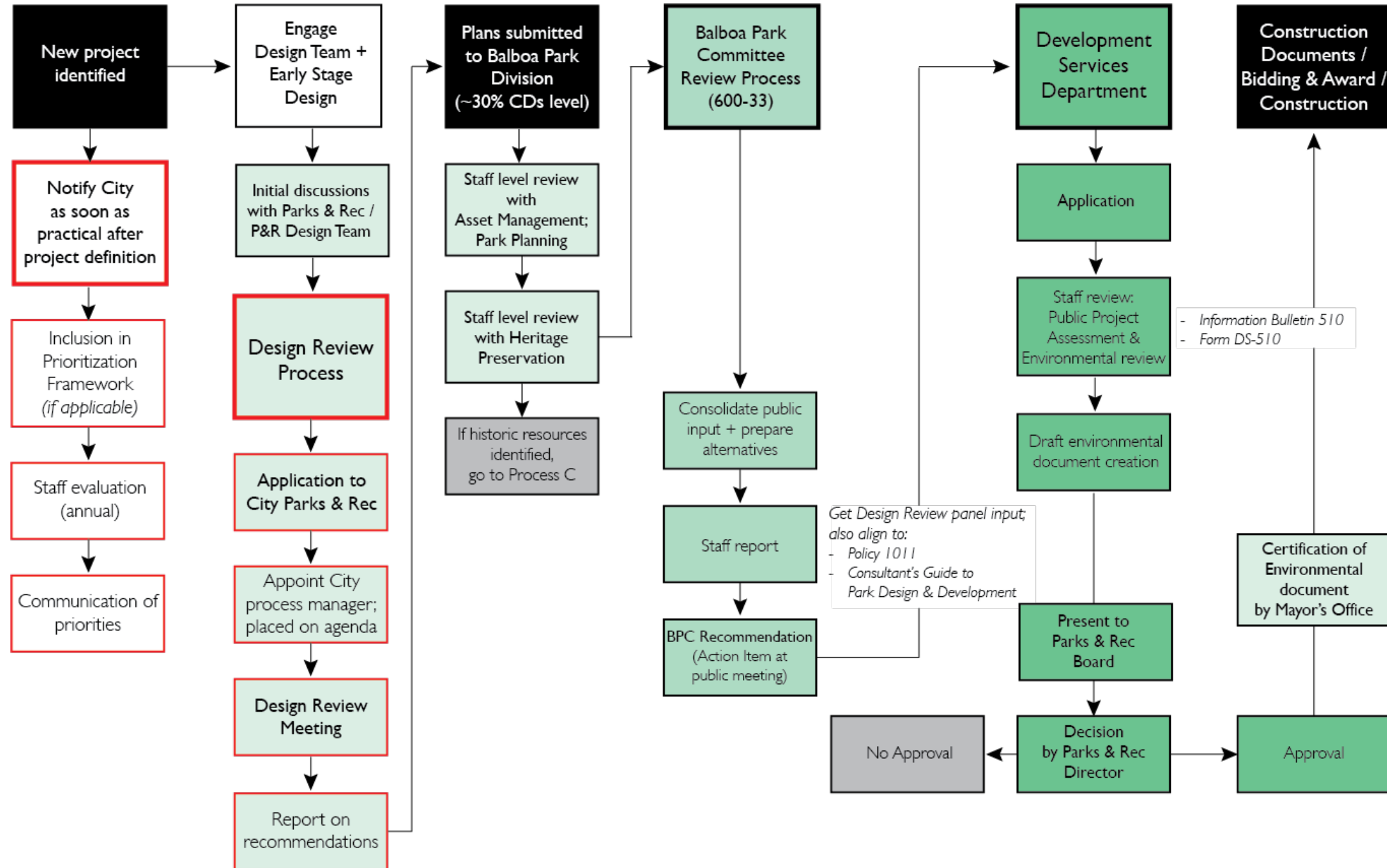


Design Review: Longer-Term Considerations

6. Creating a design review committee (or similar structure)
7. Ensure design review committee includes a range of design & building disciplines and perspectives



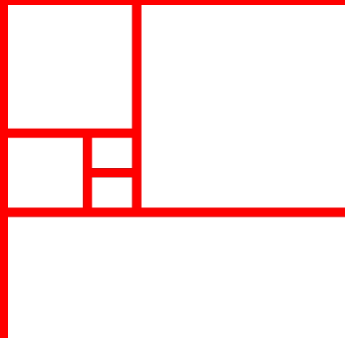
New Potential Process: Process B



Q&A



Thank You!



AEA Consulting

