STATE OF CALIFORNIA – THE RESOURCES AGENCY GRAY DAVIS, *Governor*

CALIFORNIA COASTAL COMMISSION
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January 24, 2002

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RECORD PACKET COPY

TO: **COMMISSIONERS AND INTERESTED PERSONS**

FROM: **DEBORAH LEE, SOUTH COAST DEPUTY DIRECTOR**
SHERILYN SARB, DISTRICT MANAGER, SAN DIEGO AREA OFFICE
ELLEN LIRLEY, COASTAL PROGRAM ANALYST, SAN DIEGO AREA OFFICE

SUBJECT: STAFF RECOMMENDATION ON CITY OF SAN DIEGO MAJOR LCP AMENDMENT No. 2-2001-C (Sea World Master Plan) TO THE CITY OF SAN DIEGO LOCAL COASTAL PROGRAM (For Public Hearing and Possible Commission Action at the Meeting of February 5-8, 2002)

SYNOPSIS

SUMMARY OF AMENDMENT REQUEST

LCP Amendment 2-2001-C is a request by the City of San Diego to amend the City's certified Local Coastal Program (Land Use Plan) to incorporate the SeaWorld Master Plan Update into the Mission Bay Park LUP segment of the City's LCP. The request includes several amendments to the certified Mission Bay Park Master Plan incorporating the height exemption approved by the voters in 11/98, exempting SeaWorld from the City's 30-foot height limit in the coastal zone, and incorporating the Sea World Master Plan Update as a component of the LUP. The SeaWorld Master Plan Update itself proposes redevelopment and expansion of SeaWorld over the next several years under a tiered program. Components of the plan address development criteria, design guidelines and five Tier 1 developments: a splashdown ride proposed partially within the adjacent 16.5 acre leasehold expansion area, an educational facility, major front gate renovations, parking lot improvements in the expansion area and on- and off-site access improvements for pedestrians and bicyclists. The plan also delineates eight sites for Tier 2 development, but propose no specific improvements at this time. Finally, the plan identifies three special projects: expansion of the marina, construction of a hotel and construction of a multi-story parking garage/transit center, that are not expected to occur for many years.

SUMMARY OF STAFF RECOMMENDATION

Staff recommends denial of the land use plan amendments as submitted, then approval with suggested modifications. The proposed modifications to the Mission Bay Master Plan are designed to include policies within the plan that will prioritize completion of the public recreational improvements at South Shores and Fiesta Island, prior to allowing any significant expansion of commercial development and/or leaseholds within Mission Bay

Park. The plan identifies regional parkland, access and circulation improvements that are necessary in these two areas which comprise 600 acres of currently undeveloped or underdeveloped parkland. Plan policies require that all available funding mechanisms, including but not limited to, developer fees from existing and proposed commercial leaseholds within the park, be considered to assure buildout and public use of these underutilized public recreational areas, prior to further expansion of commercial development within Mission Bay Park. Additionally, any proposals for planned commercial development identified in the plan must be evaluated in the context of the existing land use intensity, traffic capacity and circulation, transit opportunities, the supply of lower cost visitor and recreational facilities, population increase and public recreational demand. Such commercial development may be delayed or modified to meet the demands for public and regional access and recreational facilities within Mission Bay Park.

Regarding the SeaWorld Master Plan, the recommended policies would allow for the proposed Splashdown ride, however, in a revised location. Its proposed location within the expansion area is too highly visible and too close to the water's edge to be found consistent with Section 30240 and 30251 of the Coastal Act. Staff is recommending the Splashdown ride be relocated to the interior to the existing theme park and that development of the leasehold expansion area occur in a manner consistent with other commercial leaseholds in Mission Bay Park. A 50 foot area along the water's edge should be reserved for public access improvements designed to encourage public use, and any structures should be setback an additional 25 feet. Additionally, the recommended policies would assure that, in addition to completion of the bikeway improvements at South Shores Park, required by the City, SeaWorld would also be responsible for construction of the waterfront promenade at South Shores, a planned regional parkland improvement identified in the Mission Bay Park Master Plan, to offset the loss of available public parkland and lack of public access opportunities through the SeaWorld leasehold.

Regarding the propsed height allocation limits, staff is recommending deletion of such limits in the plan at this time. The plan anticipates that potentially 25 % of the the development within the park would exceed 30 feet in height. This would include the Tier 2 development which is unknown and unplanned at this time. As proposed, fifteen percent of park development could occur between 30 and 60 feet in height. This bulk and scale of development would be a substantial departure from the character of development within Mission Bay Park which, with the exception of four high-rise hotels, has been developed under the City's 30 foot coastal height initiative. Staff prefers to leave any future development subject to Chapter 3 policies which can be applied when the details of each individual project are known. Additionally, staff is recommending that the plan clarify that potential Tier 2 projects are not approved as part of the Master Plan and that future Tier 2 development would require an LCP amendment.

Regarding impacts to traffic and circulation, staff is recommending that the Caltrans Project Study Reports for improvements to the I-5/I-8 interchange and the I-5/SeaWorld Drive Interchange be utilized to determine the phasing and funding of improvements

necessary to relieve congestion during peak summer recreational use and address the cumulative effects of increased commercial development, population and public recreational demand on public access to Mission Bay Park. These reports are not yet completed; however, they are necessary to determine how the necessary improvements will be funded and completed, prior to allowing the impacts associated with increased commercial development to occur.

Staff is also recommending additional policies addressing improved water quality measures be incorporated into the plan consistent with the most recent RWQCB order. Other policies address the fireworks displays which are provided by SeaWorld and which the City has capped at 150 displays per year. Due to the potential but undocumented adverse impacts to water quality , air quality and biological resources associated with the fireworks displays, staff is recommending the displays be allowed to continue for a five year period and for SeaWorld to continue to monitor the pollutants and debris and the effectiveness of the required BMP program. The continuance of the fireworks displays will be re-evaluated at that time.

The appropriate resolutions and motions begin on page 5. The suggested modifications begin on page 5. The findings for denial of the Land Use Plan Amendment as submitted begin on page 21. The findings for approval of the Land Use Plan Amendment if modified begin on page 33.

BACKGROUND

The City's first IP was certified in 1988, and the City assumed permit authority shortly thereafter. The IP consisted of portions of the City's Municipal Code, along with a number of Planned District Ordinances (PDOs) and Council Policies. Late in 1999, the Commission effectively certified the City's Land Development Code and a few PDOs; this replaced the first IP in its entirety and went into effect in the coastal zone on January 1, 2000. While it is newly in operation, the City is reviewing this plan on a quarterly basis, and is expecting to make a number of adjustments to facilitate implementation; most of these will require Commission review and certification through the LCP amendment process.

ADDITIONAL INFORMATION

Further information on the City of San Diego LCP amendment No. 2-2001-C may be obtained from Ellen Lirley, Coastal Planner, at (619) 767-2370.

PART I. OVERVIEW

A. LCP HISTORY

The City of San Diego has a long history of involvement with the community planning process; as a result, in 1977, the City requested that the Coastal Commission permit segmentation of its Land Use Plan (LUP) into twelve parts in order to have the LCP process conform, to the maximum extent feasible, with the City's various community plan boundaries. In the intervening years, the City has intermittently submitted all of its LUP segments, which are all presently certified, in whole or in part. The earliest LUP approval occurred in May 1979, with others occurring in 1988, in concert with the implementation plan. The final segment, Mission Bay Park, was certified in November 1996.

When the Commission approved segmentation of the LUP, it found that the implementation phase of the City's LCP would represent a single unifying element. This was achieved in January 1988, and the City of San Diego assumed permit authority on October 17, 1988 for the majority of its coastal zone. Several isolated areas of deferred certification remained at that time; some of these have been certified since through the LCP amendment process. Other areas of deferred certification remain today and are completing planning at a local level; they will be acted on by the Coastal Commission in the future.

Since effective certification of the City's LCP, there have been numerous major and minor amendments processed. These have included everything from land use revisions in several segments, to the rezoning of single properties, and to modifications of citywide ordinances. In November 1999, the Commission certified the City's Land Development Code, and associated documents, as the City's IP, replacing the original IP adopted in 1988.

B. STANDARD OF REVIEW

The standard of review for land use plans, or their amendments, is found in Section 30512 of the Coastal Act. This section requires the Commission to certify an LUP or LUP amendment if it finds that it meets the requirements of Chapter 3 of the Coastal Act. Specifically, it states:

Section 30512

> (c) The Commission shall certify a land use plan, or any amendments thereto, if it finds that a land use plan meets the requirements of, and is in conformity with, the policies of Chapter 3 (commencing with Section 30200). Except as provided in paragraph (1) of subdivision (a), a decision to certify shall require a majority vote of the appointed membership of the Commission.

Pursuant to Section 30513 of the Coastal Act, the Commission may only reject zoning ordinances or other implementing actions, as well as their amendments, on the grounds that they do not conform with, or are inadequate to carry out, the provisions of the certified land use plan. The Commission shall take action by a majority vote of the Commissioners present.

C. PUBLIC PARTICIPATION

The City has held Planning Commission and City Council meetings with regard to the subject amendment request. All of those local hearings were duly noticed to the public. Notice of the subject amendment has been distributed to all known interested parties.

PART II. LOCAL COASTAL PROGRAM SUBMITTAL - RESOLUTIONS

Following a public hearing, staff recommends the Commission adopt the following resolutions and findings. The appropriate motion to introduce the resolution and a staff recommendation are provided just prior to each resolution.

I. Denial as Submitted

MOTION: ***I move that the Commission certify Land Use Plan Amendment 2-2001-C as submitted by the City of San Diego.***

STAFF RECOMMENDATION TO DENY:

Staff recommends a **NO** vote. Failure of this motion will result in denial of the amendment as submitted and adoption of the following resolution and findings. The motion passes only by an affirmative vote of a majority of the appointed Commissioners.

RESOLUTION TO DENY:

The Commission hereby denies certification of the Land Use Plan Amendment 2-2001-C as submitted by the City of San Diego and adopts the findings set forth below on the grounds that the amendment does not conform with the policies of Chapter 3 of the Coastal Act. Certification of the Land Use Plan amendment would not comply with the California Environmental Quality Act because there are feasible alternatives or mitigation measures which could substantially lessen any significant adverse impact which the Land Use Plan Amendment may have on the environment.

II. Approval with Suggested Modifications

MOTION: ***I move that the Commission certify Land Use Plan Amendment 2-2001-C for the City of San Diego if it is modified as suggested in this staff report.***

STAFF RECOMMENDATION TO CERTIFY WITH SUGGESTED MODIFICATIONS:

Staff recommends a **YES** vote. Passage of the motion will result in the certification of the land use plan amendment with suggested modifications and adoption of the following resolution and findings. The motion to certify with suggested modifications passes only upon an affirmative vote of the majority of the appointed Commissioners.

RESOLUTION TO CERTIFY WITH SUGGESTED MODIFICATIONS:

The Commission hereby certifies the Land Use Plan Amendment 2-2001-C for the City of San Diego if modified as suggested and adopts the findings set forth below on the grounds that the Land Use Plan amendment with suggested modifications will meet the requirements of and be in conformity with the policies of Chapter 3 of the Coastal Act. Certification of the land use plan amendment if modified as suggested complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the plan on the environment, or 2) there are no further feasible alternatives or mitigation measures that would substantially lessen any significant adverse impacts which the Land Use Plan Amendment may have on the environment.

PART III. SUGGESTED MODIFICATIONS

Staff recommends the following suggested revisions to the proposed Land Use Plan be adopted. The underlined sections represent language that the Commission suggests be added, and the ~~struck-out~~ sections represent language which the Commission suggests be deleted from the language as originally submitted.

Modifications to the Mission Bay Park Master Plan:

1. On Page 16 of the Mission Bay Park Master Plan Update, Executive Summary, the following modification shall be made to the City's proposed new language (for the purposes of this suggested modification, the single underlined sections represent the City's amendment to the Mission Bay Park Master Plan Update and the double underlined sections represent the Commission' suggested modifications):

> In order to allow greater flexibility in designing new facilities within the SeaWorld leasehold, the City of San Diego's Coastal Zone Height Limit Overlay

Zone was amended by public vote in November, 1998. The zoning code amendment allows potential development to a maximum height of 160 feet within the SeaWorld property. However, Sspecific criteria governing the location, height, scale, massing and visual impacts of all SeaWorld development shall be governed by the Coastal Act and the Sea World Master Plan, which is incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan. All potential development shall require a coastal development permit issued in accordance with Coastal Act requirements.

2. On Page 26 of Appendix G, Design Guidelines of the Mission Bay Park Master Plan Update, revise the City proposed language to Item 27 as follows (for the purposes of this suggested modification, the single underlined sections represent the City's amendment to the Mission Bay Park Master Plan Update and the double underlined sections represent the Commission' suggested modifications):

27. Low Rise Emphasis: Mission Bay is an expansive area with wide and open views of the ocean from the surrounding hillsides. Low-scale buildings reinforce the open quality of the bay while minimally obstructing views to the sky and distant landforms. For this reason, and in recognition of the public mandate for a 30-foot height limit within the City's coastal areas (Municipal Code 101.0451), the Park buildings should continue to be low rise, except in the SeaWorld leasehold where the voter approved amendment to the City's Coastal Zone Height Limit Overlay Zone (Proposition D, 1998) would potentially allows building heights to a maximum of 160 feet, subject to the requirements of the Coastal Act and the Sea World Master Plan. Development within the leasehold shall be governed by the Sea World Master Plan, in addition to the Coastal Act and the Mission Bay Park Master Plan Update.

3. On Page 38 of the Mission Bay Park Master Plan Update, under Regional Parkland, after the introductory paragraph, the following paragraph shall be added:

Because of this projected regional growth, the City recognizes a need to improve the major undeveloped public areas of Mission Bay Park as the first priority under this plan. Open parkland and public recreational uses serve the broader public, including regional visitors. The City recognizes that public recreational improvements have not kept pace with intensification of commercial leaseholds. Therefore, planned expansion of commercial development and/or leaseholds within Mission Bay Park will not proceed until significant portions of the planned regional parkland and public access and circulation improvements identified in the Mission Bay Park Master Plan Update, are completed within South Shores Park and Fiesta Island.

4. On Page 44, the following shall be added to the last bulleted objective guiding the consideration of Dedicated Lease Areas:

- Within the preceding objectives, commercial lease areas should render maximum revenue utility to the City. However, public lower-cost visitor and recreational facilities shall have priority over commercial recreational uses. Any proposals for planned commercial development described in this plan shall be evaluated in the context of the existing land use intensity, traffic capacity and circulation, transit opportunities, the supply of lower cost visitor and recreational facilities, population increase and public recreational demand and may be delayed or modified to meet the demand for public recreation and access.

5. On Page 50 of the MBPBPU, Section 21 shall not be deleted as proposed by the City, and shall be modified as follows:

> 21. South Shores Commercial Parcel: Because of its limited water access and isolation from other areas of the Park, this 16.5 acre site is considered more suitable for commercial recreation purposes. The parcel has been configured such that ~~it's~~ the northern ~~half~~ portion (approximately six acres) lies outside the limits of the South Shores landfill while capturing a wide stretch of waterfront facing Pacific Passage. This allows a number of possible commercial uses to be considered, including the expansion of Sea World attractions, a 200-room motel, or a water-oriented entertainment center.
>
> The underlying objective is that this parcel's "best use" is commercial recreation or visitor-serving commercial support facilities, compatible with existing and proposed public park/boating facilities at South Shores Park adjacent to the east. In accordance with public consensus on this issue, "best use" should not mean permanent and exclusive commercially-supporting parking. ~~Any new and permanent parking should be of such quantity and proportion as would be required to serve whatever commercial use may be proposed.~~ However, that portion (approximately ten acres) of the parcel constrained by the underlying landfill may be improved for parking purposes, to provide an additional safety cap over the landfill, consistent with landfill closure requirements.

6. The City's proposed replacement language for Section 21 shall instead be incorporated on Page 50 as Section 21.A and be modified to read as follows (for the purposes of this suggested modification, the single underlined sections represent the City's amendment to the Mission Bay Park Master Plan Update and the double underlined sections represent the Commission' suggested modifications):

> **21a. SeaWorld:** In 1998, the City of San Diego's voters approved an amendment to the Coastal Zone Height Limitation Overlay Zone allowing development to a maximum height of 160 feet within the SeaWorld leasehold. In keeping with the intent of the Mission Bay Park Master Plan to preserve existing viewsheds and visual corridors, the additional height available to SeaWorld should be used judiciously. Therefore, the development criteria for the SeaWorld leasehold shall be governed by the SeaWorld Master Plan (also known as the

lease development plan) which is incorporated by reference into the Mission Bay Park Master Plan and the LCP Land Use Plan. In addition, any proposed development shall require an approved coastal development permit pursuant to the requirements of the Coastal Act.

7. On Page 114, Section 99. I-5, I-8 Interchange Ramps, shall be modified as follows:

99. I-5, I-8 Interchange Ramps: Several previous studies and reports, including the Midway Community Plan, have identified the need to complete the two remaining interchange ramps between Interstates 5 and 8. The two identified are the southbound ramp from I-5 west to I-8, and the eastbound ramp from I-8 north to I-5. These ramps would remove congestion from other freeway interchanges and local streets, and reduce the level of commuter traffic from Park roads.

Due to their expense, Caltrans is not anticipating implementing the ramps in the ~~foreseeable~~ immediate future. They are, however, an included project in the currently ongoing Interstate 5 Corridor Study, and would also require completion of a Project Study Report. However, as they would be of benefit to Park users and commuters alike, it is recommended that efforts to complete these studies and secure funding for the "missing" ramps be pursued. The Caltrans Project Study Reports for these and other traffic improvements at the I-5/SeaWorld Drive Interchange are necessary to determine the phasing and funding of improvements necessary to relieve congestion during peak summer recreational use and address the cumulative effects of increased commercial development, population and public recreational demand. These reports will be utilized as a factor in determining when expansion of commercial development and/or leaseholds may occur within Mission Bay Park in the future.

8. On Page 125, Section 113. Commercial Parcel shall not be deleted as proposed by the City and shall be modified as follows:

13. Commercial Parcel: The proposed 16.5+/- acre "best-use" commercial parcel is configured to take maximum advantage of the waterfront while still allowing the relocation of the Ski Club to the planned embayment. Its configuration also permits the retention of the existing restrooms. The actual boundary of the lease parcel should depend on the Ski Club area and shore public access requirements, but should not be less than 300 feet; this depth is the minimum necessary for a guest-housing, motel-type development as an optional commercial use. Any development of this parcel shall provide a minimum 50 ft. setback from the edge of rip rap to accommodate a public pedestrian promenade as an extension of the waterfront promenade planned for South Shores Park. All access improvements shall be oriented and designed to encourage public use of the waterfront. Buildings shall be setback at least 25 feet from the 50 foot access setback line.

9. On Page 153, the following addition shall be inserted at the end of the listed recommendations for ways to fund the deficit without increasing taxes:

7. Developer Fees.

10. On Page 155 the following shall be added as an additional recommendation #130.a.:

130.a. Developer Fees: The City recognizes that Mission Bay Park is, first and foremost, a public recreational facility. As commercial leaseholds come forward to redevelop, intensify and expand, areas and facilities affordable to the general public will be further impacted by increased traffic, noise, and runoff. Moreover, existing views may be impaired and the quiet enjoyment of parklands when adjacent to more active uses may be diminished. New public recreational improvements and necessary traffic improvements must be provided and are not adequately funded. Therefore, the use of developer fees as an option to provide funding necessary to mitigate the increasing public burdens brought about by commercial redevelopment, intensification and expansion shall be considered. Any such fees shall be used to construct planned public amenities throughout Mission Bay Park and identified traffic and circulation improvements within the park and on the surrounding road system. Completion of said public amenities/improvements shall occur prior to, or concurrent with, the private leasehold development within the public park. Specific public recreational and/or circulation improvements shall be identified, funded and installed prior to or concurrent with any commercial leasehold development or expansion.

11. On Page 169, the following modification shall be made to the PRIORITIES introduction paragraph:

With a $170 million total implementation cost, of which only about $90 million can be financed under the recommended incremental land lease revenue scenario (see Section X. Economics, Forecast Scenario B), a clear set of priorities should be established to guide the continuing development of the Park. Such priorities should seek to maximize short term benefit for the least possible cost. Improvements to undeveloped public parkland (particularly South Shores and Fiesta Island) shall be undertaken and substantially completed prior to further intensification and/or expansion of any commercial lease areas. All available funding mechanisms will be considered to assure buildout and public use of these underutilized public recreational areas prior to any further expansion of commercial development within Mission Bay Park.

12. On Page 85, the following Water Quality component shall be inserted prior to Section 59:

a. Watershed Planning

The City will support and participate in watershed based planning efforts with the Regional Water Quality Control Board. Watershed planning efforts shall be facilitated by helping to:

- Pursue funding to support the development of watershed plans;
- Identify priority watersheds where there are known water quality problems or where development pressures are greatest;
- Assess land uses in the priority areas that degrade coastal water quality;
- Ensure full public participation in the plan's development.

b. Development

New development or redevelopment shall be sited and designed to protect water quality and minimize impacts to coastal waters by incorporating measures designed to ensure the following:

- Protect areas that provide important water quality benefits, areas necessary to maintain riparian and aquatic biota and/or that are susceptible to erosion and sediment loss.
- Limit increases of impervious surfaces.
- Limit land disturbance activities such as clearing and grading, and cut-and-fill to reduce erosion and sediment loss.
- Limit disturbance of natural drainage features and vegetation.

New development or redevelopment shall not result in the degradation of the water quality of groundwater basins or coastal surface waters including the ocean, coastal streams, or wetlands. Urban runoff pollutants shall not be discharged or deposited such that they adversely impact groundwater, the ocean, coastal streams, or wetlands, to the maximum extent feasible.

Development or redevelopment must be designed to minimize, to the extent practicable, the introduction of pollutants that may result in significant impacts from site runoff from impervious areas. To meet the requirement to minimize pollutants, new development or redevelopment shall incorporate a Best Management Practice (BMP) or a combination of BMPs best suited to reduce pollutant loading to the Maximum Extent Practicable.

Post-development peak stormwater runoff discharge rates shall not exceed the estimated pre-development rate for developments.

New development or redevelopment shall be sited and designed to minimize impacts to water quality from increased runoff volumes and nonpoint source pollution. All new development and redevelopment shall meet the requirements of the RWQCB, San Diego Region, in its Order No. 2001-01, dated February 21, 2001, or subsequent versions of this plan.

The BMPs utilized shall be designed to treat, infiltrate, or filter stormwater to meet the standards of the 85th percentile, 24-hour runoff event for volume-based BMPs and/or the flow of runoff produced from a rain event equal to at least two times the 85th percentile, 1-hour event for flow-based BMPs .

New roads, bridges, culverts, and outfalls shall not cause or contribute to shoreline erosion or creek or wetland siltation and shall include BMPs to minimize impacts to water quality including construction phase erosion control and polluted runoff control plans, and soil stabilization practices. Where space is available, dispersal of sheet flow from roads into vegetated areas or other on-site infiltration practices shall be incorporated into road and bridge design.

Commercial development or redevelopment shall use BMPs to control the runoff of pollutants from structures, parking and loading areas.

Restaurants shall incorporate BMPs designed to minimize runoff of oil and grease, solvents, phosphates, and suspended solids to the storm drain system.

Fueling stations shall incorporate BMPs designed to minimize runoff of oil and grease, solvents, battery acid, coolant and gasoline to stormwater system.

New development or redevelopment shall include construction phase erosion control and polluted runoff control plans. The following BMPs should be included as part of the construction phase erosion control plan:

- Ensure vehicles on site are parked on areas free from mud; monitor site entrance for mud tracked off-site;
- Prevent blowing dust from exposed soils;
- Control the storage, application and disposal of pesticides, petroleum and other construction and chemical materials;
- Provide sanitary facilities for construction workers;
- Site washout areas more than fifty feet from a storm drain, open ditch or surface water and ensure that runoff flows from such activities do not enter receiving water bodies;
- Provide adequate disposal facilities for solid waste produced during construction and recycle where possible;
- Include monitoring requirements.

New development or redevelopment shall include post-development phase drainage and polluted runoff control plans. The following BMPs should be included as part of the post-development drainage and polluted runoff plan:

- Abate any erosion resulting from pre-existing grading or inadequate drainage.

- Control potential project runoff and sediment using appropriate control and conveyance devices; runoff shall be conveyed and discharged from the site in a non-erosive manner, using natural drainage and vegetation to the maximum extent practicable.
- Include elements designed to reduce peak runoff such as:
  - Minimize impermeable surfaces.
  - Incorporate on-site retention and infiltration measures.
  - Direct rooftop runoff to permeable areas rather than driveways or impervious surfaces to reduce the amount of storm water leaving the site.

Storm drain stenciling and signage shall be provided for new stormdrain construction in order to discourage dumping into drains. Signs shall be provided at shoreline public access points and crossings to similarly discourage dumping.

Outdoor material storage areas shall be designed using BMPs to prevent stormwater contamination from stored materials.

Trash storage areas shall be designed using BMPs to prevent stormwater contamination by loose trash and debris.

Permits for new development or redevelopment shall be conditioned to require ongoing maintenance where maintenance is necessary for effective operation of required BMPS. Verification of maintenance shall include the permittee's signed statement accepting responsibility for all structural and treatment control BMP maintenance until such time as the property is transferred and another party takes responsibility.

The City or lessees, as applicable, shall be required to maintain any drainage device to insure it functions as designed and intended. All structural BMPs shall be inspected, cleaned, and repaired when necessary prior to September 30th of each year. Owners and/or lessees of these devices will be responsible for insuring that they continue to function properly and additional inspections should occur after storms as needed throughout the rainy season. Repairs, modifications, or installation of additional BMPs, as needed, should be carried out prior to the next rainy season.

Public streets and parking lots shall be swept frequently to remove debris and contaminant residue. For streets and parking lots within leaseholds, the lessee shall be responsible for frequent sweeping to remove debris and contaminant residue.

New development or redevelopment that requires a grading/erosion control plan shall include landscaping and re-vegetation of graded or disturbed areas. An integrated vegetation management plan shall be required and implemented. Use of native or drought-tolerant non-invasive plants shall be required to minimize the

need for fertilizer, pesticides, herbicides, and excessive irrigation. Where irrigation is necessary, efficient irrigation practices shall be required.

New development or redevelopment shall protect the absorption, purifying, and retentive functions of natural systems that exist on the site. Where feasible, drainage plans shall be designed to complement and utilize existing drainage patterns and systems, conveying drainage from the developed area of the site in a non-erosive manner. Disturbed or degraded natural drainage systems shall be restored, where feasible, except where there are geologic or public safety concerns.

c. Hydromodification

Any channelization proposals shall be evaluated as part of a watershed planning process, evaluating potential benefits and/or negative impacts. Potential negative impacts of such projects would include effects on wildlife migration, downstream erosion, dam maintenance (to remove silt and trash) and interruption of sand supplies to beaches.

Modifications to the Sea World Master Plan Update:

13. On Page E-1, under Site Specific Proposals, the following modification shall be made to the first bulleted item::

A splashdown ride with an aquatic theme and storyline that integrates technology, flumes, rail, and marine life displays. The attraction will not exceed 95 feet at its tallest point and ~~trees~~ will be located within the developed interior of the park (in the general area of designated C-1 and L-2 improvements shown on Figure II-3 of the plan) ~~planted~~ to soften the visual impact from ~~adjacent land and water~~ other areas of Mission Bay Park and surrounding communities. The design of the splashdown ride should be contemporary, responsive to the aquatic environment and avoid excessive or exaggerated thematic styles. The intent is to preclude from Mission Bay a theme park architecture.

14. On Page E-2, under Additional Project Review, the following modification shall be made:

The additional height of some attractions allowed by the passage of the SeaWorld Initiative under the SeaWorld Master Plan Update creates the need for greater public input to ensure that the quality of recreation and the visual character of Mission Bay Park will be maintained. SeaWorld is proposing additional local discretionary reviews for all projects greater than 30-feet in height, in addition to the required coastal development permit, as outlined in the implementation section of the plan.

15. On Page I-3, under Community Outreach and Issues Analysis, the final bulleted item shall be modified as follows:

> **The appropriateness of a new hotel in Mission Bay Park (also relates to views, viewshed, and traffic issues).**
>
> Prior to a formal project submission, the SeaWorld Master Plan Update requires a traffic study and an economic feasibility analysis assessing the need for another hotel in Mission Bay Park. Additionally, any hotel will require a City Council public hearing where the appropriateness of using public parkland for hotel development and the status of public park improvements, along with viewshed and traffic impacts, can be assessed and discussed in the context of a specific proposal.

16. On Page II-7, the following language shall be added at the ends of the descriptions of both Area 4 SeaWorld Marina and Area 5 Perez Cove Shoreline:

> SeaWorld recognizes that this entitlement was granted by the City of San Diego only. The Coastal Commission did not review or certify the 1985 SeaWorld Master Plan, and is in no way bound by any of its provisions.

17. On Page II-10, the following modification shall be made to the bulleted Tier 2 item, under Proposed Conceptual Development Program:

> Tier 2 identifies sites within Area 1 that are candidates for redevelopment, however, no specific project is proposed for the immediate future. Submittals for individual projects will be made over a span of many years. Descriptions of the sites are provided further in this section. Potential Tier 2 projects are not approved as part of this Master Plan, and no entitlements to redevelopment in the designated areas are granted nor permit approvals implied. Moreover, all Tier 2 development will require an LCP amendment to the Mission Bay Park/SeaWorld Master Plans.

18. On Page II-12, the following modification shall be made under Splashdown Ride (Site A-1), *Existing Site and Use:*

> ~~The site is located on 4.5 acres of land on the northeast corner of Area 1. Existing uses on the site include a landscape nursery and associated storage areas, trash compactor, and recycling facilities that will be relocated to other service sites within Area 1. The eastern portions of the site are undeveloped.~~ The site for this attraction shall be located within the existing developed portion of the park in the general area of designated C-1 and L-2 improvements shown on Figure II-3 of the plan. The Splashdown Ride shall not be located along the perimeter of the developed theme park, nor adjacent to Mission Bay.

19. On Page II-12, the following modification shall be made to the third bulleted item under Splashdown Ride, *Design Criteria*:

> Provide extensive tree plantings ~~particularly on the north and east sides~~ to soften the visual impact of the structure from ~~adjacent~~ land and water areas of Mission Bay Park and surrounding communities. Selected species should have the potential to provide dense year-round foliage and attain heights of 60 feet at maturity.

20. On Page II-13, revise or delete *Figure II-4 Conceptual Splashdown Ride Site Plan* to conform to the revised location required in Suggested Modification #18, above.

21. Following Page II-20, the following modification shall be made to the new Tier 1 project added by the City (for the purposes of this suggested modification, the single underlined sections represent the City's addendum to the SeaWorld Master Plan Update and the double underlined sections represent the Commission' suggested modifications):
:

> Offsite Bicycle/Pedestrian Path Improvements
>
> *Proposed Project:*
>
> To provide continuous shoreline access from SeaWorld's leasehold to Fiesta Island (a distance of approximately 4,700 feet) SeaWorld will construct a 10-foot wide landscaped pathway running from the northeast corner of the leasehold along the waterfront to the boat ramp and from the existing turn-around on the east side of the South Shores embayment, along the waterfront to the Fiesta Island Causeway. The accessway shall be completed by December 31, 2002. In addition, SeaWorld shall construct, in conjunction with the 10-foot pathway, a 50-foot wide public promenade, designed in substantial conformance with the promenade depicted in Figure 31 (South Shores Concept Plan) of the certified Mission Bay Park Master Plan and described as Item 112, of that plan. Final specifications and alignment details for the pathway and promenade shall be determined by the City Manager. The project shall then be submitted to the Coastal Commission for coastal development permit review and action, and, if approved, shall be constructed and open for public use prior to occupancy of any Tier 1 projects.

22. On Page II-22, the following modification shall be made to the last sentence under Site F-2:

> Temporary facilities, that will not permanently damage the eelgrass habitat within the water area, ~~are exempted~~ may be permitted through the coastal development permit process, based upon site-specific biological analysis.

23. On Page II-24, the following paragraph shall be added after the introductory paragraph under Special Projects:

> SeaWorld recognizes that any entitlements identified in this plan were granted by the City of San Diego only. The Coastal Commission did not review or certify the 1985 SeaWorld Master Plan, and is in no way bound by any of its provisions. Moreover, SeaWorld recognizes the need to re-evaluate each project at the time it is proposed, taking into consideration traffic issues and public recreational needs.

24. On Page II-28, the following additional footnote shall be placed on the table indicating the types and number of fireworks displays (as revised by the City of San Diego):

> * The 150 annual fireworks displays shall continue for a period of five years, during which time the monitoring outlined below shall be undertaken. At the end of five years, the continuance of fireworks displays at SeaWorld will be re-evaluated.

25. On Page II-28, under Fireworks Displays, the following new language shall be added before the last paragraph:

> Due to rising concerns over the possible environmental effects of fireworks displays, both from public recreation and water quality standpoints, SeaWorld will implement/continue an expanded monitoring program during the next five years. Monitoring results will be submitted to the Coastal Commission, Regional Water Quality Control Board, National Marine Fisheries Service, U. S. Fish and Wildlife Service, and the California Department of Fish and Game, on an annual basis. At the end of five years, the potential adverse impacts of fireworks on both environmental resources and public recreation will be re-evaluated by the identified agencies. The program shall include the following components:
>
> a. SeaWorld will increase the area of clean-up on Fiesta Island beyond the shoreline berm, proceeding as far inland as necessary to remove all fireworks debris the morning after each show.
>
> b. SeaWorld will continue its surface water clean-up procedures after each fireworks show.
>
> c. SeaWorld will continue diving, at least once prior to, and once following, each summer season, to determine if solids are accumulating on the floor of Pacific Passage.
>
> d. SeaWorld will continue to monitor the levels of chemical constituents, particularly those associated with pyrotechnic displays (barium, strontium, antimony, etc.) in the waters of Pacific Passage and in the soils along the

shoreline of Fiesta Island. Testing shall be performed at least once prior to, and once following, each summer season,

If future monitoring of Fiesta Island and the waters in Pacific Passage identify significant levels of toxic constituents associated with SeaWorld's fireworks displays, SeaWorld is committed to undertake any remediation activities required by the identified regulatory agencies, or cease such displays altogether. SeaWorld may choose to conduct the same types of monitoring at other sites in Mission Bay Park to provide a reference baseline as a way to distinguish impacts of fireworks from normal background levels of the identified chemical constituents.

In addition, SeaWorld recognizes the endangered status of the California least tern, and the proven ability of the Mission Bay Park environment to aid the recovery of this species. To assist in that endeavor, SeaWorld will protect the designated least tern nesting sites on Mariner's Point and Stony Point from adverse disturbance during fireworks displays. SeaWorld will move the fireworks staging barge to a location approximately one-half (1/2) mile eastward of the Stony Point Preserve during the least tern breeding season, which runs from April 1st to September 15th of each year.

26. On Page III-1, the introductory paragraph under Development Criteria shall be modified as follows:

This section sets forth the development parameters applicable to the entire leasehold or specific leasehold area identified in this plan. The intent is to ensure that all future development will be distributed and constructed in a manner that, to the extent feasible, harmonizes with the established visual quality of Mission Bay Park. ~~The interior renovation or replacement of an existing structure within the same footprint, height and building envelope as the original structure shall be exempted from the setback and bulk-plane requirements but shall be counted in the total height distribution.~~ The setback requirements for shoreline redevelopment are intended to provide a waterfront orientation to park users and reduce the visual impact of development from public views from the water and surrounding parklands. The setbacks will extend the public promenade for park users in the same manner as in other commercial leaseholds in Mission Bay Park.

27. On Page III-1, the section identified as Leasehold Height Distribution shall be deleted as follows:

~~Not more than 25% of the total 189.4-acre leasehold area shall exceed 30 feet in height.~~

28. On Page III-1, the Theme Park Height Distribution table shall be deleted as follows.

~~Height~~	~~Acreage~~	~~% of Area 1~~
~~30+ - 60 feet~~	~~13.1 acres~~	~~15%~~

~~60+ - 100 feet~~	~~6.1 acres~~	~~7%~~
~~100+ - 130 feet~~	~~1.8 acres~~	~~2%~~
~~130+ - 160 feet~~	~~0.88 acre~~	~~1%~~

29. On Page III-2, revise Figure III-1 to conform to the revised ride location required in Suggested Modification #18.

30. On Page III-3, under Setbacks and Buffers, the following modifications shall be made:

Shoreline Setback

Redevelopment at SeaWorld and all theme park improvements in the 16.5-acre expansion area shall be setback from the shoreline to provide an open space, public-oriented, park-like setting along the water. A minimum ~~25-foot~~ 75-foot shoreline setback shall be required of all future development except for water- or shoreline-dependent uses such as marina facilities, water intake and discharge facilities, or park attractions oriented towards open water use. The setback shall begin at the top edge of the existing rip-rap revetment or the bluff edge, whichever elevation is greater.

Shoreline Bulk Plane Setback

All new development (except in Areas 4 ~~& 5~~) shall be setback behind a bulk plane line beginning at the shoreline setback (~~25~~ 75 feet from the existing rip-rap revetment or the bluff edge) at a height of 30 feet and inclined at a one-to-one angle (45°) until the 160-foot height limit is reached.

31. On Page III-5, the following modification shall be made under Attraction Themes/Elements:

At least 75% of the total number of attractions (excluding the hotel) within SeaWorld shall contain a significant animal, education, or conservation element. Amusement/thrill rides, regardless of their setting, are not counted towards the required 75%.

32. On Page IV-11, the following modification shall be made to the first paragraph, under Landscape Design Zones, The Shark Encounter Exhibit to South Shores Road Shoreline:

The shoreline extending east to South Shores Road is the primary emergency and service access for SeaWorld. The functional aspects of the area require open access to loading and maintenance areas and could be combined with enhanced public access to and along the shoreline. The existing landscaping is primarily drought-tolerant species that are compatible with Mission Bay wetlands. Moderate height trees and shrubs in this landscape provide partial screening of

fencing and exhibit buildings. The easternmost area (expansion area) is undeveloped, but planned for future theme park attractions. The shoreline of the expansion area shall be developed consistent with the setback requirements of the Mission Bay Park Master Plan Update. This currently undeveloped site serves as a transition area between the existing SeaWorld theme park and the public facilities at South Shores Park. This area should be developed to encourage public access to the shoreline consistent with other commercial leaseholds in Mission Bay Park.

33. On Page V-5, the following modification shall be made to the Plan Amendment Process:

The SeaWorld Master Plan anticipates that the majority of projects will not exceed the thresholds for Level 1 review. Projects involving greater scale and height will still be required to conform to the development criteria set forth in Section III of this plan. All Tier 2 development and any project that does not conform to the development criteria will require a plan amendment. The plan amendment process requires environmental review and public hearings before the Planning Commission, ~~and~~ City Council and California Coastal Commission.

34. On Page A-2, the fourth full paragraph shall be modified as follows:

~~The amount of development that can exceed 30 feet in height is limited to 25% of the leasehold. The plan further limits height in the main SeaWorld Theme Park (Area 1) to much smaller percentages that decrease for each successive increase in height level. At the highest level not more than one percent of Area 1 could be above 130 feet in height.~~ No specific height limits are allocated in the Master Plan. The appropriate heights for each new development will be analyzed during the Coastal Development Permit process for any particular development taking into consideration visibility from the water, major coastal access routes and vantage points and the character and scale of development in the surrounding public parkland. Additionally the cumulative use of ~~the~~ heights above 30 feet ~~allocations~~ will be mapped by SeaWorld and verified by City and Coastal Commission staff.

35. On Page A-5, the following paragraph shall be added at the end of the section titled Traffic and Transportation:

Prior to implementation of the above-referenced public transit improvements, SeaWorld is committed to easing peak summer season traffic congestion in Mission Bay Park by providing a tram or shuttle service from the Old Town and Linda Vista trolley stations to SeaWorld. The tram or shuttle service will be operated on all weekends (Saturdays and Sundays) and holidays from the beginning of Memorial Day weekend through Labor Day. To further promote the use of public transportation, SeaWorld will offer financial incentives to transit

(bus or trolley) users in the form of reduced admission, free food or drink, reimbursement of transit costs, or other means.

36. On Page A-6, the last paragraph on the page, under Water Quality, shall be modified as follows:

> Additionally, SeaWorld's landscape serves as a type of storm water control by providing erosion control, filtration and vegetative uptake of pollutants. Finally, SeaWorld has committed itself to a program of early 100% runoff treatment in the future involving a variety of treatment options based on the latest pollution control technology. Moreover, as a lessee of public land within Mission Bay Park, the water quality controls/regulations certified in the Mission Bay Park Master Plan Update must be implemented fully by SeaWorld for its leasehold.

37. On Page A-7, an asterisk shall be placed by the word "entitlement" in the first sentence on the page, and the following footnote added:

> *The Coastal Commission has not reviewed or certified the 1985 SeaWorld Master Plan as part of the certified Local Coastal Program, nor was that plan incorporated into the Mission Bay Park Master Plan as certified by the Commission in 1995. Therefore, any entitlements embodied in that plan are not recognized, and have not been endorsed, by the California Coastal Commission.

PART IV. FINDINGS FOR DENIAL OF CERTIFICATION OF THE CITY OF SAN DIEGO, MISSION BAY PARK LAND USE PLAN AMENDMENT, AS SUBMITTED

A. AMENDMENT DESCRIPTION

LCP Amendment 2-2001-C is a request by the City of San Diego to amend the City's certified Local Coastal Program (Land Use Plan) to incorporate the SeaWorld Master Plan Update into the Mission Bay Park LUP segment of the City's LCP. The request includes several amendments to the certified Mission Bay Park Master Plan incorporating the height exemption approved by the voters in 11/98, exempting SeaWorld from the City's 30-foot height limit in the coastal zone, and incorporating the Sea World Master Plan Update as a component of the LUP. The SeaWorld Master Plan Update itself proposes redevelopment and expansion of SeaWorld over the next twenty years under a tiered program. Components of the plan address development criteria, design guidelines and five Tier 1 developments: a splashdown ride proposed partially within the adjacent 16.5 acre leasehold expansion area, an educational facility, major front gate renovations, parking lot improvements in the expansion area and on- and off-site access improvements for pedestrians and bicyclists. The Commission's San Diego office currently has pending permit applications for several of these improvements. The plan also delineates eight sites for Tier 2 development, but proposes no specific improvements at this time. These areas, where redevelopment is anticipated in the future, are shown as shows/rides/exhibits

in the submitted plan. Finally, the plan identifies three special projects: expansion of the marina, construction of a hotel and construction of a multi-story parking garage/transit center, that are not expected to occur for many years.

B. CONFORMANCE WITH SECTION 30001.5 OF THE COASTAL ACT

The Commission finds, pursuant to Section 30512.2b of the Coastal Act, that portions of the Land Use Plan as set forth in the preceding resolutions, are not in conformance with the policies and requirements of Chapter 3 of the Coastal Act to the extent necessary to achieve the basic state goals specified in Section 30001.5 of the Coastal Act which states:

The legislature further finds and declares that the basic goals of the state for the Coastal Zone are to:

a) Protect, maintain and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and manmade resources.

b) Assure orderly, balanced utilization and conservation of coastal zone resources taking into account the social and economic needs of the people of the state.

c) Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resource conservation principles and constitutionally protected rights of private property owners.

(d) Assure priority for coastal-dependent and coastal-related development over other development on the coast.

(e) Encourage state and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the coastal zone.

The Commission therefore finds, for the specific reasons detailed below, that the land use plan does not conform with Chapter 3 of the Coastal Act or the goals of the state for the coastal zone with regards to conservation of coastal zone resources or public access and recreational opportunities.

C. NONCONFORMITY OF THE CITY OF SAN DIEGO LCP AMENDMENT NO. 2-2001-C WITH CHAPTER 3

1. Public Access and Recreation. The following Chapter 3 policies of the Coastal Act address its mandate to maximize public access to and along the shore, and are most applicable to the proposed LCP amendment:

Section 30210.

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

(Amended by Ch. 1075, Stats. 1978.)

Section 30212.

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

(1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources,

(2) adequate access exists nearby, or,

(3) agriculture would be adversely affected. ...

Section 30213.

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

Section 30223

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

The City's proposed LCP amendment modifies several sections in the certified Mission Bay Park Master Plan/LCP Land Use Plan (LUP), as well as adding the new SeaWorld Master Plan Update as a component of the LUP. Several aspects of the proposed amendment address public access and public recreational opportunities. As a whole, the proposed LUP amendments will affect public access both positively and negatively, and as currently proposed, the plan cannot be found consistent with the cited Coastal Act policies.

Negative impacts to public access include the loss of 16.5 acres of undeveloped land, which the City has recently added to the SeaWorld leasehold. This parcel is delineated for commercial recreation uses in the certified Mission Bay Park Master Plan, and is located between SeaWorld and the South Shores public boat ramp and park improvements to the east. In its currently undeveloped state, this parcel has historically been available to the general public for passive recreational uses; it includes an approximately 500-foot stretch of riprapped shoreline along Pacific Passage (an arm of

Mission Bay) with a flat upland area where fire rings used to exist. Since the City approved its new lease with SeaWorld, the fire rings have been removed and the 16.5 acre site has been fenced, resulting in the loss of this unimproved area to public use.

Another negative aspect of the SeaWorld Master Plan is the continuation of a break in public shoreline access. There are only a few remaining areas of Mission Bay Park where public access is routed inland around existing commercial leaseholds rather than along the shoreline. SeaWorld is one of these leaseholds. Throughout the remainder of the park there exists (or will exist as funding permits) continuous public access along the immediate shoreline. The certified Mission Bay Park Master Plan cites the completion of this public access pathway as a goal, and includes lease line and building setbacks to guarantee that space for the continuous access route is available along the entire shoreline. Only with such provisions could the Commission find the certified LUP consistent with the cited public access policies of the Coastal Act.

The proposed SeaWorld Master Plan does provide for a ten-foot wide shoreline access path along the 500 feet of the new expansion area, but this access would lead to a cul-de-sac which does not connect to the existing perimeter pedestrian/bicycle path. Moreover, this narrow path leading nowhere is viewed by SeaWorld as an attractive nuisance, conducive to illegal activity where law enforcement would be difficult. The Commission concurs with this conclusion, and finds the intent of the certified plan should be implemented in this lease expansion area. The certified Mission Bay Park Master Plan calls for a 50-foot setback from the top of any armored shoreline (this area has riprap) to an approved lease boundary, reserving this area for public access, and an additional 25-foot setback from the lease line to any structures.

It would appear the City approved the expanded SeaWorld lease boundary in a location inconsistent with its LUP, since the lease boundary runs along the shoreline itself, rather than 50 feet inland of the top of the riprap bank. Although the Commission has no direct jurisdiction over the leasing of public lands, it finds that, in order for the proposed master plan to be consistent with Chapter 3, the intent of the certified LUP should be carried out. This intent would require a total structural setback of 75 feet from the top of the riprap bank, with the 50 feet closest to the water available to the general public. An area 50 feet wide, instead of 10, would provide adequate space for reasonable public use, and would remove the "attractive nuisance" aspect of a long narrow corridor.

Although the proposed SeaWorld Master Plan includes several public access benefits, which will be discussed in the findings for approval of the plan with modifications, the Commission finds that these do not adequately mitigate for the loss of 16.5 acres of previously available public parkland, do not make up for the lack of adequate setbacks proposed in the plan and fail to meet the objective of a continuous shoreline public path. Additionally, the City has not addressed the fact that public recreational improvements have not kept pace with intensification of commercial leaseholds. Two significant areas, identified in the plan as the areas where the public recreational demand must be accommodated, are currently undeveloped or undeveloped. These are South Shores and

Fiesta Island. The Mission Bay Park Master Plan Update states the following regarding these areas.

> "Encompassing over 600 acres of land area, South Shores and Fiesta Island represent a significant part of the future of Mission Bay Park. One third of regional-oriented recreation, the largest naturally landscaped upland areas, major sport and cultural event venues, and the Park's parking and transportation hub will be located in these areas of the Park. Other, more contained facilities, will also be included, such as a boat ramp, potential commercial leases, new swimming areas and primitive camping. As a goal...
>
> **...South Shores should be an intensively used park area that attracts visitors to a variety of public and commercial recreation venues yielding, in aggregate, a summary view of the Park's grand aquatic identity. For its part, Fiesta Island should remain essentially open yet supportive of a diversity of regional-serving public and low-key, for-profit recreation and natural enhancement functions.**

The key to meeting these goals is the dedication of the Island's southern peninsula, the current site of sewage treatment sludge beds, as a regional parkland area. This site enjoys unequaled access to clean Bay waters, outstanding Bay views, and is conveniently served by Park and regional roadways. This area of the Island also faces South Shores, which achieves the concentration of regional parkland uses to the benefit of transit, public facilities, and commercial services."

The development which is anticipated for these areas provides the type of lower-cost visitor and recreational facilities protected by Section 30213 of the Coastal Act. SeaWorld is a private commercial facility operating through a lease arrangement with the City on public parkland and available only to those able to afford the park's admission charge. The certified Mission Bay Park Master Plan identifies needed public recreational improvements within Mission Bay Park and estimates costs for implementation. However, nothing in the plan assures completion of public recreational improvements prior to or concurrent with private commercial development. Yet, private commercial development has a cumulative impact on traffic and circulation within the park and occupies land area otherwise available for lower cost visitor and recreational facilities. To offset this impact, the SeaWorld Master Plan Update, as approved by the City, provides only minimal public improvements at the adjacent South Shores Park, for pedestrians and bicyclists, in comparison to the significant redevelopment of the commercial site and expansion of the private leasehold into prior public parkland. Thus, the Commission finds the public access provisions of the Sea World Master Plan Update, and some provisions of the Mission Bay Park Master Plan, inconsistent with the cited Chapter 3 policies and the Coastal Act's directive to encourage and provide public lower-cost visitor and recreational facilities, where feasible.

2. Visual Resources. The following Coastal Act policies addressed the protection and enhancement of visual resources and state, in part:

Section 30240.

... (b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

Section 30251.

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas....

Mission Bay Park is recognized nationally as a public resource providing a wide variety of passive and active recreational opportunities in a unique, visually-pleasing setting. The park is generally horizontal in character, consisting primarily of rolling grassy areas, sandy beach and open water. There are a number of commercial leaseholds scattered throughout the park, which have been developed to various intensities. For the most part, the structural improvements in Mission Bay Park are low scale and do not detract from the wide open feeling of the park. Limited exceptions exist in four hotel towers (the Hyatt Islandia, the Bahia, the Catamaran and the Hilton) and two existing attractions at SeaWorld (the observation tower and the gondola ride). The gondola ride, whose supports are 100 feet tall, is in an area of existing mature vegetation that is sixty to eighty feet in height and provides screening. The other five facilities are highly visible from many vantage points, both inside and outside Mission Bay Park. These facilities all predate the Coastal Act and the City's coastal zone height initiative; no permanent structural improvements exceeding 30 feet in height have been approved anywhere in Mission Bay Park since passage of the Coastal Act and City height initiative.

In 1998, SeaWorld sponsored a new initiative exempting its leasehold from the 30-foot height limit and allowing future development to go as high as 160 feet maximum (half the height of the existing observation tower). The voters approved the initiative that November. However, the Mission Bay Park Master Plan, certified by the Coastal Commission in 1995, incorporated the City's existing coastal zone height limit of 30 feet for all new development in the park. Thus, the City is now proposing to amend the Mission Bay Park Master Plan to acknowledge a height exemption for SeaWorld, and has approved the proposed SeaWorld Master Plan which would accommodate a significant amount of new development exceeding 30 feet in height and expanding SeaWorld into an undeveloped 16.5 acre parcel to the east.

Under the proposed plan, up to 25% of the 189.4-acre leasehold, or a total of approximately 47.35 acres, could ultimately be developed with structures exceeding thirty feet in height. With the exception of a potential future parking garage, all currently envisioned new development exceeding thirty feet in height will occur within the 87.7 acre Area 1, which is the existing interior portion of the theme park, plus the new area of expansion. Height allocations within Area 1 are further broken down in the proposed SeaWorld Master Plan as follows: between 30-60 feet, 13.1 acres or 15%; between 60-100 feet, 6.1 acres or 7%; between 100-130 feet, 1.8 acres or 2%; and, between 130-160 feet, 0.88 acre or 1%. The plan further provides that not more than four of the twelve delineated development sites within Area 1 can have structures exceeding 100 feet in height. The remaining eight areas could conceivably develop with structures up to 99 feet in height.

To put this into perspective, the existing Hilton Hotel, an approximately 770,141 sq.ft. leasehold located along the eastern perimeter of Mission Bay Park, has an eight-story tower which is 90-feet in height and occupies an area of 5,850 sq.ft., or roughly 0.76% of the site. The Hyatt Islandia, located on an approximately 412,078 sq.ft. leasehold in the Quivira Basin area of the park (southwest quadrant), has an 18-story tower; although exact figures were not readily available, this would be estimated at approximately 160-180 feet in height. The Bahia leasehold (approximately 565,409 sq.ft. in size) is located on Bahia Point, a narrow peninsula extending north from West Mission Bay Drive. It has two existing structures that exceed 30 feet in height. The highest is a five-story tower building reaching 61 feet in height, which covers approximately 15,000 sq.ft. of land, or roughly 2.7% of the site; a second, four-story building appears to cover perhaps half as much of the site, meaning that approximately 4-5% of the overall site is occupied by structures exceeding 30 feet in height. The Catamaran, located on Sail Bay at the northwestern corner of Mission Bay Park (technically outside the park in the Mission Beach community, but fronting on the bay), has a 13-story tower, estimated to be approximately 120-130 feet tall on an existing 306,662 sq.ft. property. All of these properties have newer additions and associated facilities which do not exceed 30 feet in height.

As a comparison, the proposed SeaWorld Master Plan could allow over 47 acres (approximately 2,247,320 sq.ft.) to be developed at heights exceeding 30 feet, since it provides that 25% of the site can exceed 30 feet. The Tier 1 projects are described in detail in the master plan, and corresponding permit applications have been submitted to the Commission office in San Diego; four of the five Tier 1 projects are proposed to exceed 30 feet in height. The splashdown ride alone will occupy over half an acre of land; of that, the three supporting towers (95, 89, and 83 feet in height) occupy a footprint of approximately 3,400 sq.ft., and there are also significant flume and track elements ranging between 30-80 feet in height. The proposed 3-story educational facility will attain a height of 45 feet, and will cover approximately 8,500 sq.ft. of land, whereas an expanded special events area and front gate renovation are proposed to have roof articulation up to 40 feet in height, but the plan also allows each site a single icon structure up to 60 feet in height. Under Special Projects, the master plan identifies a four-level parking garage. This would be built when needed, and is limited in the plan to a

maximum of 45 feet in height. Dimensions are not given in the plan, but the area delineated in Figure II-3 of the plan appears to be 5 or 6 acres in size, or well over 200,000 sq.ft.; it can probably be assumed that this total includes space for landscaping, etc., such that the actual garage may be less than half that size.

In any event, these known proposals would appear to create something in the range of ±3 acres (approximately 130,680 sq.ft.) of land coverage with structures exceeding 30 feet in height. The 25% limit for Area 1 would allow an additional, approximately 44 acres (1,916,640 sq.ft.) to develop above 30 feet in height. Such facilities would expect to be built within the eight delineated Tier 2 project sites; four of the eight sites are waterfront sites and one of the others would occupy a portion of the 16.5-acre expansion area. All of these are perimeter sites that are visible from areas outside SeaWorld. Although the footprints of the Catamaran and Islandia towers are not currently known, a very generous estimate would be an acre each. Under that scenario, it would appear that the five hotel towers together cover less than SeaWorld's proposed Tier 1 projects alone, and the Tier 1 projects account for less than a tenth of what could ultimately be built to a height above 30 feet. This gives a frame of reference for envisioning what the SeaWorld leasehold could look like if built out to the maximum scale and bulk allowed by the proposed master plan.

The Commission finds that buildout of SeaWorld under its proposed Master Plan would not be consistent with the cited Chapter 3 policies of the Coastal Act. Section 30240(b) requires that projects be sited and designed to prevent impacts to public recreation areas that would either degrade those areas or cause a loss of function within them. In addition, Section 30251 provides that views to or along the coast be preserved and protected, and that new development be compatible with the character of surrounding areas. The proposed 16.5-acre expansion area is currently undeveloped, except for a perimeter chain-link fence installed a few years ago. The site is currently characterized by scattered low-growing weeds and bare dirt/sand. The public recreational amenities at South Shores Park are located immediately east of this parcel, and include a boat ramp, sandy beach, parking areas and restrooms. Future additional public receational improvements identified in the Mission Bay Park Master Plan include turf and picnic areas, a waterfront promenade, and a grass amphitheatre.

Across Pacific Passage to the north lies Fiesta Island. Along with South Shores, this is the last remaining large piece of undeveloped parkland designated for public recreational uses. Like South Shores, anticipated improvements include grassy picnic areas, open play areas, restrooms and parking lots. It is also possible that a swimming beach would be constructed along Pacific Passage, the narrow body of water separating Fiesta Island from SeaWorld. These two areas encompass 600 acres of the park and are currently undeveloped or underdeveloped and, thus, not available for the intense public use anticipated by the plan.

Although there is no view of the water from the nearest coastal roadway (SeaWorld Drive), people availing themselves of these public amenities currently have views of, and across, the SeaWorld proposed expansion area, and some views of the existing SeaWorld

facilities as well. The SeaWorld Master Plan currently proposes to build a splashdown ride in this general location, partially on the expansion area and partly within existing SeaWorld. The ride, as shown in the Master Plan, would only be set back from the top of the riprap bank of Pacific Passage a distance of 25 feet, and three tower elements of the ride would be between 83 and 95 feet in height. Within the 25-foot setback, the Master Plan calls for a 10-foot wide public walkway extending west from the northern terminus of South Shores Road for a distance of 500 feet, ending at an existing service gate for SeaWorld.

The public's view of the area, and portions of Mission Bay itself, would be adversely affected by this proposed high intensity use in such close proximity to the proposed passive and active public uses adjacent to, and across the water from, SeaWorld. Master Plan renderings identify that the proposed ride in this location will be visually prominent to park visitors in adjacent public areas and from surrounding residential communities as well. In addition to the height necessary to operate this type of thrill ride, such amenities also generally result in considerable crowd noise. Both the impacted views and a significant increase in noise may discourage use of South Shores, Fiesta Island, and the proposed public walkway between the ride and the shoreline. Although the Commission recognizes that this 16.5-acre expansion area will be developed in some fashion, it finds that the currently proposed use (a thrill ride) is inappropriate in this location. It would be visually prominent to many nearby park users and more distant residents, and, besides being visually intrusive, may degrade the recreational experience of park visitors in general.

The Commission is not opposed to the concept of some taller buildings/structures at Sea World, nor does it oppose the concept of roller-coaster type rides. However, it finds that taller structures should be more limited in number than established in the SeaWorld Master Plan and placed within the existing, developed area of the theme park, rather than on its periphery or at the water's edge. The Commission cannot find the proposed Master Plan consistent with the cited Coastal Act policies due to the significant visual impacts that would occur under the plan's current design.

3. Water Quality. The following Chapter 3 policies are most applicable to the certified Mission Bay Park Master Plan and the proposed SeaWorld Master Plan Update:

Section 30230.

Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231.

> The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

As with all structural development in Mission Bay Park, SeaWorld contributes its share of stormwater runoff into the bay. In addition, SeaWorld is unique in that it uses sea water for its aquariums and show tanks, and circulates this water to and from the bay continually. To address this concern, SeaWorld has constructed two on-site treatment facilities. Although designed primarily for the treatment of used aquarium water, these facilities also treat about 25% of SeaWorld's surface runoff from the improved parking lots before it is discharged into Mission Bay. The remainder of the parking lot runoff enters the City's municipal storm drain system which is outfitted with low-flow interceptors. During more intense storm events, the nearest storm drain discharges directly into Mission Bay in the Perez Cove area (westernmost portion of SeaWorld).

A portion of the eastern Sea World leasehold is underlain by the inactive Mission Bay Landfill. The City of San Diego operated the landfill from approximately 1952 until 1959. The landfill reportedly accepted municipal solid waste and some liquid industrial wastes (including acids, alkaline solutions, solvents and paint wastes). The U.S. Environmental Protection Agency estimates that up to 737,000 gallons of industrial wastes may have been disposed at the landfill during its operation. After closure of the landfill, dredged material from Mission Bay (consisting of mostly fine-grained material) was placed on top of the former landfill surface to a depth of approximately 15 feet. A portion of the site is currently paved with a chip-seal paving surface which allows for diffusion of landfill gasses while remaining impervious to water infiltration. This facility has generated a lot of public concerns over the current status of the landfill from a public safety perspective. Since this has been determined not to be an issue in relationship to the proposed LCP amendments, the full analysis is given later in this report in the findings for approval with modifications.

The public has also raised a concern as to whether SeaWorld's fireworks displays adversely affect land, air or water resources. These displays are typically held nightly between Memorial Day and Labor Day and intermittently throughout the remainder of the year to celebrate holidays and special events. Submitted reports indicate that, on average, there have been between 110-120 fireworks displays annually for the past several years. Although SeaWorld's Master Plan originally proposed a significant increase in the number of annual displays, the City's approval placed the limit at 150 per year, representing a small increase over what occurs now. At present, there is no established limit in any plan document, and fireworks could occur 365 days a year if it were economically feasible.

The environmental concerns over fireworks center around the debris that remains after each firework display, and whether or not this has any toxic effect on air, land or water. Some debris falls into the bay and some onto Fiesta Island, which is the nearest land body to the barge where the displays are staged. The typical components of fireworks include heavy metals such as Strontium, Copper Compounds, Magnesium, Titanium, Aluminum, as well as Black Powder containing carcinogenic sulfur-coal compounds. They also include a significant amount of paper packaging material. Not all materials are consumed in the explosion, and not all shells explode. Thus, fireworks residue may include paper, bits of wiring, traces of powder and sulfur, and the infrequent unexploded shell.

SeaWorld conducts clean-up activities after each display, but not all debris is removed through those efforts. Clean-up activities include skimming the water surface to retrieve any floating debris, and hand pick-up in the nearshore area of Fiesta Island. The main complaints seem to be that the water crew misses anything that has settled to the bottom, and the land crew doesn't go far enough inland to complete the job. Commission staff checked the southern portion of Fiesta Island several days after a fireworks display, when there had been two small rainstorms during the interim, and discovered a great deal of debris scattered over an area of about 40-50 acres. More significant rainfall would probably result in some of this debris being washed into the bay.

The bigger question, of course, is what effect this debris might have on land or water resources, and whether any impact is cumulative as well as individual. Since the debris found on Fiesta Island by Commission staff had already been there for several days, through two rain events, it does not appear to be quickly bio-degradable. Members of the public have indicated the bits of trash can remain for months. There is inconclusive evidence that other than as a source of litter, there is any biological harm. The issue does not appear to have been widely studied to date, but some literature is available.

In 1992, a report titled *"Environmental Effects of Fireworks on Bodies of Water"* was done for the World Showcase Lagoon, a man-made water body at Disney World/Epcot Center in Florida. Sampling of both the water column and sediments was conducted intermittently over a ten year period. The testing revealed higher than normal concentrations of antimony, barium and strontium, three common ingredients of fireworks, demonstrating that fireworks debris does accumulate over time. However, this did not seem to cause any change in the biota or appearance of the water body. The report concluded that when the firework displays are conducted infrequently over water bodies that have some level of flushing/dilution, effects are probably negligible. If there are frequent displays over closed water bodies, the report was less optimistic and suggested a need for further studies.

A second report, published in February, 1999 and titled *"Effects of Outdoor Pyrotechnic Displays on the Regional Air Quality of Western Washington State,"* was also submitted for the Commission's consideration, both by SeaWorld and its opponents. Although published much more recently than the first report, the data was actually collected and analyzed during the week of July 1 through July 7, 1990. The report showed highest concentrations of smoke-related particulate matter on July 4th, and determined the cause

to be holiday fireworks displays. The distribution of smoke emissions resembled the population distribution, in that the greatest concentrations were found where large cities were located. The conclusion was that fireworks displays in populous regions of the country might violate the National Ambient Air Quality Standard.

Lastly, SeaWorld contracted with Science Applications International Corporation (SAIC) to prepare a report titled *"Evaluation of Impacts from SeaWorld Fireworks Displays to Mission Bay Sediment Quality."* Sampling was conducted at three sites around the fireworks staging barge and one at a reference location in Mission Bay. The study was patterned after the 1992 Florida study, and specifically measured antimony, barium and strontium. Although higher than expected barium counts were found, they were still within a normal range. The report made the following conclusions:

> "SAIC found no evidence that the SWSD [SeaWorld San Diego] fireworks displays are adversely affecting Mission Bay. No metals contamination of Mission Bay sediments associated with the SWSD fireworks display was evident, with the possible exception of slightly elevated barium concentrations, which were approximately two-fold higher than expected based on the corresponding sediment iron concentrations. Despite this slight enrichment, the absolute concentrations of barium in sediments near the fireworks barge were low (average: 227 mg/kg),* and these levels are not expected to cause impacts to water quality, toxicity to marine organisms, or otherwise interfere with any beneficial uses of Mission Bay."

*Later in the study, the report clarified that, "Barium is the fourteenth most abundant element in the earth's crust, with an average concentration of 400 mg/kg and a range from less than 1 to 2,000 mg/kg (Neff, 1997).

It should be noted, however, that public recreation is one of the beneficial uses of Mission Bay Park. The portion of Fiesta Island littered with fireworks debris is designated to become improved public parkland with picnic and play areas, and is planned to be used for group activities, company picnics, family reunions, etc. While the unimproved area is currently used mostly by joggers and persons walking their dogs, in the future, a much more intense public use of this area is expected. The litter caused by firework debris could diminish public enjoyment of this area, and/or cause the City additional expense for trash removal; in either case, the presence of firework debris could have an adverse impact on public access and recreation in addition to possible environmental impacts.

The Commission finds the various reports, along with the on-site staff inspection, inconclusive. While none of these studies showed a clear link between fireworks and degraded air, land or water quality, the general consensus seemed to be that more study is needed. This uncertainty causes the Commission to find the current proposal, which does not impose time limits and does not require additional studies, is inconsistent with the cited Coastal Act policies.

Another reason the Commission finds the submitted LUP amendment inconsistent with the Coastal Act's water quality policies is that the certified Mission Bay Park Master Plan, approved in 1995, does not contain the level of detail addressing water quality issues typically seen in more recent LCP land use plans. As currently certified, the plan provides only generalized guidance on water quality issues, while water quality is recognized as the most significant problem facing this LCP segment. The proposed development at SeaWorld and associated improvements elsewhere in Mission Bay Park have the potential to increase the amount of polluted runoff entering Mission Bay, which is already designated an impaired water body by the RWQCB. Moreover, contamination often closes the public beaches, resulting in many days per year where public recreational opportunities are denied. The LUP amendment does not provide adequate standards to ensure that development associated with SeaWorld avoids additional adverse effects to water quality. The LUP amendment as submitted is therefore inconsistent with Sections 30230 and 30231 of the Coastal Act.

4. Traffic and Circulation/Parking. The following Chapter 3 policy of the Coastal Act is most applicable to the proposed LCP amendments, and states in part:

Section 30252.

> The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, ... (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings ....

The proposed Mission Bay Park Master Plan amendments and SeaWorld Master Plan Update include a number of good policies addressing traffic issues, and include a range of mitigation measures to be implemented in the future based on attendance counts. In particular, the certified EIR for the SeaWorld Master Plan identifies the need for widening Sea World Drive and the West Mission Bay Drive bridge, interchange improvements at I-5/Sea World Drive and I-5/I-8, the construction of a parking garage, and accommodations for improved public transportation service. SeaWorld would provide a fair-share portion of the cost of road and highway improvements, but would have sole financial responsibility for the parking garage and on-site transit improvements.

The EIR and Master Plan documents, however, do not identify that any of these improvements are necessary to mitigate for the impacts of Tier 1 projects. All mitigations are associated with Tier 2 and Special Project developments, which are expected to bring SeaWorld attendance to significantly increased levels. Attendance itself is the final determining factor of when improvements are necessary, and SeaWorld must monitor attendance annually for that reason. None of these facilities are anticipated for a number of years (if ever, depending on market trends) so there is doubt as to whether the identified traffic improvements will ever occur. Moreover, since SeaWorld

is only a fair-share contributor for the road improvements, these will never be implemented if additional funding is not acquired from other sources.

The I-5/Sea World Drive interchange currently operates at LOS "F." The environmental review attributes this more to summer weekday commuter traffic than to recreational park users. However, the highest weekday peak occurs in the late afternoon, when the recreational and commuter peaks coincide. Anecdotal information indicates that summer Sundays are particularly frustrating for the beach-going public due to traffic congestion attributed mostly to SeaWorld visitors. This situation improved somewhat about ten years ago when SeaWorld relocated their front gate and parking lot entrance. However, since the proposed development at SeaWorld is intended to increase attendance, and increases in regional population are expected to increase beach and park visitorship, the weekend situation can be expected to worsen in the future as it has done gradually over the past ten years.

Caltrans suggests a valuable improvement to area traffic circulation would be to complete the I-5/I-8 interchange. There are currently no connectors from eastbound I-8 to northbound I-5, nor are there connectors from southbound I-5 to westbound I-8. Much commuter traffic uses Sea World Drive only because the more convenient freeway-to-freeway connections cannot be made at the I-5/I-8 interchange. Thus, weekday traffic loads on Sea World Drive and at the I-5/Sea World Drive interchange would lessen substantially if the missing ramps were added at the I-5/I-8 interchange. These ramp additions, particularly the southbound I-5 to westbound I-8 connection, would also significantly reduce the use of Sea World Drive for recreational traffic, as this connection would make the western portions of Mission Bay Park, along with the beach communities easily accessible from the freeway, without having to rely on the surface street system within the park.

However, these improvements are not even identified as potential mitigation projects for SeaWorld for a number of reasons: the indirect relationship between the SeaWorld Master Plan and improvements at the I-5/I-8 interchange; the cost is prohibitive for a single funding source; no public monies are available; the improvements would have to be coordinated through CalTrans alone, since this would not involve any city streets; and the conditions are not at a critical point to demand action. Without these freeway to freeway connections, the next best way to alleviate the current congestion is to make improvements at the I-5/Sea World Drive interchange. Improvements at this location are identified in the EIR as one of the traffic mitigations for SeaWorld. These improvements would not be done for several years, however, since the EIR attributes the current LOS "F" to commuters, not to SeaWorld. The document indicates that SeaWorld would not be directly responsible for congestion in this location until it experiences a significant increase in attendance.

SeaWorld plays at least a cumulative role in this situation, especially since weekday commuter peaks coincide with recreational traffic peaks in the late afternoon hours. The afternoon commuter peak is identified as 5:00 – 5:30 p.m., and the recreational peak is 5:00-7:00 p.m. The main problem occurs on northbound I-5, when commuters leaving

downtown mingle with SeaWorld visitors heading home. Nonetheless, the EIR identified that short term traffic mitigations association with Tier 1 development at SeaWorld included widening Sea World Drive to 6 lanes, constructing a 400-foot extension of the eastbound right-turn lane on Sea World Drive at southbound I-5, and making several operational adjustments on Perez Cove Away to provide better flow for those entering SeaWorld.

SeaWorld has indicated it would prefer to contribute its fair share for the Sea World Drive widening to a city Capital Improvements Project (CIP), instead of constructing the improvements itself. This would allow the City to use the money to make the interchange improvements at Sea World Drive/I-5, which is a much more needed improvement from a regional perspective. The problem the Commission sees with this is that other fair share contributors are also needed for those improvements to be realized, such that complete funding may never be achieved.

Likewise, the other circulation/parking improvements identified in the EIR may never occur. Attendance monitoring will determine when the future parking garage needs to be built. The traffic study estimates this will occur in approximately 2011. The proposed plan fails to consider, however, that several identified projects will reduce the current level of public parking at SeaWorld. The Tier 1 educational facility will occupy portions of the existing main parking lot, usurping approximately 55 existing parking spaces. The Tier 2 area identified as I-2, includes 8 acres of land currently used for both formal and informal parking (approximately 1,200 spaces), and construction of the Special Project future hotel will remove current employee parking (approximately 650 spaces). It should also be noted that the potential future four-level parking garage is proposed to be built within the existing parking area. Thus, the actual parking gain must be reduced by the amount of parking lost to the garage itself and its approaches.

The plan does include the improvement of parking in a portion of the 16.5-acre expansion area (the 10-acre portion above the landfill, where most other uses are prohibited; this is expected to accommodate 1,500 spaces). However, SeaWorld is already using this area, in its unimproved state, for overflow parking on its busiest days. Formalizing the use of this area through surfacing and striping may result in some additional parking spaces over the current informal use, but it seems unlikely this would adequately mitigate for the parking losses identified above, let alone increase the parking supply to address future demand.

Lastly, the proposed master plan identifies future transit improvements to increase the use of public transportation for visitors to SeaWorld, Mission Bay Park in general, and the ocean beaches to the west. There is conceptual planning underway to extend a people-moving system from the existing Old Town trolley station, through Mission Bay Park and on to the beach communities. It is expected that any such proposal would include a stop at SeaWorld, and the SeaWorld Master Plan commits to providing a transit station within the future parking garage, providing the garage is built. However, the plan does not include any form of incentives to increase the use of public transportation, even though SeaWorld is currently on two bus routes.

The single biggest concern the Commission has with regard to all the traffic/parking issues, is the inability to guarantee that any of these traffic improvements will ever occur. Having one donor supply a share of the funding cannot guarantee that the improvements will certainly occur. Since most of the really critical traffic improvements are fair-share funded, SeaWorld's impacts could remain unmitigated forever if other projects in the area do not move forward. Likewise, SeaWorld's attendance may never reach the level to require the parking garage, yet the identified projects which will reduce on-site parking and may go forward unmitigated. Finally, the suggested transit facilities are reliant on a large infusion of public money, and may thus never happen. The Commission finds that, as only partially mitigated in the SeaWorld Master Plan, traffic impacts associated with the anticipated development at SeaWorld are inconsistent with Chapter 3 public access policies, and with the overall goals and policies of the certified Mission Bay Park Master Plan. Additionally, the plan lacks sufficient policy direction to assure necessary improvements to the circulation infrastructure will be funded and completed prior to the impacts associated with increase in intensity of use will occur.

PART V. FINDINGS FOR APPROVAL OF THE MISSION BAY LAND USE PLAN, IF MODIFIED

A. SUMMARY FINDING/CONFORMANCE WITH SECTION 30001.5 OF THE COASTAL ACT

The Commission finds, pursuant to Section 30512.2(b) of the Coastal Act, that the land use plan amendment, as set forth in the resolution for certification as submitted, is not consistent with the policies and requirements of Chapter 3 of the Coastal Act to the extent necessary to achieve the basic state goals specified in Section 30001.5 of the Coastal Act. Section 30001.5 is recited above in this report.

B. SPECIFIC FINDINGS FOR APPROVAL, IF MODIFIED

Although both the Mission Bay Park Master Plan and the SeaWorld Master Plan Update contain good policies for resource and access protection, there are areas where both plans need improvement/strengthening before they can be found fully consistent with the Coastal Act. The Commission has included a number of suggested modifications intended to bring about this conformity and to guide the City in future planning decisions for this significant regional public recreational resource.

Detailed findings addressing the four specific issue groups identified in the previous findings for denial follow.

1. Public Access and Recreation. The City's proposed LCP amendment modifies several sections in the certified Mission Bay Park Master Plan/LCP Land Use Plan (LUP), as well as adding the new SeaWorld Master Plan Update as a component of the LUP. Several aspects of the proposed amendment address public access and public

recreational opportunities. As a whole, the proposed LUP amendments will affect public access both positively and negatively. Negative impacts on public access and recreation were addressed in the previous set of findings for denial of the LUP, as submitted.

On the positive side, the plan requires the widening and improvement of the existing bicycle/pedestrian path which currently runs around the inland perimeter of the SeaWorld leasehold. As approved by the City Council, the plan requires widening the existing 10-foot wide paved pathway, which follows SeaWorld Drive and Perez Cove Way for the most part, to 17 feet of path with a four to ten-foot landscape strip separating bicycle and foot traffic wherever possible. This would bring the path into compliance with current Mission Bay Park standards. In addition, the plan requires clear and adequate signage identifying the path as a public amenity.

Another public access benefit gained through the City's approval of the Master Plan is the off-site improvement of some of the missing segments of the existing shoreline access path around Mission Bay. These improvements total approximately 4,700 linear feet of 10-foot wide pathway, located between SeaWorld and the Fiesta Island causeway, where the current path is discontinuous in places. This improvement is required to be in place by the end of 2002.

Negative impacts of the proposed LCP amendments were addressed in detail in the previous set of findings for denial. Briefly, they include the direct loss of public parkland, failure to provide adequate shoreline setbacks for public access and the need to prioritize public recreational improvements over commercial development and leashold expansion within Mission Bay Park. The Commission is suggesting a number of modifications to bring the Mission Bay Park Master Plan and SeaWorld Master Plan Update into conformance with Chapter 3 policies of the Coastal Act. Suggested Modifications #3, 4, 8, 9, 10, 11, 15, 21, 30, and 32 all address various aspects of public access and recreation. The first six are directed to the certified Mission Bay Park Master Plan, and modify its policies with respect to priorities in park development, expand potential funding sources, require public improvements to South Shores and Fiesta Island ahead of additional commercial development/redevelopment, provide for adequate shoreline setbacks and require construction of pedestrian promenade improvements. The other four access-related suggested modifications address the SeaWorld Master Plan Update, and identify appropriate uses of public parkland, especially use of the 16.5-acre expansion area, provision of a public promenade at South Shores, and setback requirements to provide public shoreline access.

Since approval of the Mission Bay Park Master Plan in 1995, which identified the South Shores public park improvements as a high priority item that could be completed right away, several commercial additions/expansions have occurred, yet the South Shores improvements remain unbuilt. The only public improvements that have been made in the park are relatively small projects constructed with sludge mitigation monies. The Commission still has concerns over the implementation of many identified public access protections and improvements in light of the costs involved and the economic situation within the tourism industry. Therefore, the Commission finds these modifications are the

minimum necessary to respond to known public needs, especially the need for additional low-cost public improvements. The modifications make both planning documents fully consistent with the Coastal Act's requirements for the protection and enhancement of public access and recreational opportunities.

2. Visual Resources. As stated previously, Mission Bay Park is recognized nationally as a public resource providing a wide variety of passive and active recreational opportunities in a unique, visually-pleasing setting of rolling grassy areas, sandy beach and open water. The commercial leaseholds are scattered throughout the park and include high-rise structures at four hotel sites, as well as the observation tower and gondola ride at SeaWorld. These few structures all predate the Coastal Act and the City's coastal zone height initiative which established a limit of 30 feet. No permanent structural improvements exceeding 30 feet in height have been approved anywhere in Mission Bay Park since passage of the Coastal Act and City height initiative.

In 1998, SeaWorld secured passage of a new height initiative, exempting itself from the 30-foot limit. Following this, SeaWorld developed the subject master plan, to establish development sites and design criteria for future buildout of the park, and redevelopment of existing areas. The initiative made it clear that additional heights could be proposed within the SeaWorld leasehold, but the City Council and Coastal Commission would decide whether or not to approve the specific proposals. The currently developed portions of SeaWorld (Area 1, without the new expansion, as depicted in Figure II-2, attached) are heavily landscaped with a variety of mature trees, shrubs and groundcovers. Many existing trees are 60-80 feet tall and effectively screen the interior of the park to views from outside SeaWorld. In addition, the existing landforms and development in this area obscure any view of Mission Bay across the historic leasehold itself. Therefore, some taller elements in this area may be found consistent with Sections 30240 and 30251, cited earlier in this report, depending on their exact location and design.

The Commission finds the height allocations identified in the SeaWorld Master Plan could result in massive changes to the character of Mission Bay, and that it is premature to set specific height allocations for future development. Establishing such allocations at this point could lead to unrealistic expectations on the part of SeaWorld, and could be interpreted as Commission endorsement of said allocations. The appropriate height of any proposed structure should be thoroughly analyzed during the site-specific project review and public hearing process for that particular development taking into consideration.

Suggested Modifications #1, 2, 5, 6, 13, 14, 18, 19, 20, 26, 27, 28, 29, 30, 32, and 34 are found necessary to bring both the Mission Bay Park Master Plan and the SeaWorld Master Plan Update into conformance with the cited Chapter 3 policies of the Coastal Act. The first four suggested modifications address the Mission Bay Park Master Plan and clarify the Commission's interpretation of the SeaWorld height initiative, future design options for the expansion area in keeping with its location in a transition area between open public park and SeaWorld, and a discussion of procedural issues.

The remaining suggested modifications all address the SeaWorld Master Plan Update. Suggested Modifications #13, 18, 19, 20 and 29 all address the location and design of the proposed Splashdown Ride. The master plan identifies a site partly within the expansion area and partly within existing facilities, and the attraction is proposed approximately 25 feet from the shoreline. This site is visible from adjacent areas in Mission Bay Park (South Shores and Fiesta Island) as well as surrounding residential communities. At 95 feet in height, it would be visible from many locations which cannot currently see the minimally developed area. Moreover, it would be immediately adjacent to public park facilities, including future passive picnic and walking areas as well as existing boating facilities. It would be both visually prominent and very audible to the people using South Shores Park. The Commission finds this siting inappropriate for an attraction of this nature, and further finds it should be relocated to a site within the existing developed area of the theme park in order to be consistent with Section 30251 of the Coastal Act.

Suggested Modification #14 addresses the level of review required for all proposed development exceeding 30 feet in height and simply clarifies the need for a coastal development permit. Modifications #26 and 30 address shoreline setbacks, to assure that all new development, including redevelopment of previously developed areas, complies with the intent of the setbacks established in the Mission Bay Park Master Plan to open up the waterfront for passive enjoyment. Modifications #27, 28 and 34 delete the specific height allocations proposed in the master plan as it may be determined, upon site-specific analysis of projects proposed in the future, that these allocations are too generous. The Commission finds that assigning specific maximum height allocations can be misinterpreted as acceptance of this full level of build-out. Finally, Suggested Modification #32 discusses the role of the expansion area as a transition from public open park to private theme park.

With these modifications, the plan will include appropriate siting and design criteria to protect existing visual resources, and is thus consistent with the cited Coastal Act policies.

3. Water Quality. As with all structural development in Mission Bay Park, SeaWorld contributes stormwater runoff into the bay. In addition, SeaWorld uses sea water for its aquariums and show tanks, and circulates this water to and from the bay continually. To address these concerns, SeaWorld has constructed two on-site treatment facilities. Although designed primarily for the treatment of used aquarium water, these facilities also treat about 25% of SeaWorld's surface runoff from the improved parking lots before it is discharged into Mission Bay. The remainder of the parking lot runoff enters the City's municipal storm drain system, but it is expected that, through redevelopment, virtually all runoff generated at SeaWorld will eventually be directed through its existing treatment facilities, which have excess capacity capable of treating increased loads.

In addition, SeaWorld has a Best Management Practices (BMP) program in place to control non-point sources of pollution during its day-to-day operations. The Commission's Water Quality Unit has reviewed SeaWorld's treatment facilities and BMP

Program and determined that these are adequate to address existing development and the Tier 1 projects described in the Master Plan. This BMP program, however, has not been incorporated into the Master Plan, and would more typically be addressed in future coastal development permit reviews.

The public raised a concern as to whether SeaWorld's fireworks displays adversely affect land, air or water resources, and there is little data available to either confirm or deny these concerns. Displays are held nightly between Memorial Day and Labor Day and intermittently throughout the remainder of the year to celebrate holidays and special events with an average of between 110-120 fireworks displays a year. The master plan had proposed a significant increase in the number of annual displays, but the City's approval placed the limit at 150 per year, which represents a small increase over what occurs now. However, at present, there is no established limit, and fireworks could occur 365 days a year if it were economically feasible. Three reports on fireworks impacts were submitted for staff review. The reports are inconclusive and somewhat contradictory, but express a need for more information.

Therefore, the Commission finds it appropriate that the City has placed a limit on the number of annual fireworks displays. Moreover, the Commission finds additional testing is necessary before any final decisions are made as to whether or not this is an appropriate venue for such displays. Suggested Modifications # 24 and 25 address the fireworks issue. They place a five-year limit on the fireworks shows and formalize a monitoring program to be used during this period. After five years, all test results will be reviewed by the Commission staff and other appropriate agencies, and a report will be brought forward to the Commission identifying all proven impacts and their significance, along with a recommendation on whether fireworks displays should continue. Suggested Modification #36 establishes that the leaseholder is responsible for the provision, operation and maintenance of all water quality devices and BMPs.

The prior modifications all addressed the SeaWorld Master Plan Update. Suggested Modification #12 represents the Commission's current direction in matters of water quality. This will modify the Mission Bay Park Master Plan to significantly expand its existing water quality component. As certified in 1995, the master plan includes some general water quality goals and identifies several potential projects to improve the waters of Mission Bay. Since 1995, there has been an increase in knowledge about these matters, additional limitations have been placed on chemical loading of water bodies, and significant technological advances have occurred. The proposed development at SeaWorld and associated improvements elsewhere in Mission Bay Park have the potential to significantly increase the amount of polluted runoff entering Mission Bay. Although SeaWorld has established an adequate BMP program, that program is not part of the SeaWorld Master Plan and does not apply to improvements that will be required elsewhere in Mission Bay Park pursuant to this LCP amendment. Suggested Modification #12 is therefore necessary to ensure that future development is designed and maintained to avoid adverse impacts to the water quality of Mission Bay, as required by Sections 30230 and 30231 of the Coastal Act.

A portion of the eastern Sea World leasehold is underlain by the inactive Mission Bay Landfill. The City of San Diego operated the landfill from approximately 1952 until 1959. The landfill reportedly accepted municipal solid waste and some liquid industrial wastes (including acids, alkaline solutions, solvents and paint wastes). The U.S. Environmental Protection Agency estimates that up to 737,000 gallons of industrial wastes may have been disposed at the landfill during its operation. After closure of the landfill, dredged material from Mission Bay (consisting of mostly fine-grained material) was placed on top of the former landfill surface to a depth of approximately 15 feet. A portion of the site is currently paved with a chip-seal paving surface which allows for diffusion of landfill gasses while remaining impervious to water infiltration.

Several investigations of the landfill were conducted to evaluate the extent of potential chemical contamination. Samples for chemical analysis were collected from soils, surface water, sediments and groundwater from the landfill and surrounding areas. Investigations detected a number of chemicals in onsite soils and groundwater including heavy metals, volatile and semi-volatile organic compounds and chlorinated pesticides. In 1985, the Regional Water Quality Control Board (RWQCB) adopted Order No. 85-78, which required, among other things, routine monitoring of groundwater, surface water and sediments from Mission Bay and the San Diego River. In addition to routine monitoring, several additional soil and groundwater investigations were conducted in and around the landfill through 1997. The results of these investigations and continued routine monitoring indicate that low levels of chemicals were detected in soils and groundwater beneath and adjacent to the landfill. According to the RWQCB, these low levels of chemicals do not represent a significant threat to public health or the environment. Furthermore, the California Department of Toxic Substances Control (DTSC) and U.S. EPA previously evaluated the site in 1987 and 1993, respectively, and determined that the site did not pose a significant threat (See attached letters from the DTSC and RWQCB).

The RWQCB continues to be the lead agency for oversight for water quality issues at the Mission Bay Landfill. The City of San Diego continues to monitor the site in accordance with RWQCB Order 97-11, General Waste Discharge Requirements for Post-Closure Maintenance of Inactive Nonhazardous Waste Landfills. Routine monitoring has detected low levels of several chemical constituents in groundwater beneath and adjacent to the site. However, the concentrations of these chemicals have been well below any of the established action levels identified by the RWQCB, and do not appear to represent a significant threat to public health or the environment. The site is currently in compliance with the requirements of the City of San Diego Solid Waste, the RWQCB, and California Integrated Waste Management Board.

Commission staff has received public comments related to the presence of contaminants in groundwater beneath the landfill and the potential for migration of these chemicals offsite. The Commission's Water Quality staff has reviewed the available monitoring data regarding groundwater conditions at the Mission Bay Landfill. Staff concludes that data supports the determinations by the regulatory agencies overseeing the landfill that the low levels of chemicals detected do not represent a significant threat to public health

or the environment. The same public comments were submitted during the comment period for the *Draft Environmental Impact Report for the Proposed Sea World Master Plan Update (EIR)*, dated March 12, 2001. These comments and related issues were fully and adequately analyzed by the lead agency in the Final EIR.

The data submitted most recently does not relate to either Maximum Contaminant Levels (MCLs) or to the California Toxics Rule (CTR). Both of these regulations establish **water quality standards** for either sources of drinking water (MCLs) or Toxics Standards for Inland Surface Waters, Enclosed Bays, and Estuaries of California. The summary of the analytical results submitted on January 22, 2002 relates **soil** samples, not water samples and, therefore doesn't apply to either MCLs or the CTR. The data presented are insufficient to draw any conclusions about potential migration to surface or groundwater or about the levels which chemicals may be present in surface or groundwater. Furthermore, the concentrations detected are low, and not untypical of those found in background soils in urban areas. A comparison of those heavy metals and organic compounds detected in the soil samples to the U.S EPA Region 9 's Preliminary Remediation Goals for either residential soils or soil screening levels for Migration to Ground Water, show they are substantially below (2 to 4 orders of magnitude) levels which would require action.

With the four suggested modifications discussed earlier in this finding, the Commission finds the LCP amendment consistent with the cited Coastal Act policies addressing water quality.

4. Traffic/Circulation/Parking. SeaWorld hosts nearly 4,000,000 visitors a year, with well over 100,000 people using Mission Bay Park on peak summer days. The vast majority of these people arrive via private automobile, and significant traffic impacts are occurring both inside and outside the park. Because of some missing connections on the nearby freeways, the park is heavily used by commuters as well. For beach access reasons, the Commission is most concerned over traffic impacts occurring during the summer season, particularly on weekends.

Regarding the demand for regional parkland, the Mission Bay Park Master Plan Update states the following:

> "Consisting of mostly sandy beaches backed by ornamental turf, vegetation, and support parking, the regional parkland areas of Mission Bay Park are the recipient of intensive, region-wide, land-based recreation. Picknicking, kite flying, frisbee tossing, informal sports, walking, jogging, bicycling, and skating are typical activities in the Park's regional parkland. In consideration of an anticipated 50 percent increase in the county's population over the next 20 or so years, an equivalent increase in the amount of regional parkland area has been targeted for the Park to meet future recreational demands."

The areas targeted within the plan to meet future recreational demand for the lower cost visitor and recreational facilities available to the general public are South Shores and

Fiesta Island. These two areas encompass 600 acres of the park and are currently undeveloped or underdeveloped and, thus, not available for the intense public use anticipated by the plan. The traffic and circulation improvements necessary to accommodate this projected increase in public recreational demand has not been determined. Additionally, completion of necessary infrastructure improvements is not assured. The Commission finds it is appropriate for the City to focus on the means to fund and complete substantial portions of the regional parkland and access and circulation improvements identified in the plan for these areas prior to allowing any further expansion of commercial development within the park.

The proposed Mission Bay Park Master Plan amendments and SeaWorld Master Plan Update include a number of good policies on traffic issues, and include a range of mitigation measures to be implemented in the future based on overall growth and attendance counts at SeaWorld. As discussed in the findings for denial, the major problem is not determining what improvements are needed, but prioritizing the improvements according to greatest need, and finding a means to fund and implement necessary improvements.

Four Suggested Modifications addressing traffic matters are included in an attempt to help promote faster implementation of improvements.. The first three, Modifications #7, 9 and 10, modify the certified Mission Bay Park Master Plan. They address needed freeway improvements, identify some potential funding mechanisms and require that the Caltrans Project Study Reports I-5/I-8 improvements and at the I-5/SeaWorld Drive Interchange be utilized as a factor in determining when expansion of commercial development and/or leaseholds may occur within Mission Bay Park in the future. These reports are necessary to determine the phasing and funding of improvements necessary to relieve congestion during peak summer recreational use and address the cumulative effects of increased commercial development, population and public recreational demand. The Commission finds such plan policies are necessary in order to prevent traffic congestion related to future development at SeaWorld from impeding the public's ability to get access to the coast, pursuant to Sections 30250 and 30252 of the Coastal Act.

Suggested Modification #35 is directed to the SeaWorld Master Plan Update and discusses the promotion of public transportation as a way to reduce traffic volumes on the street system. It identifies a tram service for summertime weekends to transport people from the nearby trolley stations to SeaWorld, and also identifies some incentives which might increase use of public transportation (buses and trolleys). These measures are necessary to comply with the requirements of Section 30252 of the Coastal Act to facilitate the provision of transit service, especially for high intensity uses such as SeaWorld.

With the modifications, the Commission finds the planning documents consistent with the cited Coastal Act policies addressing traffic and parking issues.

5. **Future Development**. The terms "entitled" and "entitlements" may be misconstrued by the City or SeaWorld as an indication of Commission endorsement. Suggested Modifications #16, 17, 23, and 37 clarify this point. Although the Commission is not striking all reference to potential Tier 2 projects, Suggested Modifications #17 and 33 make it clear that no Tier 2 development is approved at this time, and that all such development must be the subject of a future LCP amendment or amendments. . Suggested Modification #22 clarifies that temporary facilities placed within the water area of Site F-2 are not exempt from permitting requirements and must be the subject of a site-specific biological analysis. Suggested Modification #31 clarifies that thrill rides may not be counted as attractions containing a significant animal, education, or conservation element for purposes of meeting the City's 75% criteria.

PART VI. CONSISTENCY WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Section 21080.5 of the California Environmental Quality Act (CEQA) exempts local government from the requirement of preparing an environmental impact report (EIR) in connection with its local coastal program. Instead, the CEQA responsibilities are assigned to the Coastal Commission and the Commission's LCP review and approval program has been found by the Resources Agency to be functionally equivalent to the EIR process. Thus, under CEQA Section 21080.5, the Commission is relieved of the responsibility to prepare an EIR for each LCP.

Nevertheless, the Commission is required in an LCP submittal or, as in this case, an LCP amendment submittal, to find that the LCP, or LCP, as amended, does conform with CEQA provisions. As discussed in previous findings, there are numerous suggested modifications to bring the Mission Bay Park Master Plan and SeaWorld Master Plan Update into conformity with the Coastal Act. They primarily address public access and recreation, visual resources, water quality and traffic issues. Thus, there are feasible alternatives or feasible mitigation measures proposed through these modifications which would substantially lessen any significant adverse impact on the environment. Therefore, the Commission finds the subject LCP implementation plan amendment, as modified, conforms with CEQA provisions.

EXHIBIT NO. 1

APPLICATION NO.
SDLCPA #2-2001-C

Location Map

California Coastal Commission

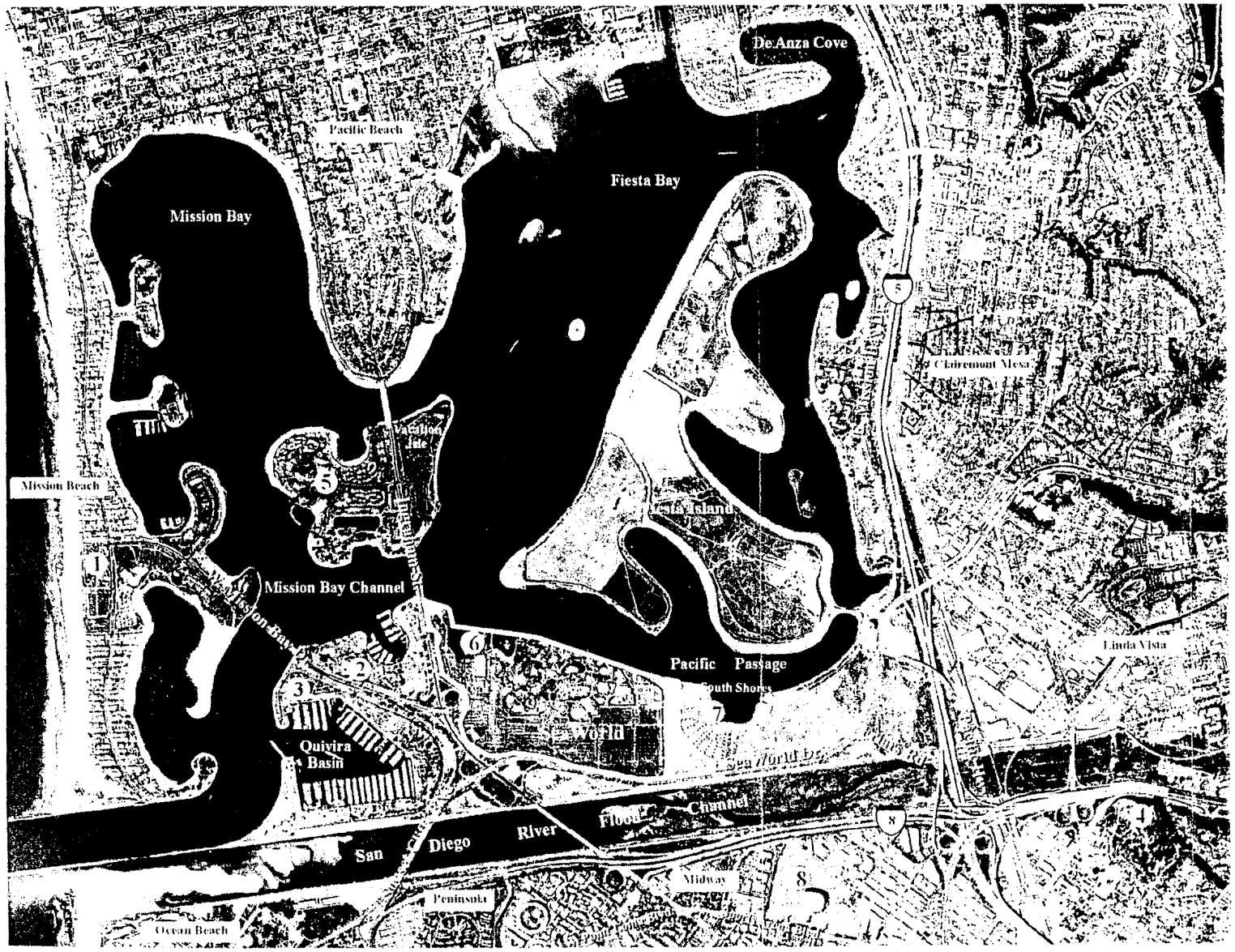


Figure II-1

MASTER PLAN UPDATE

Source: SeaWorld

EXHIBIT NO. 2
APPLICATION NO.
SDLCPA #2-2001-C
Existing Site Plan

Site Map

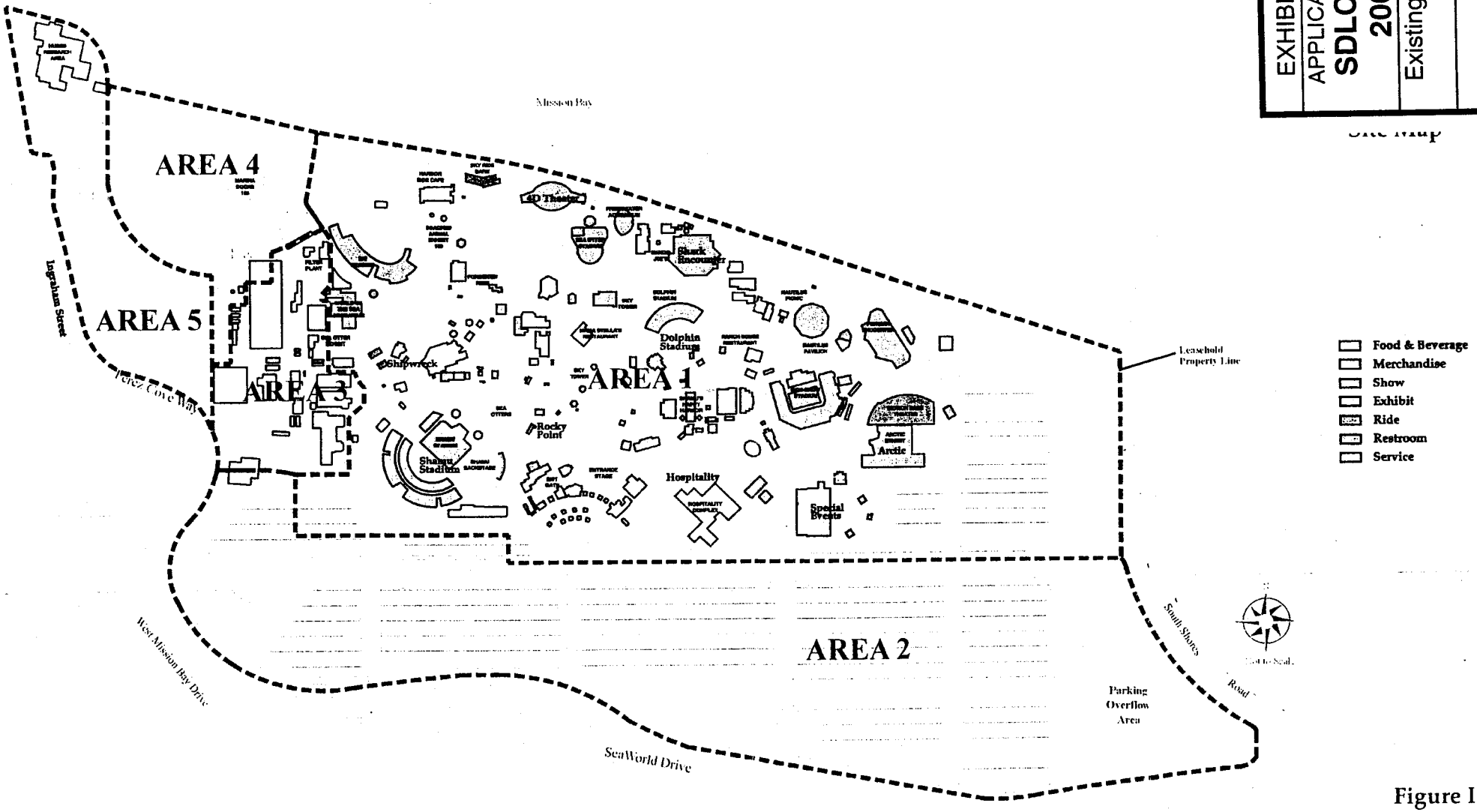
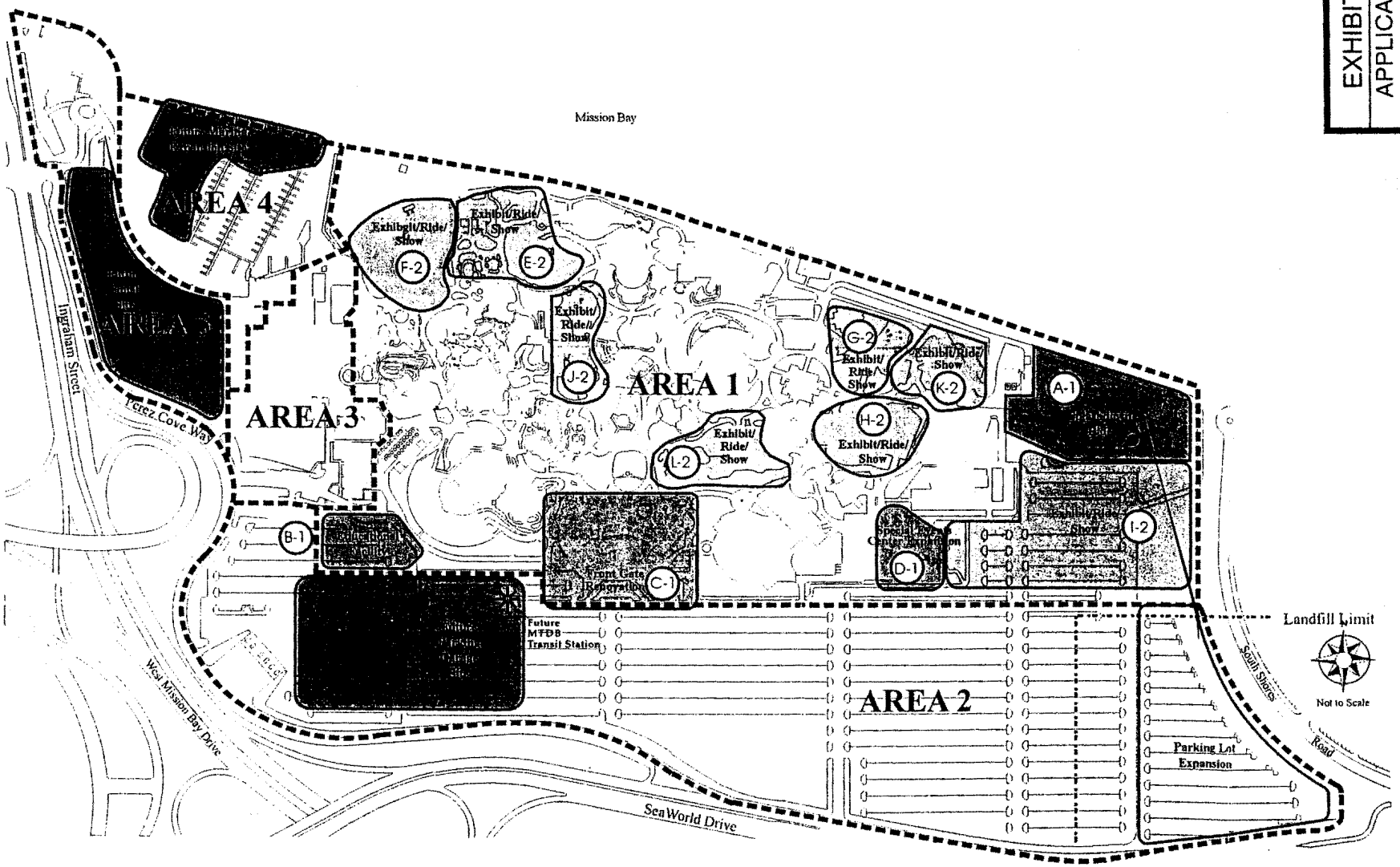


Figure II-1

MASTER PLAN UPDATE

EXHIBIT NO. 3
APPLICATION NO.
SDLCPA #2-2001-C
Conceptual Development Plan
California Coastal Commission



Tier 1 Projects
Tier 2 Projects
Special Projects

Source: SeaWorld
Date: January 2001

Figure II-3

MASTER PLAN UPDATE

(R-2002-20 REV.)

RESOLUTION NUMBER R- 295139

ADOPTED ON JUL 1 0 2001

WHEREAS, on November 3, 1998, the voters of the City of San Diego approved the SeaWorld Initiative (Prop. D) which amended the San Diego Municipal Code to allow development up to a maximum of 160 feet on the SeaWorld leasehold; and

WHEREAS, on July 10, 2001, the Council of the City of San Diego held a public hearing for the purpose of considering the SeaWorld Master Plan Update, including associated amendments to the Progress Guide and General Plan, Mission Bay Park Master Plan, and Local Coastal Program; and

WHEREAS, SeaWorld requested these amendments for the purpose of adopting the SeaWorld Master Plan Update, which sets forth a long-range conceptual development program, development parameters, and project review procedures for the future renovation of SeaWorld, including revising the height limit to allow not more than 25 percent of the leasehold to be developed with structures ranging in height from 30 feet to 160 feet; and

WHEREAS, the Council of the City of San Diego in considering the SeaWorld Master Plan Update, reviewed four specific Tier 1 projects identified in the SeaWorld Master Plan Update as the Educational Facility, Splashdown Ride, Front Gate Renovation, and Special Events Center Expansion; and

WHEREAS, City and SeaWorld will amend Article XXXII of the SeaWorld lease regarding rent credits prior to the issuance of building permits since no taxpayer funds may be

spent for any improvements in connection with a building or structure or addition to a building or structure that exceeds the thirty foot (30') height limit; and

WHEREAS, City Council Policy 600-7 provides that public hearings to consider revisions to the Progress Guide and General Plan for the City of San Diego may be scheduled concurrently with public hearings on proposed plans in order to retain consistency between said plans and the City Council has held such concurrent public hearings; and

WHEREAS, the Council of the City of San Diego has considered all maps, exhibits and written documents contained in the file for this project on record in the City of San Diego, and has considered the oral presentations given at the public hearing; NOW, THEREFORE,

BE IT RESOLVED, by the Council of the City of San Diego, that it approves the SeaWorld Master Plan Update, including associated amendments to the Progress Guide and General Plan, Mission Bay Park Master Plan, and Local Coastal Program, as recommended by the City Manager, with the following modifications, to become effective upon California Coastal Commission's unconditional certification of the Local Coastal Program amendment. The SeaWorld Master Plan Update is on file in the office of the City Clerk as Document No. RR-295139.

1. No additional hotel expansion, including an increase in the hotel's height or number of rooms. The hotel shall not exceed 300 rooms nor shall the height exceed 30 feet. Per agreement by SeaWorld, City Manager shall include a lease provision restricting SeaWorld from proceeding with construction of a hotel for a minimum of ten years.

2. All projects exceeding 30 feet in height shall be subject to a Level Two review and approval process which requires a Public Notice of Application.

3. A minimum of 75 percent of SeaWorld's total attractions (excluding the hotel) shall include significant education and/or animal conservation related elements.

4. SeaWorld shall work with the Metropolitan Transit District Board to implement an Automated People Mover/Guideway or other transit technology and assure that a Transit Station is provided in the same proximity to SeaWorld's front gate as parking, with the exception of designated disabled parking, or closer.

a. If the City of San Diego proceeds with construction of a transit link to the beach, SeaWorld shall provide adequate right-of-way on its leasehold for construction of the transit link and participate in the design and construction of the transit station

5. The maximum number of fireworks displays shall be limited to 150 nights per year. Each category of display types shall be reduced proportionately from the proposed maximum (Typical--217; Special--25; Major--11).

6. SeaWorld agrees to move the "fireworks barge" eastwardly approximately three-quarters (3/4) of a mile from its current location towards South Shores during the Least Tern breeding season of April 1 to September 15.

BE IT FURTHER RESOLVED, that the Council approves the Tier 1 projects identified in the SeaWorld Master Plan.

BE IT FURTHER RESOLVED, that the Council adopts an amendment to the Progress Guide and General Plan for the City of San Diego to incorporate the above amended plans.

BE IT FURTHER RESOLVED, that SeaWorld is located in the Coastal Zone, therefore the City Council's decision requires amending the City's Local Coastal Program. As a result, these amendments will not become effective in the Coastal Zone until the Coastal Commission unconditionally certifies the Local Coastal Program amendment.

BE IT FURTHER RESOLVED, that these amendments will not become effective until the City and SeaWorld have renegotiated the lease to address issues related to construction of the hotel, as set forth in paragraph one above, and transit, as set forth in paragraph four above.

BE IT FURTHER RESOLVED, that the effective date of these amendments shall be the later of either the unconditional certification by the Coastal Commission or approval by the City Council of the amendments to the SeaWorld Lease described herein.

APPROVED: CASEY GWINN, City Attorney

By _____
Mary Jo Lanzafame
Deputy City Attorney

MJL:lc
06/29/01
07/09/01 COR.COPY
08/21/01 REV.
Or.Dept:Dev.Svcs.
Aud.Cert:N/A
R-2002-20
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Amendments to the Mission Bay Park Master Plan Update and LCP Land Use Plan

(Approved by the City of San Diego City Council, July 10, 2001)

The following amendments to the Mission Bay Park Plan Update and LCP Land Use Plan are proposed to implement the SeaWorld Initiative:

Add the following paragraph to the Executive Summary/Key Recommendations/viii. Aesthetics and Design (page 16) of the Mission Bay Park Master Plan Update:

- The City of San Diego's Coastal Zone Height Limit Overlay Zone was amended by public vote in November 1998. The amendment allows development to a maximum height of 160 feet within the SeaWorld property. Specific criteria governing the height, scale, massing, and visual impacts of all Sea World development shall be governed by the SeaWorld Master Plan, which is incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan.

Add the following sentence to item 27, (page 26) of Appendix G, Design Guidelines of the Mission Bay Park Master Plan Update:

27. Low Rise Emphasis: Mission Bay is an expansive area with wide and open views of the ocean from the surrounding hillsides. Low-scale buildings reinforce the open quality of the bay while minimally obstructing views to the sky and distant landforms. For this reason, and in recognition of the public mandate for a 30-foot height limit within the City's coastal areas (Municipal Code 101.0451), the Park buildings should continue to be low rise, except in the SeaWorld leasehold where the voter approved amendment to the City's Coastal Zone Height Limit Overlay Zone (Proposition D, 1998) allows building heights to a maximum of 160 feet. Development within the leasehold shall be governed the SeaWorld Master Plan.

Delete the entire recommendation for the South Shores Commercial Parcel (page 50) of the Land Use Component of the Mission Bay Park Master Plan Update:

~~**21. South Shores Commercial Parcel:** Because of its limited water access and isolation from other areas of the Park, this 16.5 acre site is considered more suitable for commercial recreation purposes. The parcel has been configured such that its northern half lies outside the limits of the South Shores landfill while capturing a wide stretch of waterfront facing Pacific Passage. This allows a number of possible commercial uses to be considered, including the expansion of SeaWorld attractions, a 200 room motel, or a water-oriented entertainment center.~~

~~The underlying objective is that this parcel is "best use" as commercial recreation or visitor-serving commercial support facilities. In accordance with the public consensus on this issue, "best use" should not mean permanent and exclusive commercially supporting parking. Any new and permanent parking should be of such quantity and proportion as would be required to serve whatever commercial use may be proposed.~~

SDLCPA #2-2001-C

Add the following section to replace recommendation 21 (starting on page 50) of the Land Use Component of the Mission Bay Park Master Plan Update:

21. SeaWorld: In 1998, the City of San Diego's voters approved an amendment to the Coastal Zone Height Limitation Overlay Zone allowing development to a maximum height of 160 feet within the SeaWorld leasehold. In keeping with the intent of the Mission Bay Park Master Plan to preserve existing viewsheds and visual corridors, the additional height available to SeaWorld should be used judiciously. Therefore, the development criteria for the SeaWorld leasehold shall be governed by the SeaWorld Master Plan (also known as the lease development plan) which is incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan.

Modify the recommendation for the South Shores Commercial Parcel (page 125) of the South Shores and Fiesta Island Component of the Mission Bay Park Master Plan Update:

~~**113. Commercial Parcel:** The proposed 16.5+/- acre "best-use" commercial parcel is configured to take maximum advantage of the waterfront while still allowing the relocation of the Ski Club to the planned embayment. Its configuration also permits the retention of the existing restrooms. The actual boundary of the lease parcel should depend on the Ski Club area and shore public access requirements, but should not be less than 300 feet; this depth is the minimum necessary for a guest-housing, motel-type development as an optional commercial use.~~

The 16.5 +/- acre "best-use" parcel, incorporated into SeaWorld's lease in 1998, shall not be used exclusively for permanent commercially-supporting parking. Future development of the parcel should take into consideration the potential relocation of the Ski Club.

Add the following to recommendation 47 (page 70) of the Water Use Component of the Mission Bay Park Master Plan Update:

47. Additional Wet Slips: The recreational and navigational use of the Bay water are valued substantially more than the dedication of water areas for wet slips and anchorage. Accordingly, no new slip or mooring areas are recommended, with the following exceptions:

- Current wet slip expansions proposed by the Bahia Hotel (41 slips), the Princess Resort (58 slips), the Mission Bay Yacht Club (27 slips), and SeaWorld (115 slips), should proceed. These are limited expansions that do not impact the recreational or navigational use of their immediate water areas. The new slips proposed by the Princess Resort and SeaWorld would be within the current leasehold area.

SeaWorld.
ADVENTURE PARKS

RECEIVED
JAN 2 4 2002
CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

January 24, 2002

Ellen Lirley - Coastal Planner
State of California - California Coastal Commission
7575 Metropolitan Drive Suite 103
San Diego, CA 92108-4402

RE: Storm Water Runoff

Dear Ms. Lirley:

This letter is response to your request for additional information on methods to be implemented by SeaWorld to ensure compliance with applicable storm water regulations and ordinances. More specifically, this letter will outline provisions SeaWorld will implement to ensure that we are in compliance with the City Lease Agreement and San Diego Municipal Storm Water Permit, San Diego Region Order No. 2001-01.

SeaWorld has entered into a lease agreement with the City of San Diego to lease property for the purposes of operating a business that provides marine life-based entertainment. The lease agreement clearly states that SeaWorld shall comply with all applicable environmental rules, laws, regulations and ordinances. To this end, SeaWorld has every intention to comply with all applicable requirements that are intended to reduce and, where feasible, eliminate storm water discharges that can potentially contribute to receiving water degradation as applied in the new Regional Board Order No. 2001-01.

New site development at SeaWorld will be designed and constructed in compliance with the provisions of Order No. 2001-01. A variety of Best Management Practices (BMP), to include: source control BMP, treatment control BMP, structural BMP, and treatment technologies will be utilized to ensure compliance and efforts to remove potential pollutants from discharges that may enter the receiving waters. For example, SeaWorld currently employs an array of treatment techniques that include: catch basin inserts, continuous flow separation systems, storm drain inserts, media filtration, catch basin screens, filtration systems, water treatment systems for bio-load reduction, disinfection, and differential settling basins. SeaWorld will continue to use technologies and methods to achieve the results that are anticipated under the Regional Board Order.

I hope that this information addresses your concerns and demonstrates why we believe that the methods and techniques utilized at SeaWorld will assure the greatest opportunity to achieve consistent compliance with the requirements of Order No. 2001-01. We believe that our design, construction and operation of storm water BMP addresses the issues of design flows and water quality for best performance.

Please feel free to call me at (619) 226-3628 if there are any questions regarding this letter or our storm water management program.

Sincerely,

Patrick Owen
Vice President, Design & Engineering

SDLCPA#2-2001-C

ANHEUSER-BUSCH
ADVENTURE PARKS

SeaWorld San Diego
500 SeaWorld Drive
San Diego, CA 92109-7904
Tel: (619) 226-3900

07-27-00 15:27 RCVD

Department of Toxic Substances Control

Edwin F. Lowry, Director
400 P Street, 4th Floor, P.O. Box 806
Sacramento, California 95812-0806

Winston H. Hickox
Agency Secretary
California Environmental
Protection Agency

Gray Davis
Governor

FILE COPY

July 24, 2000

TIM-
HERE'S THE
DTSC LETTER
BOB 7.28

Mr. James P. Miller, Jr.
Mission Bay Park Toxic Cleanup
P.O. Box 60026
San Diego, California 62116

Dear Mr. Miller:

Thank you for your recent letter to Governor Davis and your the letter to us requesting that the Department of Toxic Substances Control (DTSC) assume the lead agency role for remediation of the Mission Bay Landfill (Site). You asked for this action on behalf of the citizen group, the Mission Bay Park Toxic Cleanup (MBPTC).

DTSC has carefully reviewed your letter and contacted other regulatory agencies involved with this site. Our research, which is described in detail below, indicates that the site is in compliance with the involved regulatory agencies' requirements. However, in order to ensure all parties have a clear understanding of future steps at the site, DTSC offers to coordinate a meeting with all pertinent regulatory agencies and MBPTC to address your concerns. The following are DTSC's findings which may prove useful to an overall understanding of agencies' roles for the landfill:

1. On November 1, 1984, DTSC (formerly the Department of Health Services) entered into an agreement with the City of San Diego (City), which places full responsibility on the City for any development of the Mission Bay Landfill site. The City also assured in the agreement that, if the City decides to proceed with the hotel project, the City will take all appropriate measures to protect public health and safety both during the construction of the project and after it is constructed. This agreement was signed when the City was considering developing part of the Mission Bay Landfill for a hotel complex. Later, DTSC conducted a Preliminary Assessment (PA) and determined that the site did not pose a significant threat. The PA also indicated that the County monitors the City's actions and that the City was the lead agency.

2. The United States Environmental Protection Agency (U.S. EPA) conducted several environmental assessments and finally completed a Hazard Ranking Score (HRS). The HRS score of 14.1 assigned was not high enough for the site

 SDLCPA #2-2001-C 1 of 5

to be listed on the National Priority List (NPL). Therefore, U.S. EPA recommended the status of No Further Remedial Action Planned and placed it in an archive status on this listing. According to Ms. Rachel Loftin of U.S. EPA, MBPTC recently requested U.S. EPA to reevaluate the HRS score and include the site on the NPL. In response to this request, U.S. EPA advised MBPTC to present information regarding the site's change of condition and additional data warranting HRS revision.

3. In a telephone conference with Mr. Mark Alpert of the San Diego Regional Water Quality Control Board (RWQCB), Mr. Alpert stated that in 1983, 16 groundwater monitoring wells were installed within the boundaries of the former landfill and four wells were installed off-site under the supervision of the RWQCB. Subsequently, on September 16, 1985, RWQCB Order No. 85-78, "Waste Discharge Requirement for the Site Closure of the City of San Diego Mission Bay Landfill" was adopted. Currently, the Mission Bay Landfill is regulated under the RWQCB Order No. 97-11, "General Waste Discharge Requirements for Post-Closure Maintenance of Inactive Nonhazardous Waste Landfills." Mr. Alpert also informed DTSC that the RWQCB and the City of San Diego, the Local Enforcement Agency (LEA), have a joint lead at the site.

4. In a telephone conference with Ms. Rebecca Lafreniere of the City of San Diego Solid Waste (CSDSW), she stated that CSDSW became the Certified LEA in November 1997 for the City of San Diego area. The County of San Diego is no longer monitoring CSDSW's actions. CSDSW is currently monitoring the site quarterly and found no outstanding violations. CSDSW is the lead agency for the maintenance of the site and RWQCB is the lead agency for the water quality issues. The owner of the property is the City of San Diego Environmental Services Department.

5. The California Integrated Waste Management Board (IWMB) also had some involvement at the site in the past according to Mr. Gino Yekta of IWMB. Mr. Yekta indicated that as long as the owner/operator is in compliance with Section 21190 of the California Code of Regulation, they have the right to develop the site. Approval from IWMB and LEA are required prior to any further development of the site. IWMB has not yet received a request for such an approval.

In summary, the site is in compliance with the CSDSW, RWQCB, and IWMB requirements. Since the City of San Diego and the RWQCB actively regulate the site, other regulatory agencies' involvement may not be necessary. However, as stated

earlier, in order to ensure all parties have a clear understanding of the future steps which may be taken, DTSC offers to convene a meeting with all pertinent regulatory agencies and MBPTC to address the concerns you raise.

Please contact Ms. Nennet Alvarez, Chief of the Southern California Cleanup Operations Branch B at (714) 484-5459, if you would like to have DTSC arrange this meeting.

Very truly yours,

Edwin F. Lowry
Director

cc: Mr. Robert Ferrier
Environmental Services Department
City of San Diego
9601 Ridgehaven Court, MS 1103A
San Diego, California 92124

Ms. Rebecca Lafreniere
Solid Waste Local Enforcement Agency
City of San Diego
1222 First Avenue, MS 501
San Diego, California 92101-4155

Mr. Matt Trainor
Department of Environmental Health
County of San Diego
1255 Imperial Avenue, Suite 4
San Diego, California 92101

Mr. Mark Alpert
Department of Environmental Health
County of San Diego
1255 Imperial Avenue, Suite 4
San Diego, California 92101

cc: Mr. Keith Takata, Director
Superfund Division
U.S. EPA Region IX
75 Hawthorne Street
San Francisco, California 94105-3901

Ms. Rachel Loftin
Environmental Protection Specialist
Superfund Division
U.S. EPA Region IX
75 Hawthorne Street
San Francisco, California 94105-3901

Mr. Winston H. Hickox
Agency Secretary
California Environmental Protection Agency
555 Capitol Mall, Suite 525
Sacramento, California 95814

Mr. John H. Robertus
Executive Officer
San Diego Regional Water Quality Control Board
9771 Clairemont Mesa Boulevard, Suite A
San Diego, California 92124-1324

Mr. Gino Yekta
California Integrated Waste Management Board
8800 Cal Center Drive
Sacramento, California 95826

Ms. Dorothy Rice
Deputy Director
Site Mitigation Program
Department of Toxic Substances Control
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Sacramento, California 95812-0806

cc: Ms. Barbara Coler
Division Chief
Statewide Cleanup Operations Division
Department of Toxic Substances Control
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Ms. Nennet V. Alvarez, Chief
Southern California Cleanup Operations - Branch B
Department of Toxic Substances Control
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Cypress, California 90630

Mr. Haissam Y. Salloum
Unit Chief
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Mr. Johnson P. Abraham
Hazardous Substances Scientist
Southern California Cleanup Operations - Branch B
Department of Toxic Substances Control
5796 Corporate Avenue
Cypress, California 90630

California Regional Water Quality Control Board

San Diego Region

Winston H. Hickox
Secretary for Environmental Protection

Internet Address: http://www.swrcb.ca.gov/rwqcb9/
9771 Clairemont Mesa Boulevard, Suite A, San Diego, California 92124-1324
Phone (858) 467-2952 • FAX (858) 571-6972

Gray Davis
Governor

04-13-00 14:48 RCVD

CC: Ray P.

April 11, 2000

File Copy
4-20

Mr. James P. Miller, Jr.
Mission Bay Park Toxic Cleanup
P.O. Box 60026
San Diego, CA

FILE: 06-378

Dear Mr. Miller:

MISSION BAY LANDFILL

Thank you for your letter dated March 8, 2000. You asked the Regional Board to begin immediate cleanup of industrial wastes, contaminated soil, and contaminated groundwater at the Mission Bay Landfill located along the southern boundary of the Bay. You asked for these actions on behalf of the citizen group, the Mission Bay Park Toxic Cleanup. Mr. Scott Andrews delivered the letter to the Regional Board during the Public Forum of the Regional Board meeting held March 8, 2000.

In the letter you stated "levels of heavy metals in the sediments have put Mission Bay in solid company with one of the most highly polluted water bodies in the nation." You identified a seismic hazard at the landfill which "would likely usher in a whole new episode of water contamination, possibly of catastrophic proportions." Please consider the following comments:

Background history of Mission Bay Landfill

The Mission Bay Landfill was operated by the City of San Diego from 1952 to 1959. The landfill was operated as a "trench and fill" type disposal area and received domestic and public refuse, including liquid "industrial-type" waste streams. Trenches were between 8 and 12 feet deep below ground surface, landfill deposits are reported to be approximately seven feet thick at the western end of the site to approximately 20 feet thick at the eastern end. After disposal activities ended at the Mission Bay Landfill in 1959, operations were relocated to the South Miramar Landfill in Kearny Mesa. During the original dredging of Mission Bay, the hydraulic material generated was disposed of as fill on the Mission Bay Landfill until 1962. In 1980, additional hydraulic fill was placed at the site. Approximately 15 feet of hydraulic fill now cover the original disposal surface. The estimated limits of the fill area are bound to the west by Sea World's east parking area, bound to the east by Interstate Highway 5, bound to the south by the San Diego River, and bound to the north by the boat launching basin and Mission Bay. This area is known as the South Shores Park (Figure A1).

The City of San Diego, Environmental Services Department and the Park and Recreation Department are the owner/operators of the site. The majority of the former landfill area is

SDLCPA #2-2001-C 1 of 4

undeveloped open space, however the City has proposed a staged development for the area in accordance with the "Mission Bay Park Master Plan" updated August 1994. The most significant development in the last seven years has been the construction of the boat launching basin, parking area, and landscaping improvements.

Water Quality Monitoring

In 1983, 16 ground water monitoring wells were installed within the boundaries of the former landfill and four wells were installed offsite (Figure A). Groundwater samples were analyzed for priority pollutant metals, semivolatile organics, volatile organics, organochlorine pesticides and polychlorinated biphenyls (PCB), cyanide, oil and grease, phenol, fluoride, sulfide, total organic halides. Groundwater samples contained heavy metals, 11 volatile organic compounds, 20 semivolatile organic compounds and chlorinated pesticides. No PCB's or cyanide were detected in groundwater. Figure A2 attached, lists select analytical data with the highest detected concentration of metals shown and detected levels of acetone and carcinogenic chemicals.

On September 16, 1985, Regional Board Order No. 85-78, "Waste Discharge Requirements for the Site Closure of the City of San Diego Mission Bay Landfill" was adopted. Included with the Order is, "Monitoring and Reporting Program (MRP) No. 85-78." The MRP required; nine surface water samples, four from Mission Bay and five from the San Diego River; nine sediment samples, four from Mission Bay and five from the San Diego. However, sediment sampling is no longer conducted at the site.

Subsequently, in 1996 the City of San Diego evaluated the sediment monitoring program in a report entitled, "Evaluation of Sediment Sampling Program- Mission Bay Landfill," prepared by EMCON and dated March 28, 1996. Based on sediment data collected between October 1985 through November 1995, the report concluded that there was no obvious indication of metal release attributed to the landfill and that the annual sediment sampling program did not significantly contribute to the knowledge of the impacts at the landfill. Furthermore, the report concluded that the detection of any future release is much more likely to be detected in the surface water and groundwater sampling program rather than the sediment sampling program.

The California Department of Health Services conducted a preliminary assessment of the site in February 1987, and concluded the landfill was not likely to become a source of contamination. The site was apparently under consideration for inclusion on the USEPA's Superfund, National Priorities List during the early 1990's, but was not ranked.

Currently, the Mission Bay Landfill is regulated under Regional Board Order No. 97-11, "General Waste Discharge Requirements for Post-Closure Maintenance of Inactive Nonhazardous Waste Landfills." Groundwater beneath the Mission Bay Landfill typically flows in a northerly direction with a very low gradient of approximately 0.001 to 0.003 foot per foot,

based on the most recent monitoring report dated October 1999. The City of San Diego is currently monitoring the site on a quarterly basis for VOC's, inorganic and general parameters (pH, nitrogen, sulfate, arsenic, and chromium). Low concentrations of VOC's (MTBE, diethyl ether, dichloroethene) have been detected in several monitoring wells, however these compounds are believed to be from gasoline powered boats in Mission Bay and construction activities at Sea World. Regional Board staff generally concur with this evaluation.

Bay Protection Program

You requested the Regional Board take immediate action to clean up the site under the Bay Protection and Toxic Cleanup Program. The California State Water Resources Control Board adopted the Consolidated Toxic Hot Spot Cleanup Plan in June 1999 under this program. In the Cleanup Plan no toxic hot spots were identified in Mission Bay, although one location in north Mission Bay was identified as a site of concern. This site was associated with elevated levels of the pesticide Chlordane. Bay Protection Program stations located along the northern and southern boundaries of the Mission Bay landfill did not indicate the presence of toxic sediments using a sensitive amphipod sediment bioassay method used by federal and state agencies. After review by government agencies and by the public during 1998 and 1999, both the San Diego Regional Board and the State Board adopted the Cleanup Plan. The Regional Board is now involved with cleanup actions at the five toxic hot spots identified in the Plan. The seventeen sites of concern could also be considered for action by the Board.

I trust this letter provides you with sufficient information the Regional Board has regarding the Mission Bay Landfill and potential toxic hot spots in Mission Bay. I invite you to present specific information to assist the Board in identifying the wastes that have leaked from the landfill and the effects on Mission Bay you mentioned in your letter. Please contact Mr. Don F. Hoirup Jr., Associate Engineering Geologist of my staff, for questions pertaining to the landfill at (858) 627-3926 and Mr. Pete Michael, Environmental Specialist IV of my staff, for questions pertaining to the Toxic Hot Spot Program at (858) 467-2990. I look forward to seeing your information.

Respectfully,

JOHN H. ROBERTUS
Executive Officer
San Diego Regional Water Quality Control Board

JR:mja:pm:dfhj
cityotsd/missbay/miller2 doc

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STATE OF CALIFORNIA—BUSINESS, TRANSPORTATION AND HOUSING AGENCY GRAY DAVIS, Governor

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SAN DIEGO COAST DISTRICT

January 10, 2002

Mr. Chris Flynn
California Coastal Commission
South Coast Office
200 Oceangate, 10th Floor
Long Beach, CA 90802

Subject: SeaWorld Master Plan Update

This letter is in regard to the traffic impacts and mitigation measures included in the Final Environmental Impact Report for the above – referenced project.

The California Department of Transportation (Department) has been meeting and exchanging supplemental information with the City of San Diego staff and the developer since our initial comments on the project. We have reached agreement on a process that we feel will address traffic impacts and mitigation associated with implementation of the Sea World Master Plan Update. The following comments reflect the spirit of the agreement we intend to formalize in the coming weeks:

- Establishment of Capital Improvement Programs (CIP) by the City to fund improvements to the Interstate Route 5 (I-5)/Sea World Drive and Interstate Route 8 (I-8)/West Mission Bay Boulevard interchanges.

- Implementation of the Sea World Master Plan Update as approved by the City Council is not projected to have significant mainline impacts on north or south bound I-5, north of the Sea World Drive interchange.

- A Project Study Report (PSR) and the necessary environmental documentation should be prepared for determination of necessary traffic improvements associated with the Sea World expansion. The City and Sea World have informed us that the first funds to be contributed to the Sea World Drive CIP will go toward completion of the PSR.

- The estimated cost of the improvements will be determined in the PSR. Sea World will be responsible for their fair share of the actual improvement costs as set forth in the CIP implementing the EIR Mitigation Monitoring and Reporting Program. We note and agree with the proposal to allocate all CIP funds first to interchange improvements. Increasing the capacity of the interchange may require bridge widening and this development would participate in its fair share cost through the CIP.

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- We conceptually agree with all the other mitigation and the associated fair share percentages which are proposed for the Sea World Drive eastbound to southbound I-5 right turn lane, southbound I-5 entrance ramp, northbound I-5 exit ramp, and northbound I-5 entrance ramp; as long as they are built to the Department standards. The PSR will validate this assumption and estimate the costs of these improvements.

- The PSR for the Sea World Drive interchange can be coordinated with the Central I-5 Corridor Study.

- The Department agrees with Sea World's fair share percentage for the I-8/West Mission Bay Drive interchange.

- The Central I-5 Corridor Study will evaluate ways to improve mobility in the corridor. The conceptual I-5/Sea World Drive interchange improvements shown in the draft study are compatible with the mitigation proposed for the Sea World Master Plan Update. The PSR will recommend the actual interchange improvements necessary to address traffic volumes projected to the 2020 year horizon.

- In addition, the Central I-5 Corridor Study team is evaluating construction of the missing connectors at the I-5/I-8 interchange. Construction of these improvements would significantly reduce traffic demands on Sea World Drive and the I-5/Sea World Drive interchange.

We greatly appreciate your interest in assuring that adequate mitigation is provided for the traffic impacts of this project.

Sincerely,

BILL FIGGE, Chief
Development Review and Public Transportation Branch

MEMORANDUM

TO: Patrick Owen, P.E.

FROM: Justin Rasas, P.E.

DATE: November 9, 2001

SUBJECT: CIP Phasing Plan for SeaWorld Dr/I-5 Interchange

A Mitigation, Monitoring and Reporting Program (MMRP) for the Sea World Master Plan Update (LDF NO. 99-0618, SCH NO. 1984030708) was prepared to comply with the conditions of approval. Section 2.0 of the MMRP identified transportation and circulation mitigation measures, which included either 1) the widening of Sea World Drive to six lanes between W. Mission Bay Drive and Friars Road, to which SeaWorld would bear the initial cost of this work but shall be reimbursed by future development based on the City's standard fair-share contribution formula, or 2) if the City formed a CIP for the combined improvements to Sea World Drive and its interchange with I-5, SeaWorld shall contribute to the CIP an amount which is equivalent to 44% of the estimated cost of widening Sea World Drive to six lanes between W. Mission Bay Drive and Friars Road, along with its fair share costs as listed below. The City has initiated CIP 52-706.0.

CIP 52-706.0 provides the mechanism to pool individual mitigation fees and other funds that may become available into one source to provide the flexibility of applying some or all of the funds to one or more mitigation projects to ensure their completion. This procedure will better ensure that the mitigation measures are implemented in the appropriate order to improve the operations of SeaWorld Drive and the I-5 SeaWorld Drive interchange. The individual projects that make up this CIP include mitigation measures 2.1.1, 2.2.1, 2.4.2, 2.4.3, and 2.5.1 as identified in the MMRP.

SeaWorld's monetary obligation to the CIP is tied to the MMRP. When SeaWorld's project traffic exceeds the identified thresholds in the MMRP, SeaWorld will be responsible for its fair share contribution. The CIP is further broken down by short- and long-term impacts. Short-term impacts are estimated to trigger on or before year 2005 and long-term impacts on or before year 2020. Breakdowns of the short- and long-term obligations are shown in **Table 1**. When triggered, the short-term obligation is estimated at $3,106,600 and the long-term obligation is estimated at $2,208,800. The total obligation by SeaWorld to this CIP is $5,315,400 after all the thresholds are triggered.

Since the purpose of this CIP was to implement improvements where they are most needed, a phasing plan has been created as shown in **Table 2**. The order of the

phasing was based on optimizing traffic operations. The following order is recommended:

1. Mitigation Measure 2.4.2 (Part I): SeaWorld Drive/I-5 northbound ramps. This intersection is currently operates at LOS E (PM). The original mitigation measure included both a dual northbound left-turn lane and a westbound right-turn lane. However, it is only recommended that the westbound right-turn lane be constructed when funds become available. This will improve the calculated operations of this intersection from LOS E (PM) to LOS D (PM) through year 2005 with the project. The cost for this improvement is $943,950, which is half of the cost estimated for both the westbound right-turn lane and northbound dual left-turn lane. Flores Lund Consultants will verify this cost.

2. Mitigation Measure 2.2.1: Signal interconnect on Sea World Drive between Friars Road and I-5 northbound ramps and extend the eastbound right-turn lane back 400 feet at Sea World Drive/I-5 southbound ramps. The cost for this improvement is $366,500.

3. Mitigation Measure 2.4.3: Reconstruct the Sea World Drive/Pacific Highway intersection to include three through lanes in both directions along Sea World Drive with appropriate tapers. This improvement will complete the number of eastbound lanes between Pacific Highway and I-5 southbound ramps to 3 lanes. The cost for this improvement is $1,176,500.

4. Mitigation Measure 2.5.1: Add an additional storage lane for on-ramp storage for the northbound and southbound on-ramps to I-5 at Sea World Drive. The cost for this improvement is $2,074,900.

5. Mitigation Measure 2.4.2 (Part II): SeaWorld Drive/I-5 northbound ramps. This is the remaining northbound dual left-turn improvement for this intersection. The cost for this improvement is $943,950, which is half of the cost estimated for both the westbound right-turn lane and northbound dual left-turn lane. Flores Lund Consultants will verify this cost.

6. Mitigation Measure 2.1.1: Sea World Drive widening. Widen Sea World Drive to six lanes from W. Mission Bay Drive to Friars Road. The cost for this improvement is $6,227,400.

Please call if you have any questions.

CC: Dave Watson
Dave Nielsen
Kim Howlett

TABLE 1
SEAWORLD'S COST PARTICIPATION FOR THE CITY INITIATED CIP
November 9, 2001

Mitiation Measures as identified in the MMRP	Baseline Cost	SeaWorld's Fair Share % and Cost for the City Initiated CIP	
Short-term Mitigations			
2.1.1 SeaWorld Dr Widening	$ 6,227,400	44%	$ 2,740,100
2.2.1 SeaWorld Dr Signal Coordination	$ 198,100	100%	$ 198,100
2.2.1 Extend SWD/I-5 Off Ramp EB RT Ln 400 Feet	$ 168,400	100%	$ 168,400
		Short-term Total	*$ 3,106,600*
Long-term Mitigations			
2.4.2 SWD/I-5 NB off-ramp dual NB LT & WB RT	$ 1,887,900	29%	$ 547,500
2.4.3 SWD/Pac Hwy 3 SB Thru Lanes	$ 630,000	36%	$ 226,800
2.4.3 SWD/Pac Hwy 3 NB Thru Lanes	$ 546,500	100%	$ 546,500
2.5.1 SWD/I-5 NB on-ramp storage	$ 1,424,900	50%	$ 712,500
2.5.1 SWD/I-5 SB on-ramp storage	$ 650,000	27%	$ 175,500
		Long-term Total	*$ 2,208,800*
Total	***$ 11,733,200***	***SeaWorld Total***	***$ 5,315,400***

Notes:
Flores Lund Consultants (baseline cost)
Linscott, Law & Greenspan Engineers (fair share percentages)
City of San Diego (design costs)
Estimates based on City of San Diego revised costs (May 29, 2001)

TABLE 2
RECOMMENDED PHASING PLAN FOR CIP 52-706.0
November 9, 2001 (Revised December 12, 2001)

Rank	Mitigation, Monitoring and Reporting Program Mitigation Measure	Total Cost	Running Total
1	2.4.2 (Part I) Seaworld Dr/I-5 NB Ramps: Add WB right turn lane (from Baseline Cost in Table 1, this is only half of the improvement; therefore, the total cost is estimated at one-half of $1,887,900 or $943,950).	$943,950[1]	$943,950
2	2.2.1 Install traffic signal interconnect on Sea World Dr btw Friars Rd and I-5 NB ramps and extend EB RT lane back 400 feet at Sea World Dr/I-5 SB ramps (from Baseline Cost in Table 1, $198,100 + $168,400 = $366,500).	$366,500	$1,310,450
3	2.4.3 Seaworld Dr/Pacific Highway: Reconstruct for three SB (WB) thru lanes on Sea World Dr across Pac Hwy and three NB (EB) thru lanes on Sea World Dr across Pac Hwy (from Baseline Cost in Table 1, $630,000 + $546,000 = $1,176,500).	$1,176,500	$2,486,950
Fulfills SeaWorld's short-term fair share obligation ($3,106,600 from Table 1). Remaining items will require funds from SeaWorld's long-term fair share obligations. SeaWorld's short-term obligation exceeds the total improvement by $619,650 ($3,106,600 - $2,486,950 = $619,650), which is carried over to the next phase.			
4	2.5.1 Sea World Drive northbound and southbound I-5 on-ramps: Increase vehicle storage by adding an additional lane (from Baseline Cost in Table 1, $1,424,900 + $650,000 = $2,074,900).	$2,074,900	$4,561,850
Fulfills SeaWorld's fair share long-term obligation (long-term of $2,206,600 + short-term of $3,106,600 for a total of $5,315,400, from Table 1). Remaining items will require funding from other sources. After this improvement, SeaWorld has a credit of $753,550 ($5,315,400 - $4,561,850 = $753,550), which is not enough to pay for the next complete improvement. Therefore, the $753,550 would be applied to the next improvement when sufficient funds to complete that improvement become available.			
5	2.4.2 (Part II) Seaworld Dr/I-5 NB Ramps: Add NB dual left turn lane (from Baseline Cost in Table 1, this is only half of the improvement; therefore, the total cost is estimated at one-half of $1,887,900 or $943,950).	$943,950[1]	$5,505,800
6	2.1.1 Sea World Drive btw I-5 and Sea World Way: Widen Sea World Drive to 6 lanes (from Baseline Cost in Table 1, $6,227,400)	$6,227,400	$11,733,200

[1]Final cost to be verified by Flores Lund Consultants.

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SeaWorld
ADVENTURE PARK
San Diego

ADDENDUM TO SEAWORLD MASTER PLAN UPDATE

CITY COUNCIL REVISIONS

Approved July 10, 2001

SD LCPA 2-2001 C
(SeaWorld)

ADDENDUM TO SEAWORLD MASTER PLAN UPDATE

Below are the revisions to the final draft SeaWorld Master Plan dated March 23, 2001, which were approved by the City Council on July 10, 2001. These changes, along with any future modifications recommended by the Coastal Commission, and accepted by SeaWorld and the City Council will be incorporated into the final SeaWorld Master Plan Update.

[Page E-1] Modify Executive Summary/Site-Specific Proposals as follows:

A splashdown ride with an aquatic theme and storyline that integrates technology, flumes, rail, and marine life displays. The attraction will not exceed 95 feet at its tallest point and trees will be planted to soften the visual impact from adjacent land and water areas of Mission Bay Park. The design of the splashdown ride should be contemporary, responsive to the aquatic environment and avoid excessive or exaggerated thematic styles. The intent is to preclude from Mission Bay a theme park architecture.

[Page E-1] Modify Executive Summary/Site-Specific Proposals as follows:

A renovation of the front gate and entrance areas is being planned to create a greater sense of arrival to SeaWorld and to enhance the guest's experience. The facility will include visual icons to leverage the park's unique animal distinctions and strengthen SeaWorld's marine theme. No part of the renovation would exceed ~~90~~ 60 feet in height. Buildings which are a part of the front gate renovation shall not exceed 30 feet in height with allowance for roof articulation to a height of 40 feet to avoid a flat roof effect.

[Page E-2] Modify Executive Summary/Additional Project Review as follows:

The additional height of some attractions allowed by the passage of the SeaWorld Initiative under the SeaWorld Master Plan update creates the need for greater public input to ensure that the quality of recreation and the visual character of Mission Bay Park will be maintained. SeaWorld is proposing additional reviews for all projects greater than 30-feet in height as outlined in the implementation section of the plan.

[Page I-2] Modify Community Outreach and Issues Analysis/Potential Change in emphasis away from SeaWorld's marine animal and educational themes:

The SeaWorld Master Plan Update emphasizes SeaWorld's commitment to its traditional emphasis areas of entertainment, education, research and conservation. These emphasis areas, together with the live marine animal eperience, will be carried forward into all new development proposed for the park. Consistent with SeaWorld's vision statement, no single attraction type should predominate. This Master Plan requires that a minimum of 75 percent of SeaWorld's total attractions (excluding the hotel) include significant educational and/or animal conservation related elements.

[Page I-3] Modify Community Outreach and Issues Analysis/Noise Impacts from attractions and special events (including fireworks):

The SeaWorld Master Plan Update acknowledges SeaWorld's ongoing commitment to comply with the existing City of San Diego Noise Ordinance and Council Policy 500-06 (Regulation of Firework Displays). Located over one-half mile from any residential areas, noise generated from SeaWorld attractions has a lower impact than most major theme parks. Additionally, SeaWorld's firework displays are a long-standing tradition and will not be affected by any of the proposed development in the SeaWorld Master Plan Update. Firework displays are consistent with permits issued by the City of San Diego Fire Department. Further, this Master Plan limits firework displays to a maximum of 150 nights per year.

[Page II-7] Modify description of Area 5: Perez Cove Shoreline as follows:

The 1985 SeaWorld Master Plan entitles the development of a 300-unit hotel and landing pier. The entitlement is retained in this Master Plan Update and is included as a proposed future development, though it cannot be constructed prior to July of 2011.

[Page II-10] Modify description of Tier 1 projects as follows:

- **Tier 1** identifies sites and projects where new development or park renovations will be processed concurrently with the SeaWorld Master Plan Update or are likely to be initiated shortly after its adoption. ~~All Tier 1 projects occur within Plan Area 1.~~ Proposed projects consist of a Splashdown Ride, Educational Facility, Front Gate Renovation, ~~and~~ Special Events Center Expansion and Bicycle/Pedestrain Path Enhancement. Descriptions of these proposed projects are provided further in this section.

[Page II-11] Modify Figure II-3, Conceptual Development Plan to show Bicycle/Pedestrian Path Enhancement as a Tier 1 Project (Site M-1). (See page 10 of this addendum.)

Add Figure II-3a entitled Shoreline Access Improvements to follow Figure II-3. This figure will detail all access improvements to be made within the SeaWorld leasehold and offsite. (See page 11 of this addendum.)

[Page II-12] Modify the recommendation for the Splashdown Ride as follows:

Design Criteria:

- Limit total height of structure to 95 feet.
- ~~Limit structural bulk and mass above the 40-foot level.~~ Limit the bulk and mass of the structure above 40 feet to no more than 25 percent of the building footprint.
- The final design of the splashdown ride should be contemporary, responsive to the aquatic environment and avoid excessive or exaggerated thematic styles. The intent is to preclude from Mission Bay a theme park architecture.
- Provide extensive tree plantings particularly on the north and east sides to soften the visual impact of the structure from adjacent land and water areas of Mission Bay Park. Selected species should have the potential to provide dense year-round foliage and attain heights of 60 feet at maturity.
- Low-level lighting may be used to highlight sculptural details of the structures. Harsh lighting or glare directed toward the Bay or upward into the night sky shall not be allowed.
- Prior to completion of the project, SeaWorld will construct a 10-foot wide landscaped pathway along the waterfront beginning at the northeast corner of the leasehold and extending westward for a distance of 500 feet.

[Page II-17] Modify the recommendation for the Front Gate Renovation as follows:

Design Criteria:

- Buildings shall ~~not exceed~~ generally be 30 feet in height with allowance for roof articulation to a height of 40 feet in height to avoid a flat roof effect. ~~provided that one icon with a marine or aquatic theme may be provided not to exceed 90 feet in height.~~
- One icon structure with a marine or aquatic theme shall be permitted to a maximum of 60 feet above ground level with a maximum footprint of 400 square feet.

[Page II-19] Modify the recommendation for the Special Events Center Expansion as follows:

Design Criteria:

- The bulk of the structural addition shall be 30 feet in height with allowance for roof articulation to a height of 40 feet to avoid a flat roof effect.
- One icon structure shall be permitted to a maximum height of 60 feet above ground level with a maximum footprint of 400 square feet.

[Following Page II-20] Add new Tier 1 Projects as follows:

Bicycle/Pedestrian Path Enhancement (Site M-1)

Existing Site and Use:

The project site is located in an approximately 25- to 40-foot wide curvilinear corridor along the south and west boundaries of the SeaWorld leasehold. For most of its approximately 5,000-foot length, the corridor follows Sea World Drive and Perez Cove Way. An existing 10-foot wide improved bikeway meanders through the corridor and is separated from nearby vehicular areas by various combinations of landscaping, barriers, or curbing. The bikeway connects at either end of the SeaWorld leasehold to the system of paths within Mission Bay Park. The current pathway was required by the City of San Diego as an environmental mitigation for the 1985 SeaWorld Master Plan. Prior to the construction of the pathway, the adjacent links of the area-wide bike circulation were discontinuous.

Proposed Project:

The proposed project involves the enhancement of the existing bicycle/pedestrian pathway to the current standards of the Mission Bay Park Master Plan. This project will be constructed in four phases to be completed by December 31, 2005.

Design Criteria:

- Where feasible the pathway shall have a minimum width of 17 feet: 9 feet dedicated for bicycles and skaters (and service and emergency vehicles) and 8 feet dedicated for pedestrians.
- The pedestrian lane shall be located on the bayside of the pathway to maximize existing views of the water.
- A four- to ten-foot landscape strip should separate the two sections wherever possible.
- In constrained, narrow areas the landscaped median may be dispensed; in such cases the overall width of the path should not be less then 16 feet, and a painted line should separate the footpath from the bikeway.
- In all cases, clearly marked symbols or signage should inform park users of the function of each path.
- Directional signage shall be provided at key junctions with other pathways to indicate where the path leads. Where the path cannot be defined by landscaping or barriers, (such as through a parking lot) a painted line shall be used to mark the path boundaries.

Offsite Bicycle/Pedestrian Path Improvements

Proposed Project:

To provide continuous shoreline access from SeaWorld's leasehold to Fiesta Island (a distance of approximately 4,700 feet) SeaWorld will construct a 10-foot wide landscaped pathway running from the northeast corner of the leasehold along the waterfront to the boat ramp and from the existing turn-around on the east side of the South Shores embayment, along the waterfront to the Fiesta Island causeway. The accessway shall be completed by December 31, 2002. Final specifications and alignment details for the pathway shall be determined by the City Manager.

[Page II-25] Modify the recommendation for the Transit Station as follows:

Transit Station (Area 2)

Proposed Project:

The North Bay and Beach Area Guideway Study (NB&BAGS), currently under study by the Metropolitan Transit Development Board (MTDB), could provide a guideway transit link from inland San Diego to the beach and bay area activity centers. Key activity centers proposed to be served include SeaWorld, Sports Arena redevelopment, Belmont Park, Mission Bay Park, Quivira Basin, proposed Mission Bay Amphitheater, Mission Valley, downtown hotels, and the beach communities.

MTBD is considering automated people mover (APM) technology for this project. APMs include a variety of possible technologies ranging from small/medium monorails to medium/large automated guideway transit (AGT).

Design Criteria:

- Coordinate the design of the parking garage to accommodate the transit station, if feasible.
- Enhance exterior treatments to integrate with the SeaWorld theme.
- Provide vertical circulation (including elevators and stairs) to accommodate the station pedestrian volumes.
- ~~Provide a pedestrian link from the station/parking structure directly to the front gate of SeaWorld.~~ SeaWorld should work with MTDB, or any successor agency, to implement the automated people mover technology, or any other proposed transit technology, and assure the transit station is provided with a direct, pedestrian friendly link to SeaWorld's front gate.
- Station and guideway height, within the parking structure area, shall not exceed 45 feet.
- Adequate right-of-way and financial participation for construction of the future transit station and guideway, as determined by the City Manager and City Council, shall be provided as needed in future lease amendments.

[Page II-26] Modify the recommendation for the Hotel and Marina Expansion as follows:

Proposed Project:

As provided in the 1985 Master Plan, SeaWorld proposes to expand the existing marina by extending the three existing docks and adding a fourth dock to the west. The marina expansion would add 115 water berths for a total of 315 berths. This total represents an 85-berth reduction from the 1985 Master Plan entitlement. Additionally, the existing ~~hotel~~ entitlement for a 300-room hotel, also provided in the 1985 Master Plan, would be ~~expanded from 300 to 650 rooms~~ retained. The conceptual proposal includes, a ballroom, meeting rooms, surface parking and a parking structure. A small landing dock, for hotel guests, will be built on the Perez Cove Shoreline directly behind the hotel. Additional access from the shoreline to the marina docks will be provided on the north side of the site. Prior to project review, SeaWorld will provide an economic feasibility analysis assessing the need for another hotel in Mission Bay Park. Construction of the hotel shall not be begin before July 10, 2011.

Design Criteria:

- The height of the hotel shall not exceed ~~90~~ 30 feet above the finished grade.
- A minimum 10-foot wide public accessway (vertical access) from Perez Cove Way to the shoreline shall be provided in the general area shown in Figure II-12, with the precise location to be determined when final plans are submitted for review. The accessway shall be located and designed to facilitate connection with the existing bikeway and pedestrian path along Perez Cove Way.
- A minimum 10-wide, landscaped public shoreline walkway (lateral shoreline access) along the waterfront shall be incorporated into the hotel design.
- Adequate parking and access for the marina shall be provided as a condition of the hotel and marina expansion plans.

[Page II-28] Modify Section II.E: Master Plan/FireWorks Displays as follows:

Fireworks are used extensively by theme parks to enhance the evening entertainment program, to recreate the experience parents had as children when fireworks were the final event at fairs, carnivals or Independence Day celebrations. Because fireworks have become such a popular theme park attraction, SeaWorld anticipates the following annual fireworks displays could take place in the future:

Display Type	Approximate Show Length	Shell Average	Maximum nights per year*
Typical	6 minutes	250 shells	~~217~~ 129
Special	12 minutes	1000 shells	~~25~~ 15
Major	20 minutes	1750 shells	~~11~~ 6
			Total 150

* The maximum number of nights per year for a greater intensity display type may be transferred to a lesser intensity display type, provided the total number of display nights does not exceed 150. Display intensity is defined by the approximate show length and average number of shells. Transferable display types are therefore limited to: 1) major to special; 2) special to typical; and 3) major to typical. Fireworks that reduce noise should be used.

[Page III-5] Add to Section III.C: Development Criteria/Additional Criteria (after Noise) as follows:

Attraction Themes/Elements

At least 75% of the total number of attractions (excluding the hotel) within SeaWorld shall contain a significant animal, education, or conservation element.

[Page IV-1] Modify introductory paragraph to Section IV Design Guidelines as follows:

The guidelines are intended as standards to be used by SeaWorld designers of buildings, landscaping, signage and lighting as well as by maintenance personnel. The City of San Diego Real Estate Assets, Park and Recreation and Planning Departments, parks advisory committees and City Council will utilize the design guidelines as a standard for evaluation of proposed new projects or for modifications to existing development. These guidelines also assure the San Diego community that SeaWorld acknowledges its place as a landmark in the city and will continue to maintain the highest standards of design. The design guidelines support the goal of the Mission Bay Park Master Plan Update, "to guide the continuing development of Mission Bay Park as it further matures into a unique, world-class water-oriented recreation area." These guidelines are intended to supplement and do not supercede the Mission Bay Park Master Plan Design Guidelines and/or City ordinances such as the landscape and noise ordinance. Future projects at SeaWorld should be assessed to meet specific guidelines for sustainability and energy conservation.

The primary focus of the design guidelines is to assure aesthetically pleasing public views of SeaWorld from outside its leasehold. For this reason, the design guidelines address the perimeter and some limited areas within the leasehold. The guidelines are not intended to regulate the internal design, operations and maintenance of SeaWorld projects that are not visible from public view outside the leasehold.

[Page IV-8] Add paragraph to Section IV.A: Design Guidelines/Landscape Design/Landscape Design Zones/Bayside Landscape as follows:

The bayside area on the north perimeter of SeaWorld is visible from various areas within Mission Bay Park. With the exception of views from Fiesta Island and the water, most of the views are from a distance that minimizes the visual details of this area. As redevelopment occurs, visual and physical access to and along the shoreline shall be provided to enhance the waterfront experience for SeaWorld's guests. Two distinct landscapes occur along the bayside: the Perez Cove shoreline and the shoreline between the Waterfront Stadium and South Shores Road.

[Page IV-15] Add paragraph to Section IV.A: Design Guidelines/Landscape Design/Landscape Design Zones/Parking Lots as follows:

The SeaWorld guest parking lot is planted with Alders, Italian Stone Pines, Southern Live Oaks and New Zealand Christmas trees. Parking lot trees are located in curbed planters between parking spaces and in larger planters that form the driveways within the parking lots. The eastern parking, expansion scheduled for 2001-2002, will be similarly planted and use Torrey Pines and Catalina Ironwood as the parking lot theme trees.

All new or redesigned parking lots shall meet the landscape requirements of the City of San Diego Municipal Codes Sections 142.0406 and 142.0407, which includes the following:

- One tree shall be provided within 30 feet of each parking space
- In parking areas less than 6,000 square feet, the required minimum planting area shall be 40 square feet per tree.
- In parking areas of 6,000 square feet or greater, the required minimum planting area shall be 5% of the parking area, exclusive of perimeter planting areas.

[Page V-2] Modify Section V.B: Regulatory Framework/Implementation/Project Review Process (2nd Paragraph) as follows:

Although the City does not issue SeaWorld's Coastal Development Permits, SeaWorld has committed to submitting projects for formal public review by the City. Therefore, this section describes different levels of City public review that must be undertaken before SeaWorld may submit its application for any individual project Coastal Development Permit to the Coastal Commission. The relevant City body, whether the City Council or the Park and Recreation Board, may recommend that the Coastal Commission approve, approve with conditions or deny the Coastal Development Permit. The City body also will make findings as to whether the project substantially conforms to the SeaWorld Master Plan. The City's finding, recommendations, comments and proposed conditions will be submitted to the Coastal Commission concurrently with the SeaWorld Coastal Development Permit application.

Level 2 ~~Projects~~ projects may not be submitted to the Coastal Commission unless the City Council finds that they substantially conform to the SeaWorld Master Plan.

[Page V-3] Modify Section V.B: Regulatory Framework/Implementation/Project Review Process/Level 2 as follows:

Level 2 requires review and recommendation by the Mission Bay Park Committee, review by the Design Review Committee of the Park and Recreation Board, and public hearings before the Park and Recreation Board, Planning Commission and the City Council. An environmental check by the Environmental Analysis Section to determine consistency with the Master Plan EIR will also be performed. The recommendations of those bodies are then submitted to the Coastal Commission for approval or denial of a Coastal Development Permit.

~~Review levels are determined by height within various areas of the leasehold as well as other threshold criteria (see Table V-1).~~

~~**Table V-1**~~

~~**Height Thresholds for Determining Project Review Levels**~~

~~Leasehold Area~~	~~Level of Review (see Figure V-1)~~	
	~~Level 1~~	~~Level 2~~
~~Area 1 – Theme Park~~	~~0 – 90 feet~~	~~90+ feet~~
~~Area 2 – Guest Parking~~	~~0 – 45 feet~~	~~45+ feet~~
~~Area 3 – Admin. & Support~~	~~0 – 45 feet~~	~~45+ feet~~
~~Area 4 – SeaWorld Marina~~	~~0 – 30 feet~~	~~30+ feet~~
~~Area 5 – Perez Cove Shoreline~~	~~0 – 30 feet~~	~~30+ feet~~

In all leasehold areas, a level 2 review is required~~, regardless of height~~, where a project involves any of the following:

- A structure or structural addition which exceeds 30-feet in height.
- A change to a use other than the theme park, parking, administration, support, marina, hotel or other uses described in the SeaWorld Master Plan.
- A modification of the shoreline.
- A change in a sub-area boundary (e.g. expansion of the theme park [Area 1] into the existing guest parking lot [Area 2]).

[Page V-4] Add paragraph to Section V-B Regulatory Framework/Implementation/Project Review Thresholds as follows:

A "Public Review Notice of Application" for both Level 1 and Level 2 reviews shall be required at the time of application for all proposed projects within the SeaWorld leasehold. The notice shall be provided to all parties who have requested to be notified. The mailing list of parties interested in notification of SeaWorld projects shall be established and maintained by City staff. The Notice of Application shall provide a general description of the project, the location and size of the project, the name, address, and phone number of the applicant. The applicant shall also be required to post the Notice of Application on the property, visible to the public.

[Page V-4] Modify Figure V-1: Regulatory Framework/Implementation/Project Review Thresholds: as follows:

A revised graphic will be provided showing the Planning Commission as part of the Level 2 process. A footnote will be added indicating the need for a Notice of Application upon project submittal. (See page 12 of this document.) A second footnote will be added to the Level 1, Design Review box with the following reference:

As determined by staff, all projects visible from the public right-of-way will be reviewed by the Park and Recreation Department Design Review Committee.

[Page A-7] Modify Appendix/Hotel: as follows:

Hotel

The hotel is an entitlement carried forward from the 1985 SeaWorld Master Plan and updated to fit present economic realities. The conceptual development plan is very preliminary and SeaWorld has no plans to build the hotel any time in the near future. ~~Therefore a precise assessment of the visual impacts of the hotel is not possible at this time. A massing model of a 90-foot structure occupying the entire hotel site shows that a full buildout scenario would be highly visible from the northern and eastern portions of Mission Bay Park and the surrounding residential hillsides. However, no significant views identified in the Mission Bay Park Master Plan would be blocked. The tall trees to the south and west of the hotel site would effectively screen the hotel from the Point Loma and Ocean Beach areas and the western portions of Mission Bay Park. The same trees form a background that will help soften the view from areas with a clear line of sight to the hotel. Although, the hotel would be the first of its kind since the adoption of the 1972 Coastal Height overlay zone, the additional structure (about the same height as the Hilton hotel on East Mission Bay Drive) would not significantly alter the character of Mission Bay Park.~~

~~The hotel, unlike the future theme park attractions, would have an immediate impact upon traffic. The hotel traffic, as well as cumulative traffic from other proposed hotels and development projects in Mission Bay Park, was evaluated in the traffic study prepared for the SeaWorld Master Plan EIR. Not evaluated in the study, due to the need to assume worst-case conditions, is the potential trip reduction factor of a hotel within walking distance from SeaWorld. Assuming that a primary reason for a hotel stay in Mission Bay Park would be a visit to SeaWorld, a hotel on the SeaWorld site would result in less local traffic through Mission Bay Park.~~

The hotel would be built only if the market for additional guest space in Mission Bay Park would support it. Prior to a formal project submission, the SeaWorld Master Plan Update requires an economic feasibility analysis assessing the need for another hotel in Mission Bay Park. Additionally, any hotel will require, at minimum, an addendum (or amendment) to the EIR and a City Council public hearing. At that time, traffic and viewshed impacts will be reassessed in the context of a specific proposal. Construction of the hotel shall not begin before July 10, 2011, although SeaWorld may seek and obtain all necessary approvals prior to that date.

Thur 8e

Amendments to the Mission Bay Park Master Plan Update and LCP Land Use Plan

(Approved by the City of San Diego City Council, July 10, 2001)

The following amendments to the Mission Bay Park Plan Update and LCP Land Use Plan are proposed to implement the SeaWorld Initiative:

Add the following paragraph to the Executive Summary/Key Recommendations/viii. Aesthetics and Design (page 16) of the Mission Bay Park Master Plan Update:

- The City of San Diego's Coastal Zone Height Limit Overlay Zone was amended by public vote in November 1998. The amendment allows development to a maximum height of 160 feet within the SeaWorld property. Specific criteria governing the height, scale, massing, and visual impacts of all Sea World development shall be governed by the SeaWorld Master Plan, which is incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan.

Add the following sentence to item 27, (page 26) of Appendix G, Design Guidelines of the Mission Bay Park Master Plan Update:

27. Low Rise Emphasis: Mission Bay is an expansive area with wide and open views of the ocean from the surrounding hillsides. Low-scale buildings reinforce the open quality of the bay while minimally obstructing views to the sky and distant landforms. For this reason, and in recognition of the public mandate for a 30-foot height limit within the City's coastal areas (Municipal Code 101.0451), the Park buildings should continue to be low rise, except in the SeaWorld leasehold where the voter approved amendment to the City's Coastal Zone Height Limit Overlay Zone (Proposition D, 1998) allows building heights to a maximum of 160 feet. Development within the leasehold shall be governed the SeaWorld Master Plan.

Delete the entire recommendation for the South Shores Commercial Parcel (page 50) of the Land Use Component of the Mission Bay Park Master Plan Update:

~~**21. South Shores Commercial Parcel:** Because of its limited water access and isolation from other areas of the Park, this 16.5-acre site is considered more suitable for commercial-recreation purposes. The parcel has been configured such that its northern half lies outside the limits of the South Shores landfill while capturing a wide stretch of waterfront facing Pacific Passage. This allows a number of possible commercial uses to be considered, including the expansion of SeaWorld attractions, a 200-room motel, or a water-oriented entertainment center.~~

~~The underlying objective is that this parcel is "best use" as commercial-recreation or visitor-serving commercial support facilities. In accordance with the public consensus on this issue, "best use" should not mean permanent and exclusive commercially-supporting parking. Any new and permanent parking should be of such quantity and proportion as would be required to serve whatever commercial use may be proposed.~~

Add the following section to replace recommendation 21 (starting on page 50) of the Land Use Component of the Mission Bay Park Master Plan Update:

21. SeaWorld: In 1998, the City of San Diego's voters approved an amendment to the Coastal Zone Height Limitation Overlay Zone allowing development to a maximum height of 160 feet within the SeaWorld leasehold. In keeping with the intent of the Mission Bay Park Master Plan to preserve existing viewsheds and visual corridors, the additional height available to SeaWorld should be used judiciously. Therefore, the development criteria for the SeaWorld leasehold shall be governed by the SeaWorld Master Plan (also known as the lease development plan) which is incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan.

Modify the recommendation for the South Shores Commercial Parcel (page 125) of the South Shores and Fiesta Island Component of the Mission Bay Park Master Plan Update:

~~**113. Commercial Parcel:** The proposed 16.5+/- acre 'best-use" commercial parcel is configured to take maximum advantage of the waterfront while still allowing the relocation of the Ski Club to the planned embayment. Its configuration also permits the retention of the existing restrooms. The actual boundary of the lease parcel should depend on the Ski Club area and shore public access requirements, but should not be less than 300 feet; this depth is the minimum necessary for a guest-housing, motel-type development as an optional commercial use.~~

The 16.5 +/- acre "best-use" parcel, incorporated into SeaWorld's lease in 1998, shall not be used exclusively for permanent commercially-supporting parking. Future development of the parcel should take into consideration the potential relocation of the Ski Club.

Add the following to recommendation 47 (page 70) of the Water Use Component of the Mission Bay Park Master Plan Update:

47. Additional Wet Slips: The recreational and navigational use of the Bay water are valued substantially more than the dedication of water areas for wet slips and anchorage. Accordingly, no new slip or mooring areas are recommended, with the following exceptions:

- Current wet slip expansions proposed by the Bahia Hotel (41 slips), the Princess Resort (58 slips), the Mission Bay Yacht Club (27 slips), and SeaWorld (115 slips), should proceed. These are limited expansions that do not impact the recreational or navigational use of their immediate water areas. The new slips proposed by the Princess Resort and SeaWorld would be within the current leasehold area.

EXCERPTS FROM THE
MISSION BAY PARK MASTER PLAN UPDATE

PREPARED FOR

City of San Diego

THURS 8E

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R-284398
R-284399
R-284400

CITY OF SAN DIEGO
LCPA #2-2001C
SEAWORLD

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Aerial Photograph of Mission Bay, 1992
Source: City of San Diego

EXECUTIVE SUMMARY

I. EXECUTIVE SUMMARY

Mission Bay Park has for decades been one of San Diego's principal tourism and leisure destinations, providing seven square miles of water and land for recreation and attracting millions of visitors from across the nation and abroad. On a peak summer day well over 100,000 people will use the Park, engaging in a diverse range of activities from group picnicking, sailing, and visiting Sea World, to swimming, fishing, jogging, and bicycling.

As more people settle in the region, new recreation demands will be placed upon the Park responding to new interests, perceptions and values about how to engage the outdoor environment for relaxation and play. The fundamental goal of the Master Plan Update is to identify these new demands and chart a course for the continuing development of the Park which will sustain the diversity and quality of recreation and protect and enhance the Bay's environment for future generations to come.

PUBLIC PARTICIPATION

Mission Bay Park attracts a high level of interest from a great variety of constituent groups: organizations, institutions, businesses and individuals. To tap this interest and put it to work to the benefit of the Master Plan Update, an active and meaningful public participation process was established at the outset of the planning project.

Public Participation

The public participation process relied on a previously prepared Community Outreach Program, which targeted community groups; a statistically valid, random telephone survey of over 800 San Diego households; two public workshops; regularly scheduled and advertised public meetings with the Mission Bay Planners (an advisory group sanctioned by City Council which included the entire Mission Bay Park Committee); and regular meetings with a steering committee composed of directors and management staff from key City of San Diego departments.

A critical component in the mobilization of public input was the operation of a professionally organized media campaign. All the relevant newspaper, radio, and television stations were contacted using press information packs, individual interviews throughout the planning process, and regular press releases. Feature articles in all the media, including business, environmental, and current news coverage, helped to foster public awareness of the issues being debated. This campaign contributed to a high public attendance at the public meetings and workshops. It is to this comprehensive public input that the Master Plan Update owes its recommendations, which were approved by the Mission Bay Planners in draft form in November, 1992.

A BALANCED APPROACH: RECREATION, COMMERCE, ENVIRONMENT

The diversity and quality of recreation in Mission Bay Park depends on the balanced provision of public recreation, the sustainable management of environmental resources, and the operation of economically successful commercial leisure enterprises.

Recreation

This Plan maintains and expands upon Mission Bay Park's traditional land and water use objectives. With over 100 acres of proposed new parkland, the Park will further be regarded as a regional destination for waterside recreation, picnicking, walking and bicycling, and simply enjoying the Bay views. These developed areas will be supported by extensive natural areas, principally in Fiesta Island, for more passive, nature-oriented recreation.

Commerce

From a commercial perspective, the Park will continue to host a number of economically important leisure-industry leases, such as a major aquatic park, resort hotels and recreational vehicle camping, as well as not-for-profit leases such as youth camping and sailing facilities. It is not the objective of this Plan, however, to expand dedicated lease areas to the detriment of the public use of the land. The total land lease area under this Plan remains below the 25 percent cap imposed by City Charter. The total water lease area also remains below the City Charter cap, which is 6.5 percent. What this Plan does promote is the intensification of certain existing leases in order to maximize their revenue potential.

Environment

In recognition of this generation's increasing attention towards environmental issues, and of this region's concern over the quality of the Bay's natural environment in particular, this Plan incorporates a decisive commitment to environmental health. This commitment is supported by comprehensive proposals aimed at improving the Bay's water quality and continuing the conservation and enhancement of the Park's wetland and upland habitats for the benefit of both wildlife and people. Key environmental recommendations include the establishment of an 80-acre wetland area at the outfall of Rose Creek, and the creation of an overflow parking lot in South Shores. If properly designed, the wetland will help filter pollutants entering the Bay through Rose Creek, which drains a 58-square mile area, provide increased habitat for wildlife along the Pacific Coast Flyway, and provide the setting for nature-oriented recreational activities such as bird-watching and canoeing. The overflow parking lot will help reduce automobile traffic in the Park, which reduces harmful emissions and congestion, and helps preserve more of the land for recreation, commercial, and upland habitat functions.

"PARKS WITHIN A PARK"

Because the Park's land and water resources are finite, achieving an optimum combination of recreational, commercial, and environmental functions depends strictly on the efficient use of the Park's land and water areas. In other words, the Park must yield "maximum sustainable benefit" out of a limited set of resources. This efficiency depends in part on the congregation of compatible uses in distinctive regions around the Park so as to gain multiple benefits from any given land and water area. This approach, in effect, creates distinctive recreation areas within the Park, or "Parks Within a Park."

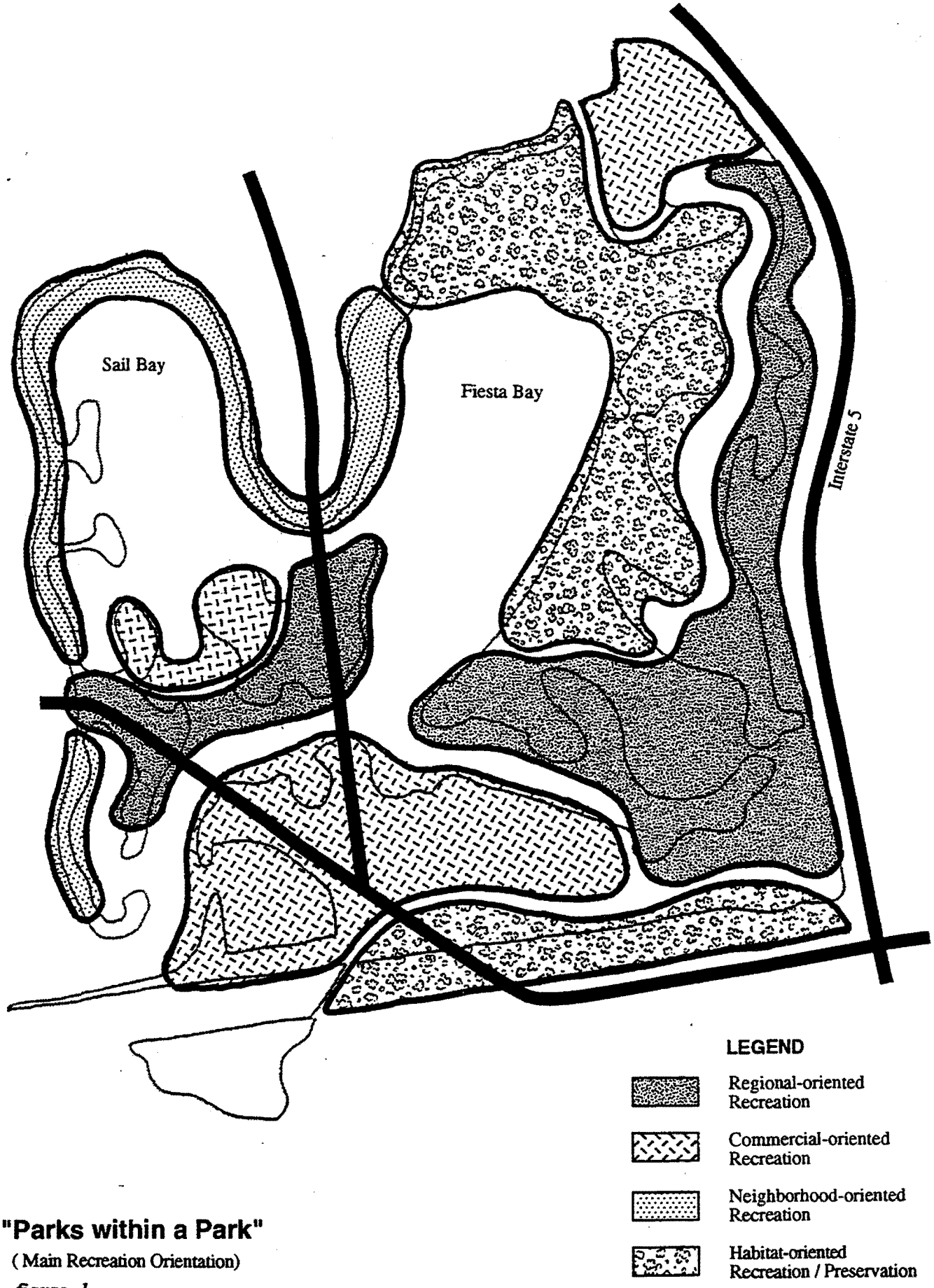
One of the main features of the "Parks Within a Park" concept is the consolidation of natural resources in the northeast quadrant of the Park, partly in Fiesta Island (mostly upland habitats) and partly in the areas west of the Rose Creek outfall (mostly wetland habitat). Such a land use allocation augments the habitat value of both the existing preserves and proposed new habitats, and maximizes their potential function as a setting for passive, nature-oriented recreation.

KEY RECOMMENDATIONS

i. Water Quality

It is broadly recognized that the Park's economic and recreational future depends on the quality of the Bay's water. In response to fluctuating quality of the Bay waters, this Plan proposes a comprehensive set of measures involving state-of-the-art biological, mechanical, public education and recreation management programs.

- Biological measures include the establishment of saltwater marshes that can naturally filter pollutants as they enter the Bay through the creeks that drain the Bay's watershed. The principal marsh area would be located generally west of the Rose Creek outfall; smaller marshes are proposed at the Tecolote Creek outfall and on East Shores south of the Visitor and Information Center.



"Parks within a Park"

(Main Recreation Orientation)

figure 1

- Mechanical measures include completion of the City's interceptor system, construction of upstream catchment basins, and the provision of additional sanitary flushing stations for boats and recreational vehicles.

- Public education and management measures include a program of watershed pollution awareness education and a specific pollution control campaign for boating, automobile, and park maintenance operations.

ii. Regional Recreation

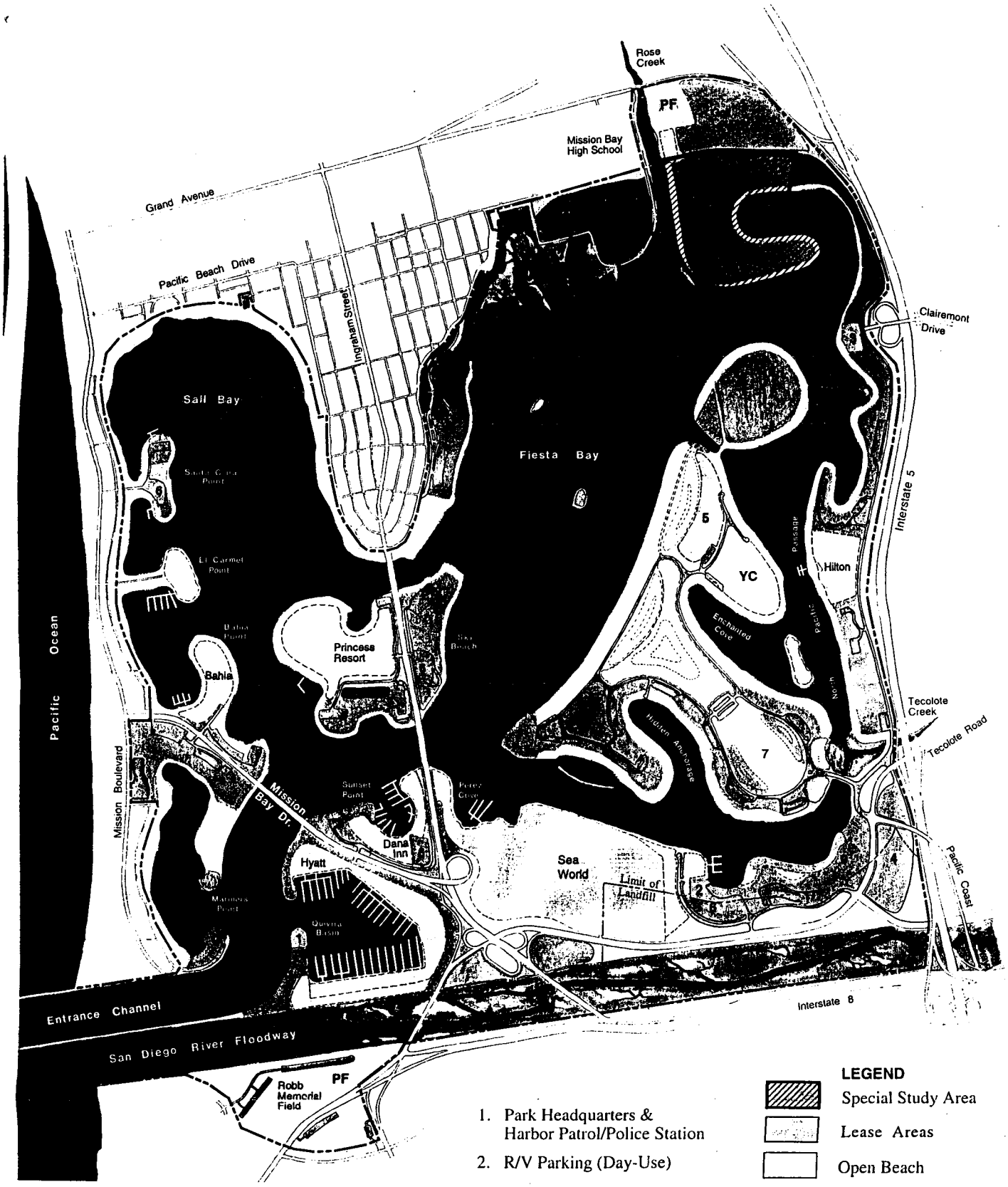
The turf and beach areas along the Park's shorelines support the most intensive public recreational activity in Mission Bay. These areas draw users from throughout the San Diego region. With the County's population on the rise, the capacity of the Park to accommodate this activity must be commensurately increased.

- This Plan proposes a 50 percent increase in new regional parkland. About 100 acres of regional parkland are proposed in Fiesta Island, mostly in the current sludge bed area. Another 40 acres are proposed in South Shores.

- The Over-the Line sand arena is proposed to be relocated from the western to the eastern end of Fiesta Island's main peninsula. This will expand its area, improve spectator facilities, and place it within walking distance of the Park's major future parking and transit facilities.

- New large group picnic facilities are proposed in South Shores and Fiesta Island in close proximity to wide, open turf areas suitable for related active games and sports. Existing group picnic events are to be phased out from Crown Point Shores and be transferred to South Shores and Fiesta Island once these areas are developed.

- League sports are proposed to remain in Robb Field and the Pacific Beach Athletic Fields. No additional



1. Park Headquarters & Harbor Patrol/Police Station
2. R/V Parking (Day-Use)
3. Visitor/Information Center
4. Overflow Parking
5. Primitive Camping
6. Boat Ramp/Trailer Parking
7. Sand Arena
8. Northern Wildlife Preserve
9. Public Amphitheater & Promenade

LEGEND

- Special Study Area
- Lease Areas
- Open Beach
- Parkland
- PF — Playfields
- YC — Youth Camping
- Wetland Habitat
- Upland Preserve
- Coastal Landscape
- Salt Pan

NORTH 0 500 1000 2000 FT.

Land Use

iv. "Natural" Recreation Areas

The rise of environmental awareness in recent decades has been paralleled by an increase in the desire for more natural recreation venues. The telephone survey conducted as part of the Master Plan Update revealed that a majority of San Diego residents would like to experience parts of Mission Bay in a more natural condition.

- The north half of Fiesta Island is proposed to remain essentially in a natural state, with large areas in coastal sage scrub available for hiking, jogging, bicycling, and primitive camping.

- The wetland areas proposed at the Rose Creek outfall would provide a natural setting for bird-watching, kayaking, rowing and canoeing.

v. Wildlife Habitats

In response to an extraordinary level of public demand for preservation and enhancement of natural resources, this Plan includes a number of proposals aimed at improving the Park's wildlife habitats. (These same areas are also planned to pro-actively respond to future state and federal requirements for habitat mitigation.)

- An 80-acre saltwater marsh is proposed west of Rose Creek adjacent to the existing Northern Wildlife Preserve. This recommendation requires the relocation of the Recreational Vehicle Park (Campland on the Bay), possibly to the east side of the Creek as a potential use in the proposed De Anza Special Study Area. Smaller marshes are also proposed at the outfall of Tecolote Creek and in North Pacific Passage.

- About 40 acres of eelgrass beds are proposed in Fiesta Bay. These result from (1) the dredging of East Ski Island, which allows a desired shortening of the Thunderboats event, (2) the "shaving" of Fiesta Island's western shore to form a mile-long crescent beach, which improves the potential use of the beach for

areas for "league-play" are proposed, except for the potential use of the Ski Club lease area, which will be relocated to the new South Shores embayment.

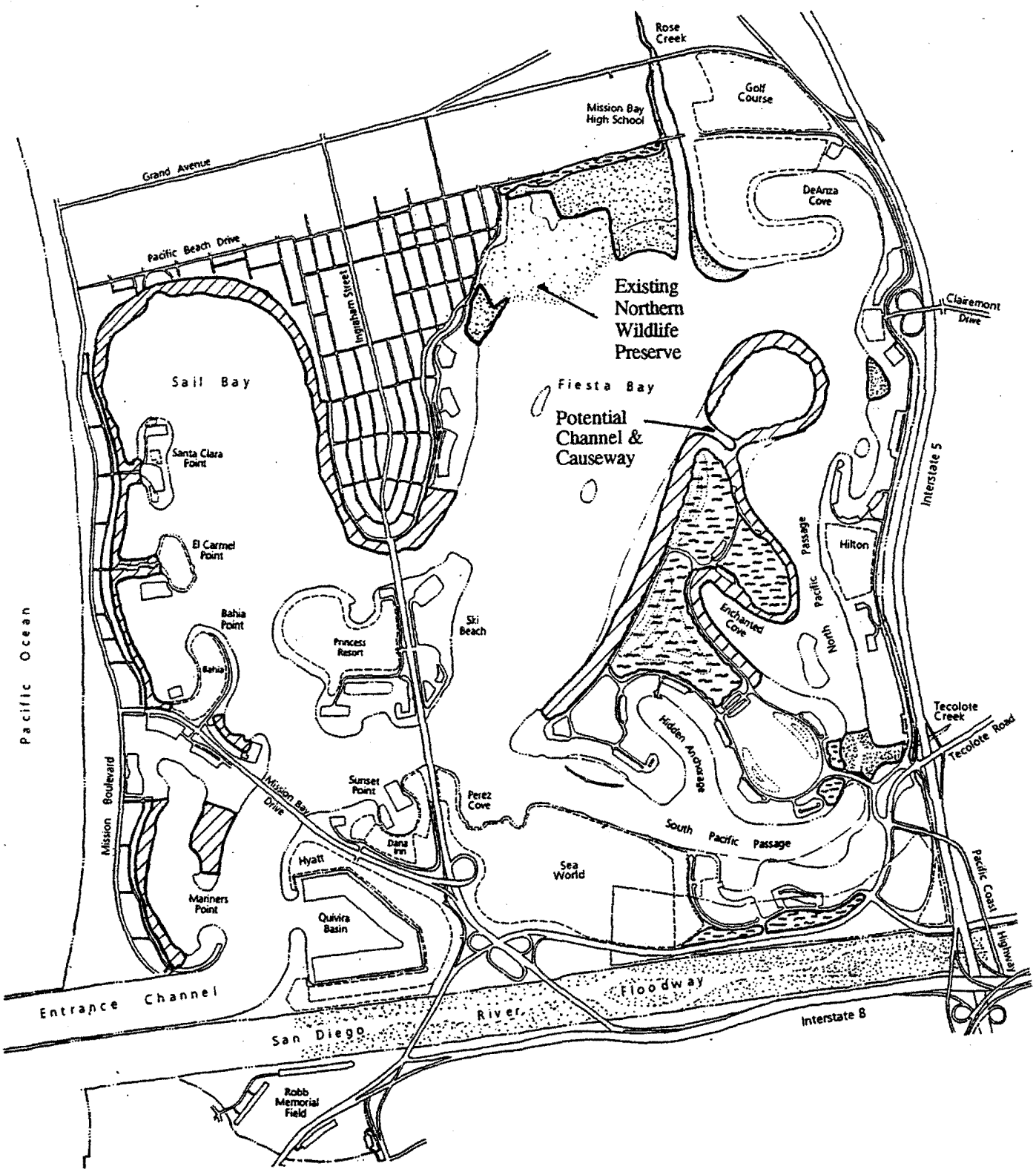
iii. Tourist Attractions

An important part of Mission Bay's recreational value lies in its tourist-serving facilities such as the resort hotels, special events and various camping facilities. This Plan recognizes and supports this diversity of tourist attractions, but without approaching the limit of land and water area devoted to dedicated leases as dictated by the City's Charter.

- This Plan provides from 350 to 950 potential new hotel rooms, largely within current lease areas in Bahia Point, Sunset Point, De Anza Point and Quivira Basin. An overall increase in revenue is thus achieved while minimizing the taking of land for commercial purposes.

- Overnight facilities for recreational vehicles are proposed as a potential use in De Anza Cove as part of the De Anza Special Study Area. At this location, recreational vehicle camping would enjoy optimum water access for swimming and watercraft rentals. Being well served by Interstate 5 and local commercial streets, this location also generates minimal traffic conflicts in surrounding residential neighborhoods.

- An approximately 16.5-acre commercial lease area is proposed in South Shores east of Sea World. This facility is suitable for several potential uses, including the expansion of Sea World attractions, a hotel, or other public recreation and tourist enterprise. The intent is for this parcel to serve a "best use" function that clearly contributes to the Park's image as an aquatic-oriented recreation destination.



Note: Existing Northern Wildlife Preserve area is not intended as a recreation area beyond its aesthetic and educational values.

NORTH 0 800 1600 1/2 MILE ACRES 5 10

LEGEND

- Upland Area
- Wetland Area
- Open Beach

"Natural" Recreation Areas

figure 3

swimming and special events viewing, and (3) the potential implementation of a channel across the Island's north end, which enhances the viability of the existing Least Tern preserve in the northern peninsula.

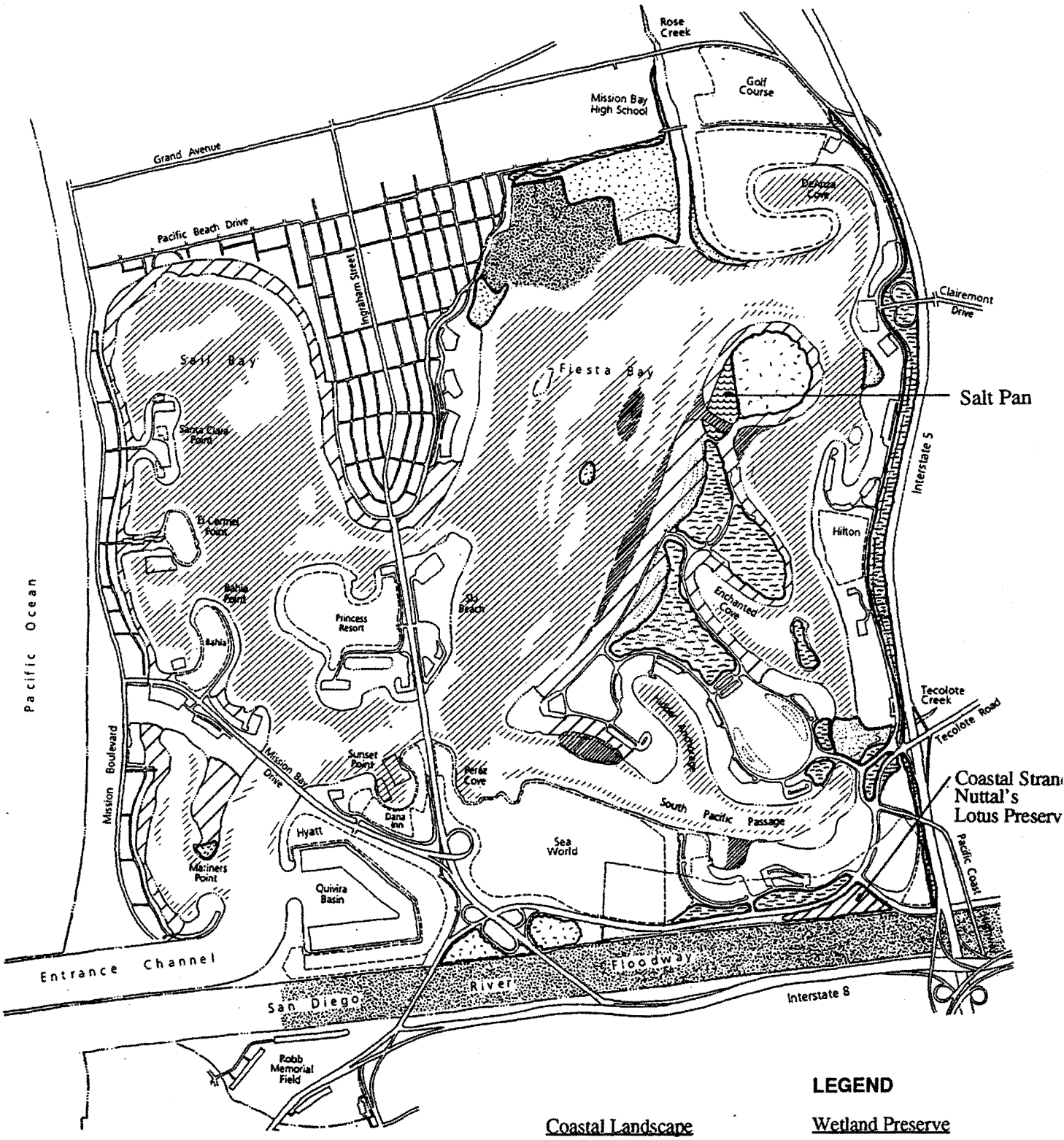
- Another 4 acres of eelgrass beds are proposed as part of a new embayment in the south shore of Fiesta Island facing Sea World. Along with a protective jetty, the embayment would provide tranquil, south-facing waters for wading adjacent to new parkland. Should additional eelgrass beds be needed for mitigation purposes, this embayment could be doubled in size.

vi. Water Recreation

The aim of the Plan's water use recommendations is to maintain an adequate level of safety and recreation enjoyment in the Park's various water areas. The means to this end is controlling the access to the Bay waters, that is, the number and location of boat ramps and related boat trailer parking. Consultations were held with representatives of the City's Lifeguard Services Division and the Police Department in an effort to arrive, through experience and practical knowledge, at the Bay's water use capacity and corresponding level of access.

- Current time-use allocations in Sail Bay are proposed to be maintained. In South Pacific Passage, west of the planned embayment, a "no-wake" zone should be instituted for the benefit of early morning rowers.

- The Plan proposes parking for up to 631 boat trailers, distributed between the Dana Landing, Vacation Isle, De Anza, and new South Shores ramps. Due to the high congestion and related navigation hazards experienced in North Pacific Passage, the De Anza ramp is proposed to be regulated as access and safety considerations may dictate, particularly on peak days. Unused areas of the ramp could be dedicated for day-use recreational vehicles and for launching non-motorized watercraft.



Key Environmental Recommendations

figure 4

vii. Access and Circulation

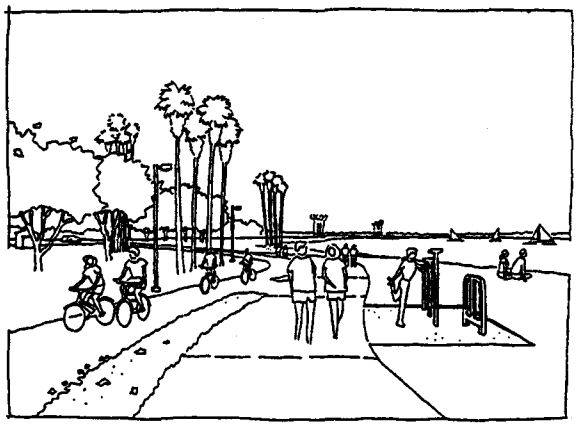
The Plan addresses vehicular, parking, transit, bicycle and pedestrian improvements with the aim of making efficient use of the regional roadway and transit network while minimizing the impact of cars in the Park. The Plan also promotes the expansion of the pedestrian and bicycle pathways around the Park, which, according to the telephone survey, rate second to picnicking as the preferred recreation venue.

- An overflow parking lot is proposed at the eastern end of South Shores. This lot would capture up to 2,900 vehicles coming from the regional freeway and collector network, minimizing traffic through the Park during peak use times. By concentrating parking in an area of the Park which has marginal recreation value, more of the waterfront parkland areas in Fiesta Island and South Shores (about 18 acres) can be dedicated for active recreation uses.

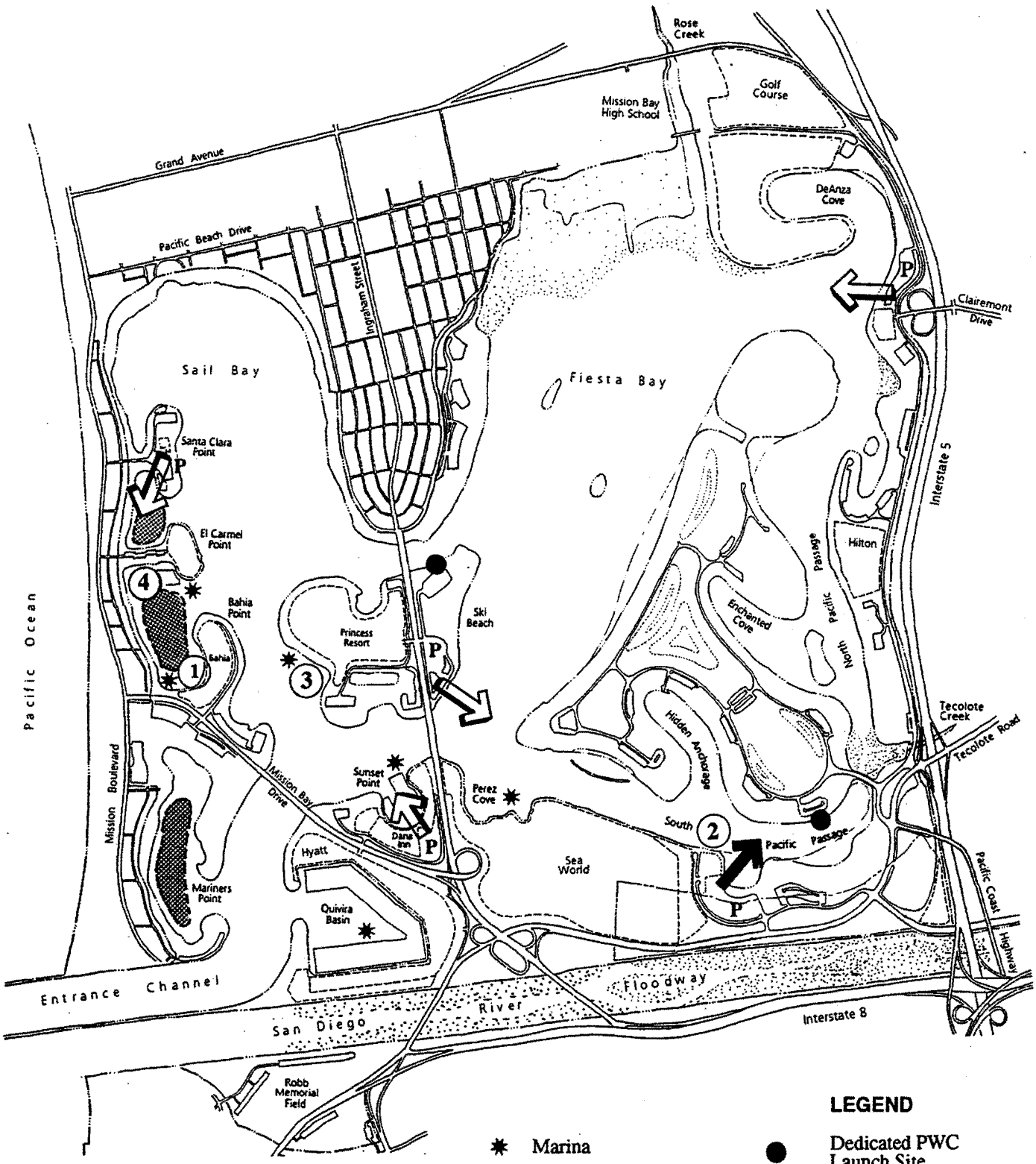
- A tram system, potentially a peak-day concession, is proposed to transport visitors from the overflow parking to Fiesta Island, and possibly other areas in the Park and beyond to Mission Beach and Pacific Beach. The telephone survey indicates resident support for the tram concept and for paying a nominal fee for its use.

- The completion of the bicycle/pedestrian path is proposed, allowing users to circle the Park uninterruptedly. This will require the construction of a bridge over Rose Creek, an overpass at Sea World's entrance roadway, and a raised path or boardwalk under Ingraham Street connecting Sail Bay with Crown Point Shores. In addition, over 5 miles of waterfront pathways are proposed in Fiesta Island.

- To enhance the use of the paths, separate but adjoining courses for pedestrians and bicyclists/skaters are proposed. It is recommended that existing paths be retrofitted to the new standards to the extent possible.



Bike &Pedestrian Path



LEGEND

- Marina
- P Boat Trailer Parking
- Potential Water Lease Expansion
- Dedicated PWC Launch Site
- Mooring Basins
- Existing Boat Ramp to Remain
- New Boat Ramp

1. Bahia Hotel
2. Mission Bay Boat & Ski Club
3. Princess Hotel
4. Mission Bay Yacht Club

Water Access

figure 5

viii. Aesthetics and Design

Design Guidelines are included as Appendix G in this Master Plan Update. The Guidelines aim to steer the design and implementation of future Park improvements, both public and private, towards an aesthetic that captures and manifests the Bay's aquatic environment.

Existing facilities undergoing renovation should adhere to the intent of the Guidelines to the greatest extent possible. It is recognized, however, that existing conditions may not permit the full implementation of the Guidelines in all cases.

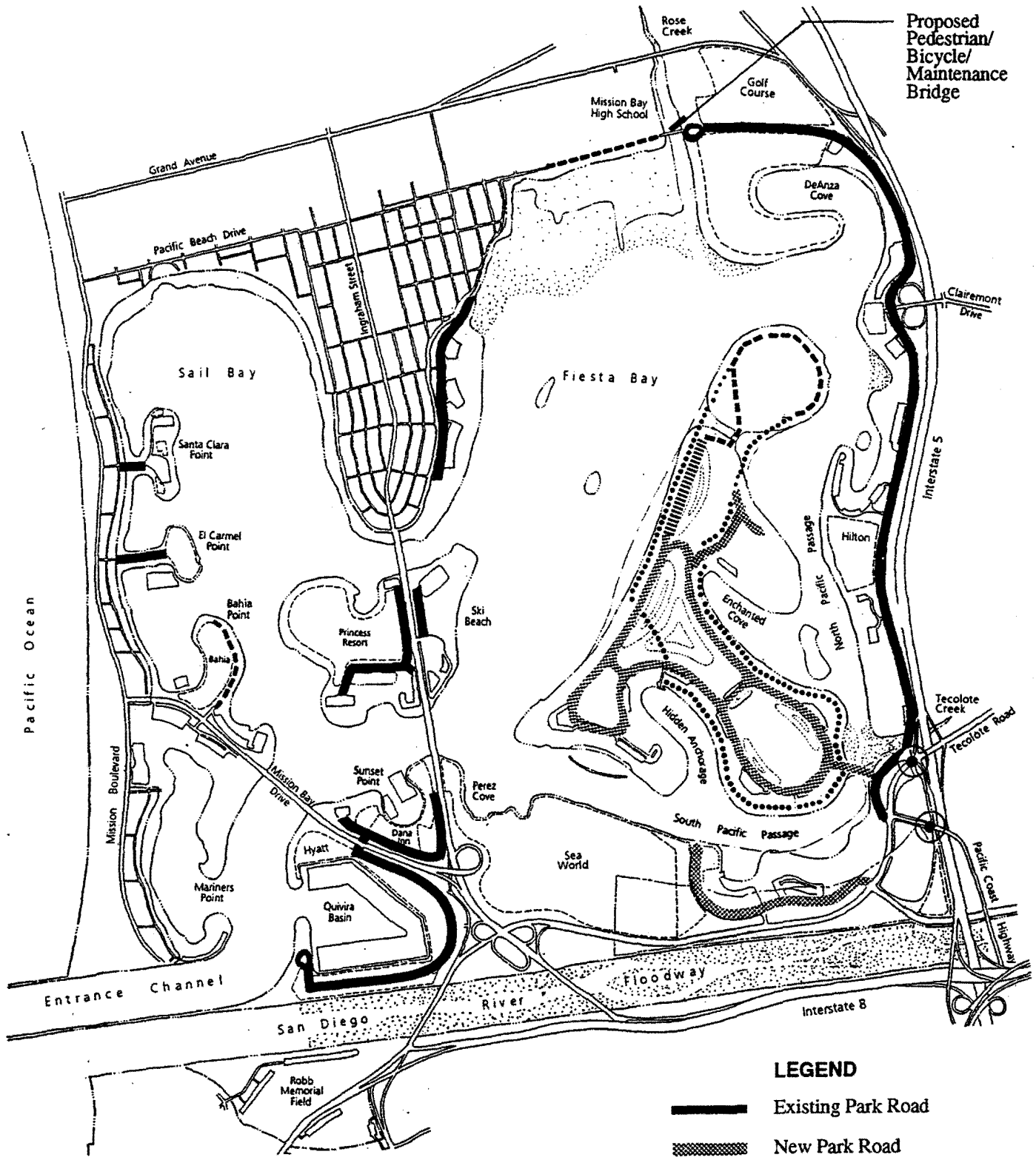
- Reinforcement of the Park's coastal setting is proposed as a broad landscape objective. Specific recommendations include turning the boundary of the Park, the areas between the Park road and the major regional roads in particular, into a coastal sage scrub landscape.

- To ensure continued public access to the shore, minimum setbacks from development areas are proposed: 50 feet from the mean-high water line in bulkhead conditions; 150 feet in beach conditions.

- In an effort to promote a uniquely appropriate building architecture that responds to the Bay environment, the Guidelines discourage overtly and excessive thematic styles.

- To gain more interesting roof forms, a special 10-foot "rooftop design allowance" is proposed as an addition to the current 30-foot coastal height restriction. An additional 5 feet in height in Quivira Basin and the Dana Inn lease area is proposed to permit the provision of one level of underground parking and thus enhance the redevelopment potential of these sites. These recommendations would require a simple majority vote by the citizens. The overall redevelopment of these sites does not depend on this vote, however; they are only enhanced by it.

Specific recommendations for the incorporation of art into the Park are included under this Plan document.



Proposed Roadway System

figure 6

ix. Capital Costs and Funding

The proposed Park improvements represent a public investment of about $171 million (1992 dollars). New and additional private investment in the Park could reach over $200 million over the next 20 years. These improvements will generate substantial revenue for the City in the form of lease revenues, Transient Occupancy Tax (TOT), sales taxes, employment taxes, development fees, etc. Part of the success of the Park will depend on an adequate, sustained level of both public and private improvements.
Three basic funding strategies are available to pursue the implementation of the proposed Park improvements:

- All Park-generated revenues including land lease revenue, TOT share, Sludge Mitigation funds, and tax increment are reinvested in the Park through an enterprise account. This scenario produces an estimated $52 million funding shortfall over this Plan's 20-year life.

- Only the incremental revenues from intensified leases, plus the other sources mentioned above, would be used to fund improvements. This scenario yields a $85 million funding shortfall.

- No land lease, TOT, or tax increment revenues are dedicated for Park improvements; only Sludge Mitigation funds would be available. This scenario would generate a $154 million funding shortfall.

Clearly, the first option yields the most revenue towards the development of the Park and is recommended for consideration. However, in light of the City's historic reluctance to accord such funds to an enterprise account, the second option should receive alternate consideration.

Both new and existing revenue sources are proposed to bridge the gap in funding shortfalls, no matter which enterprise account option, or none, is ultimately chosen. These include State and Federal Grants, Wetland Mitigation Funds, Certificates of Participation (replenished by new revenue sources), and an Open Space Financing District Bond.

LOCAL COASTAL PROGRAM

Introduction

The California Coastal Act of 1976 established a coastal zone boundary and mandated that all jurisdictions within that boundary prepare a Local Coastal Program (LCP). The LCP brings the jurisdiction's planning process into conformance with the 1976 Coastal Act.

The entire Mission Bay Park is located within the Coastal Zone. Consequently, this Master Plan has the responsibility of including planning and development standards to protect and preserve the state's coastal resources pursuant to the adoption and certification of the City of San Diego's LCP.

This Mission Bay Park Master Plan Update/LCP Land Use Plan has incorporated the coastal issues that have been identified by and for the community, and has developed policies and recommendations in the various elements of the Master Plan Update as summarized below:

Public Access

The Master Plan Update incorporates recommendations for improving vehicular, emergency, bicycle and pedestrian access to the Park. Over 5,000 new parking spaces are being recommended along with a tram system serving the principal recreation areas, new pedestrian walkways around Fiesta Island and South Shores, and completion of a bicycle path around the Bay. In all, the Park will contain over 12 miles of paths along the waterfront. Provisions for waterfront access for persons with disabilities is also recommended in the Plan, including dedicated parking in close proximity to the shore and paths leading directly to the water.

The Master Plan Update also recommends implementation of the previously planned South Shores boat ramp, and the regulated use of the existing De Anza boat ramp to ensure continued, safe and enjoyable access to the Bay by motor, sail, and human-powered craft.

Recreation and Visitor Serving Facilities

Mission Bay Park offers a myriad of recreational opportunities to the public at no cost including tourist information, parking, Park Rangers for a safer and more enjoyable experience while in the Park, close,

convenient access from all major freeways, and many sporting events including professional volleyball, personal watercraft, waterski, and Over-the-Line tournaments.

Other free park facilities include picnic shelters, barbecues, designated swim zones staffed with Lifeguards during the summer months, basketball courts, children's play areas including a new accessible playground located at South Tecolote Shores, a horseshoe court located at Hospitality Point, sand volleyball courts, fire rings, recreational vehicle pump-out station located at the Visitor's Information Center, public boat launches, a fitness course, and extensive bicycle/pedestrian paths throughout the entire Park. In addition to all these amenities, Mission Bay is also the home of several wildlife preserves providing bird watchers an opportunity to observe a variety of sea birds including the federally endangered Least Tern, the Brown Pelican, and the Light-footed Clapper Rail.

The Master Plan Update recommends the expansion of guest housing facilities in the Park. Over one thousand new hotel rooms are envisioned in the Plan, located in Marina Village, Bahia Point, Sunset Point, and, potentially, in De Anza Point in a specially designated, 171-acre Special Study Area. As they do today, these facilities will likely range in services and amenities so as to provide accommodations to a wide sector of the public. Overnight accommodations for recreation vehicles are also possible under the Plan as part of the De Anza Special Study Area.

The Master Plan Update also proposes the incorporation of a 16.5-acre parcel in South Shores for commercial purposes in accordance to a "best-use" objective from a recreation standpoint. An expansion of Sea World and a water-oriented theme park have been raised as possible uses for this parcel.

It should be noted that the above mentioned commercial facilities do not raise the dedicated lease areas of the Park above 25 percent of the Park's land area or 6.5 percent of the Park's water area, which are the maximums allowed under the City Charter.

Community Park and Recreation Areas

The Master Plan Update recommends a 50 percent increase in areas dedicated for active or regional-serving recreation. This increase is equivalent to 100 acres of new turf and adjoining beach area. Most of the new parkland is proposed in the southern portion

of Fiesta Island and in South Shores. These areas are optimally served by public transit facilities and by regional roadways, helping to minimize vehicular congestion in the Park and on surrounding city streets. New playgrounds, fields for informal sports, picnic grounds, and an upgraded sand arena for the Over-the-Line Tournament are proposed as part of the new recreation development.

Provisions for Low- and Moderate-Income Housing

Provisions for private housing are inconsistent with the public use of Mission Bay Park and are therefore not proposed in the Master Plan Update. In accordance with the Kapiloff Bill, and as confirmed by the City Attorney, the current lease for the De Anza Mobile Estates in De Anza Point is scheduled to expire in 2003. Disposition of this lease area will follow the overall disposition of the De Anza Special Study area as City Council may mandate at a future date. The Plan does not recommend specific uses for the 171-acre Special Study Area, except for a minimum of 80 acres of new wetland habitat.

Preservation of Water, Marine & Biological Resources

The Master Plan Update incorporates a comprehensive water-quality improvement program for Mission Bay, including the creation of nearly one hundred acres of salt marshes, eighty of them at the mouth of Rose Creek to help trap contaminants before they enter the Bay's main water bodies. Most of the new marshes will be located either contiguous or in close proximity to the Northern Wildlife Preserve, which under the Plan is retained in its present configuration. The Plan also proposes about 20 acres of new eel grass beds, resulting from the reconfiguration of the west shore of Fiesta Island and from a proposed channel cut across the Island on its northern section. The marsh and eel grass areas will help enhance the Bay's marine and biological resources by augmenting the availability of habitat for shore birds and invertebrate populations, and by helping improve the Bay's overall water quality.

Under the Plan, existing least tern preserves are proposed to be retained and/or relocated to alternate sites once such sites are proven, by breeding terns, to be demonstrably suitable. The Plan also proposes extensive areas of coastal landscape containing coastal sage scrub and dune plant communities. These landscapes are envisioned mainly in the mid and western sections of Fiesta Island.

Beach and Coastal Bluff Preservation

The Master Plan Update recommends the preservation of all of the Park's natural bluff areas, namely the bluffs on Riviera and Crown Point Shores. Existing beach areas are recommended to be preserved, except for the small beach south of the Visitor Center, which the Plan envisions as marsh to help improve the water quality in that area of North Pacific Passage. This loss, however, is mitigated by the addition of a larger and protected beach area in the southern end of Fiesta Island facing South Pacific Passage.

Impact of Buildout on Coastal Access

The Master Plan Update recommends the addition of new dedicated lease areas facing the Bay: one acre in Bahia Point; 2.5 acres on Sunset Point; and 16.5 acres in South Shores. Commercial uses are also possible in the De Anza Special Study Area. In all of the above lease areas, and in Marina Village, the Design Guidelines, prepared as part of the Master Plan Update, recommend the retention of public access along the waterfront. A 150-foot setback is proposed from the mean high waterline where such leases face a beach area; a 50-foot setback is proposed where a dedicated lease faces a bulkhead or rip-rap revetment.

Visual Resources

The Design Guidelines recommend the preservation of significant views into the Park from surrounding hillside development and roadways, such as Interstate 5, and from the main entrance roads such as Pacific Coast Highway and Tecolote Road. In addition, the Guidelines call for specific landscape and architectural standards to ensure the compatible integration of any new development, private or public, with the Bay environment.

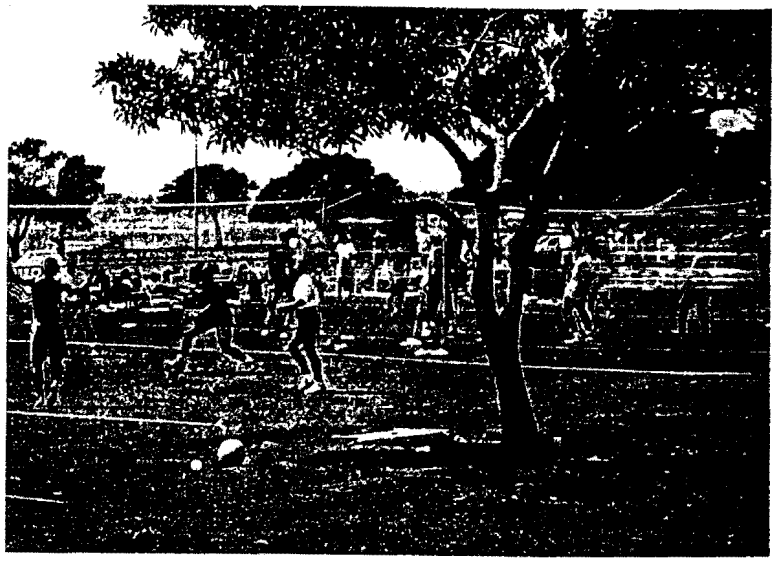
To enhance the visibility of the Park from high vantage points (surrounding hillsides, Sea World's tower and airplanes) more varied roof profiles are recommended for strategic areas of the Park, by relaxing the coastal height limit mandated by City Ordinance. This "roofscape variance" would require a majority vote of the people to implement.

Public Works

The Master Plan Update recommends new infrastructure in terms of roadways, emergency service, restroom facilities, paths and parking to meet the anticipated needs of future Park visitors.

LAND USE

IV. LAND USE



While more than half of the Mission Bay Park area is open water, a majority of park visitors engage the water as a setting for land-based recreation, i.e., walking, jogging, bicycling and picnicking. As the county population continues to rise into the 21st century, new demands on the Park's land resources can be expected. Meeting this demand, while retaining the inherent amenity of the Park's aquatic setting, is the principal aim of the land use component of the Master Plan Update. Accordingly...

> ***...Mission Bay Park should be an aquatic-oriented park which provides a diversity of public, commercial, and natural land uses for the enjoyment and benefit of all the citizens of San Diego and visitors from outside communities.***
>
> ***It should be a park in which land uses are located and managed so as to maximize their recreation and environmental functions, minimize adverse impacts on adjacent areas, facilitate public access and circulation, and capture the distinctive aesthetic quality of each area of the Bay.***
>
> ***The Park should also enhance the viability and use of other connected open space areas so as to promote the creation of a comprehensive, integrated open space system into and out of Mission Bay.***

AQUATIC ORIENTATION

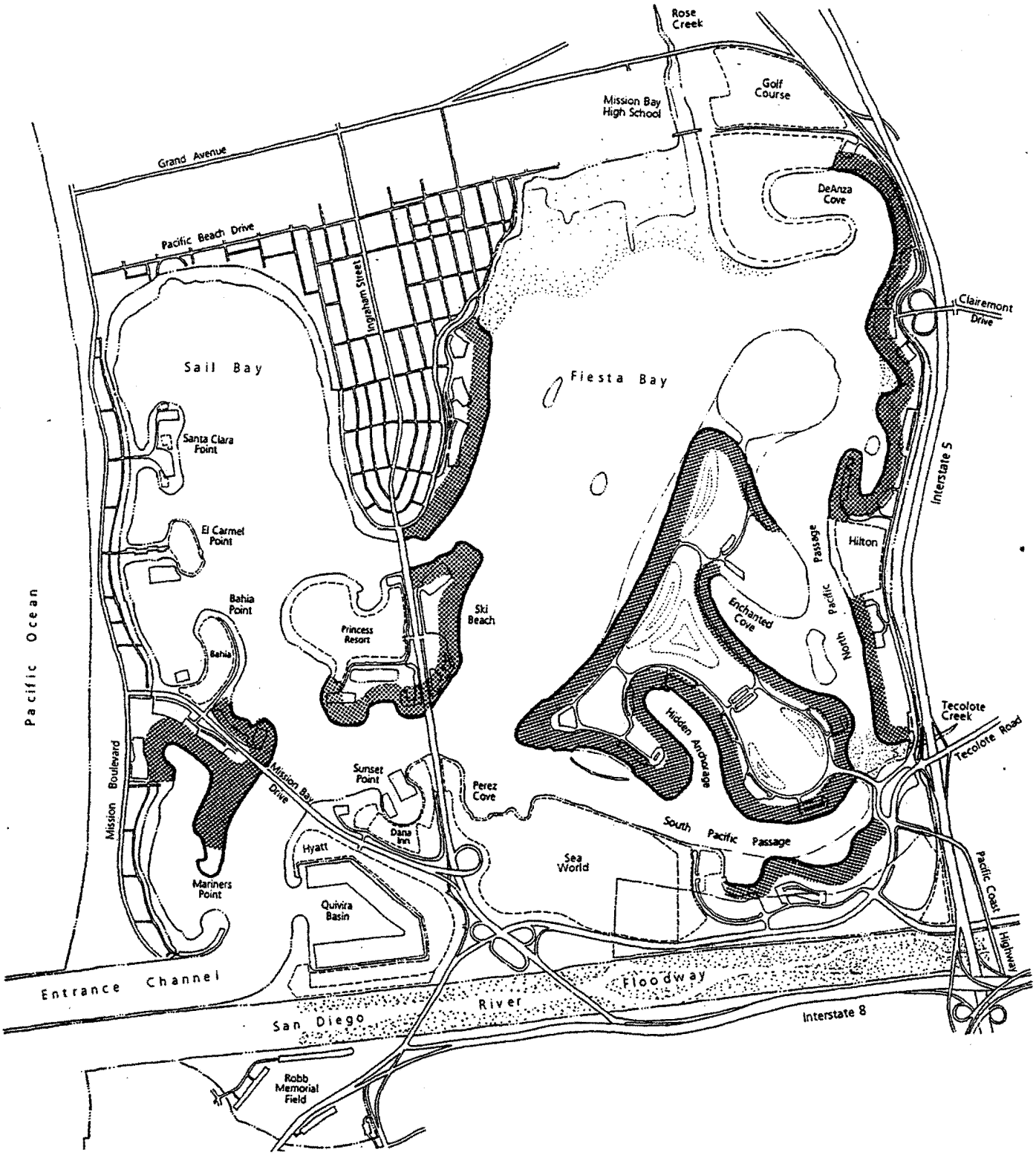
The uniqueness of Mission Bay Park lies in its aquatic setting. Fundamentally the Park was shaped out of the water and it remains focused upon it. It is deemed essential, therefore, that land use allocations in the Park be defined and arranged so as to maximize public access and enjoyment of the water. In other words, the zones with maximum exposure to the water should generally be reserved for those activities benefiting the most from such exposure, such as picnicking, strolling or bicycling.

Recommendations

4. Primary Zone:: A 300-foot depth is established in the Design Guidelines component of this Plan as the primary zone of water influence. Within this zone, priority should be given to passive recreation uses or uses compatible with the water setting. Conversely, land uses which restrict public access and enjoyment of the shore should be discouraged and avoided to the greatest extent possible.

5. Secondary Zone: Beyond the 300-foot zone, measures that further enhance and preserve critical views of the Bay should be pursued, such as maintaining visual corridors to the water and mounding the grade to heighten its presence. Such mounding, however, should not preempt the use of the land for active play where this activity proves to be desirable and convenient.

6. Commercial Access: New commercial development areas and hotel redevelopment projects should be required to provide convenient and secure public access to the water. Food and beverage facilities, for example, should be sited in close proximity to the water, encouraging their use by the general public.



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LEGEND

300-Foot Depth Public Waterfront Zone

Aquatic Orientation

figure 8

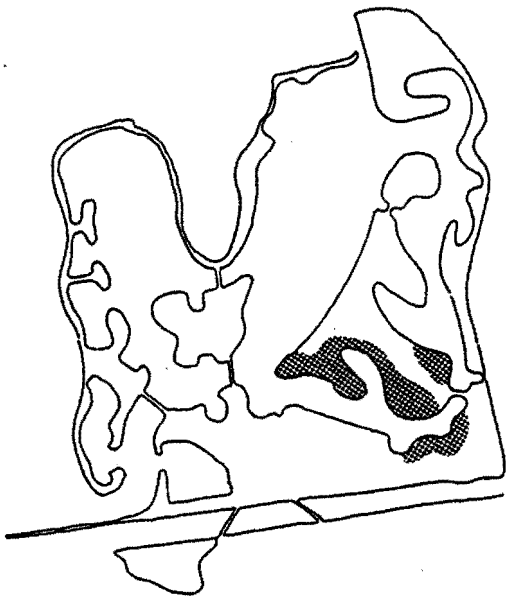
REGIONAL PARKLAND

Consisting of mostly sandy beaches backed by ornamental turf, vegetation, and support parking, the regional parkland areas of Mission Bay Park are the recipient of intensive, region-wide, land-based recreation. Picnicking, kite flying, frisbee tossing, informal sports, walking, jogging, bicycling, and skating are typical activities in the Park's regional parkland. In consideration of an anticipated 50 percent increase in the county's population over the next 20 or so years, an equivalent increase in the amount of regional parkland area has been targeted for the Park to meet future recreational demands.

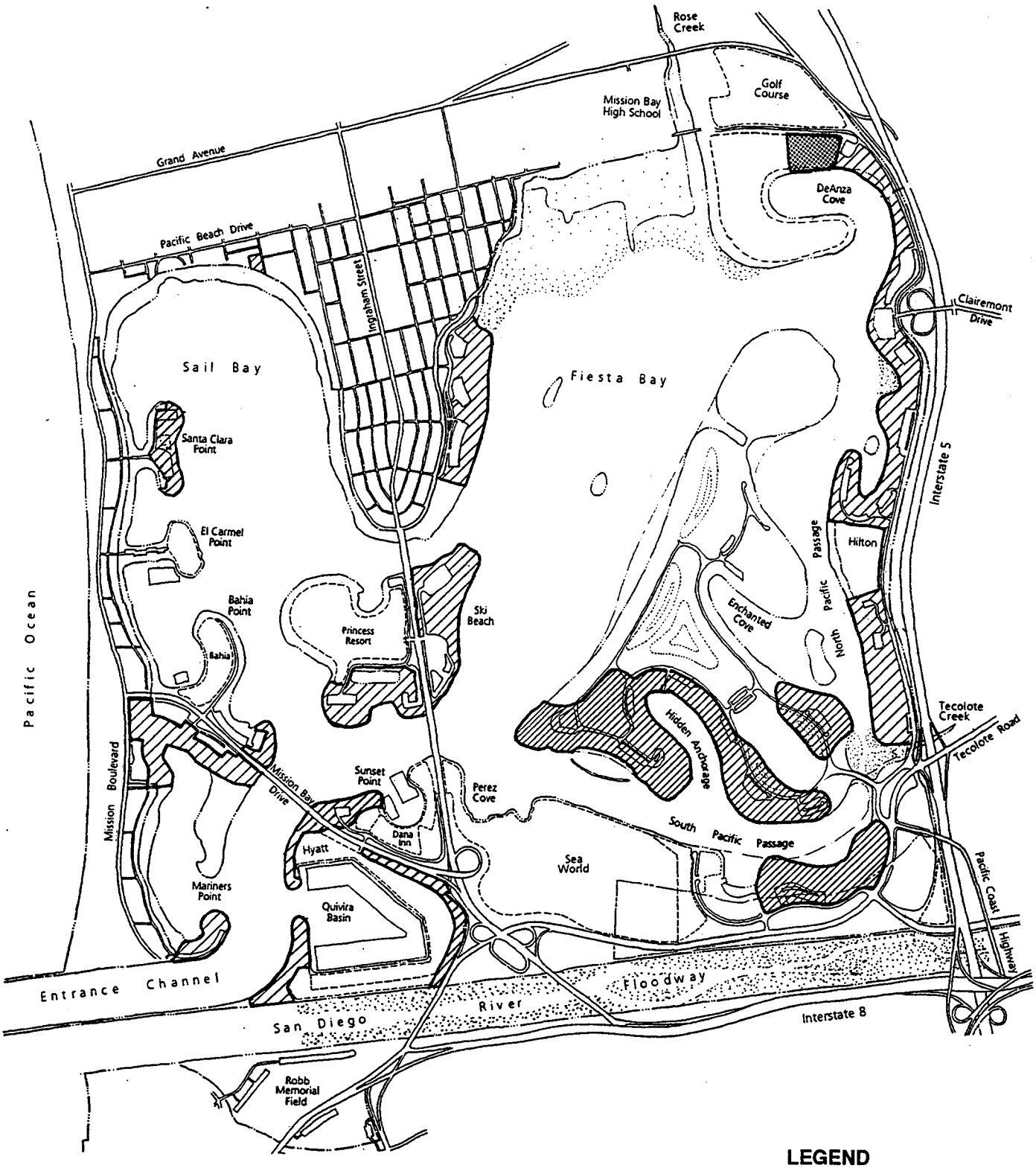
Recommendations

7. **Southeast Quadrant:** A total of about 340 acres of regional parkland are achieved under this Plan, which meets the 50 percent increase target. (Acreage calculations do not include support parking and roadways). Because of their intensive use, the new parkland areas are envisioned in the southeast quadrant of the Park – namely, the southern end of Fiesta Island and South Shores – where visitors can enjoy convenient access to and from the regional roadway network and planned transit facilities. This will facilitate access to the Park while minimizing internal vehicular circulation.

8. **Fiesta Island:** About 100 acres of new regional parkland should be developed in Fiesta Island, most of it in the current sludge bed area in the southern end of the Island. Replacing the sludge beds with parkland constitutes the only opportunity in the Park to gain net new land for recreation. This area enjoys unequalled exposure to the Bay waters and surrounding landscapes, as well as safe, convenient access to beaches with good water quality. This is one reason why it is proposed to relocate the planned habitat areas from the sludge beds to the northeast quadrant of the Park, west of the Rose Creek outfall. (The Environment Section of this Plan further elaborates on this recommendation).



New Regional Parkland of Fiesta Island & South Shores



Note: Large group picnics to be phased-out from Crown Point Shores

NORTH 0 800 1600 1/2 MILE ACRES 5 10

LEGEND

- Area to Remain (228.6 Ac.)
- Proposed Area (130 Ac.)
- Potentially Removed Area (15 Ac.)

Regional Parkland

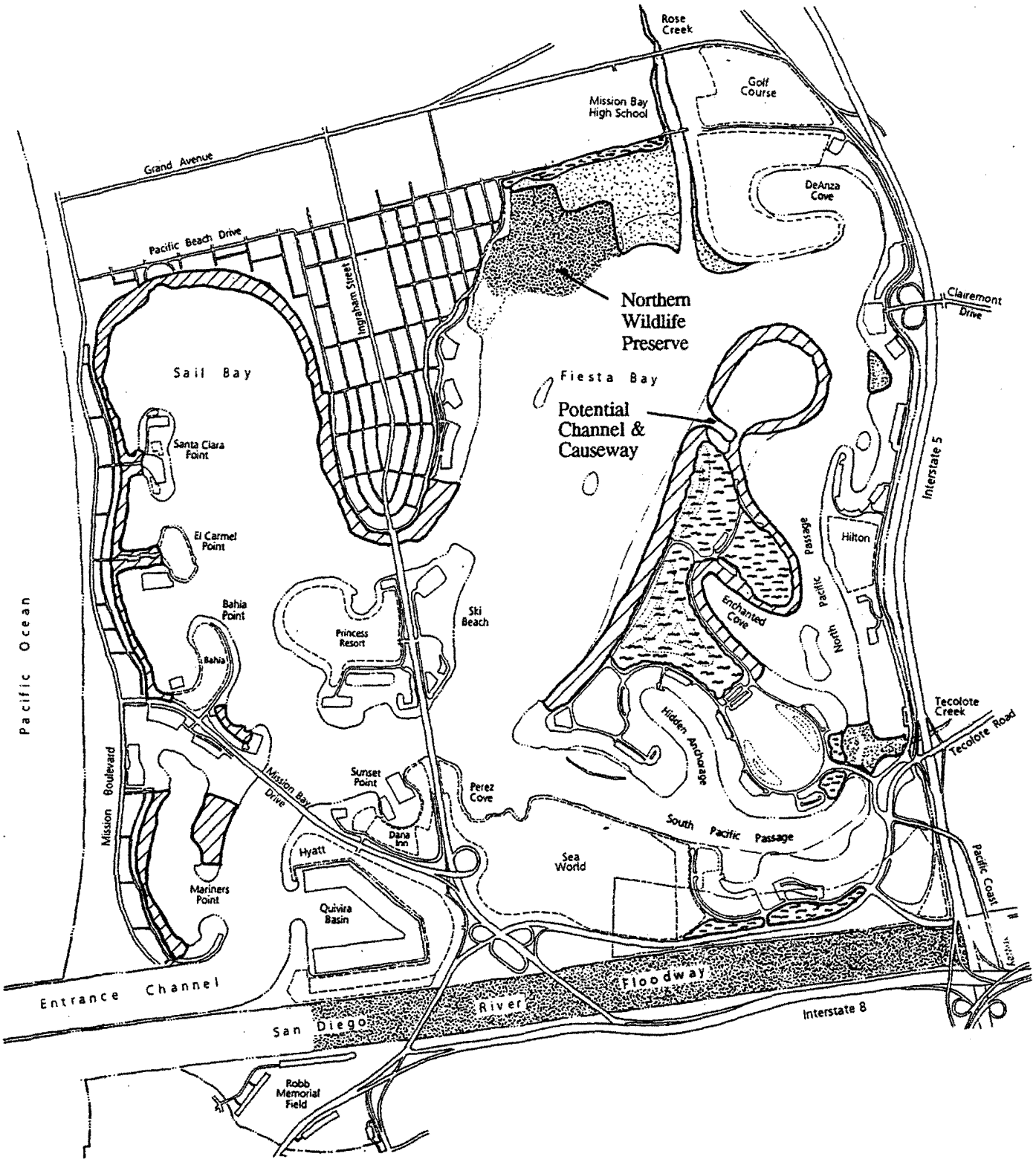
figure 9

9. **South Shores**: About 34 acres of regional parkland are proposed in South Shores, all of it east of the embayment. This proposal is consistent with the current development plans for South Shores, although the configuration of roadways, paths, and shore revetments have been altered in an effort to improve access and circulation, enhance the water's exposure to the recreation areas, and accommodate a public, multipurpose amphitheater.

10. **Large Group Picnic:** Large group picnic events generate an intensive use on parkland areas. Accordingly, group picnic areas should be located in Fiesta Island and South Shores, where vehicular and transit access is most efficient and convenient, and does not effect residential areas. To minimize conflicts between Park users and residents, the current programming and permitting of large group picnic events in Crown Point Shores should be transferred to locations in South Shores and/or Fiesta Island. The Fiesta Island/ South Shore Section of this Plan describes in more detail the proposals for these areas of the Park.

"NATURAL" AREAS

A distinctive feature of this Plan is the recognition of the desire by a growing segment of the population to recreate in less congested, more natural areas. "Natural" areas in the context of Mission Bay Park include open beach areas backed by coastal strand vegetation, upland areas vegetated by coastal sage scrub species, and wetland areas. In addition to providing a unique, more natural environment in which to recreate, this landscape can also provide substantial benefits to wildlife and serve mitigation purposes for other disturbed environments.



Note: Existing Northern Wildlife Preserve area is not intended as a recreation area beyond its aesthetic and educational values.

LEGEND

- Upland Area
- Wetland Area
- Open Beach

NORTH 0 800 1600 1/2 MILE ACRES

"Natural" Recreation Areas

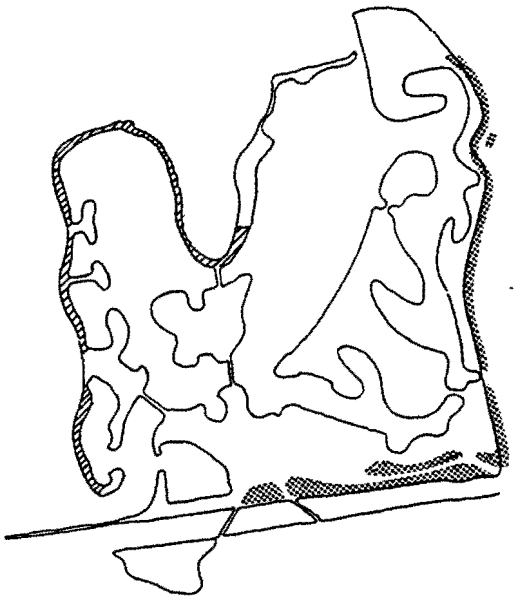
figure 10

Recommendations

To maximize their recreational and biological functions, the "natural" areas of the Park are proposed in the northeast quadrant of the Park where they can benefit from optimum contiguity. In essence, the new development areas in the eastern half of the Park would progress from the most intensively used, ornamental and highly maintained landscape in South Shores, to the least intensively used, more natural and lowest maintained landscape by the Northern Wildlife Preserve.

11. **Central Fiesta Island:** The Island's central peninsula is proposed half as an open sand arena suitable for sand-based tournaments and half as an upland coastal sage scrub landscape suitable for hiking and biking. The sand arena should be located in the eastern end of the peninsula to make most efficient use of the proposed overflow parking area in South Shores. The area in coastal landscape should be gently raised to afford enhanced views of the Bay.

12. **North Fiesta Island:** The Island's north end is proposed as a controlled habitat area for the California Least Tern and as a site for salt pan mitigation. A path for bicycles, pedestrians, and maintenance and emergency vehicles is proposed around the perimeter of this site, allowing the public to access the beach areas of the peninsula. Gates and fences should be provided around the Least Tern and salt pan mitigation sites, which should be accessed only by authorized individuals. A channel across the Island along with a bridge or causeway should be considered as a means to further separate the north end of Fiesta Island from the more intensively used areas to the south. The channel could also provided added eelgrass habitat.



"Rustic" Perimeter

Beach

Coastal Vegetation

13. Northern Habitat Area: West and south of the Rose Creek outfall, and contiguous with the Northern Wildlife Preserve, an 80+/- acre wetland habitat area is proposed. This habitat would include salt marsh, salt pan, and coastal sage scrub plant communities, and would be designed to permit limited public access for hiking, jogging, resting, bird-watching, rowing and canoeing.

14. "Rustic" perimeter: The Design Guidelines call for the Park to be encircled by a more natural band of vegetation to emphasize its unique coastal setting. In East Shores, this band can be accomplished in the space between I-5 and the park road. In South Shores, limited areas of coastal sage scrub are proposed between a new park road and Sea World Drive. In Sail Bay and Mariner's Basin, the rustic perimeter is already provided by the open sand areas, which should be maintained. Elsewhere along the Park's perimeter, such as in Hospitality Point and Mariner's Point, the partial substitution of ornamental turf areas with coastal plants, particularly around their outer edges, should be implemented.

DEDICATED LEASE AREAS

Dedicated lease areas on Mission Bay Park, comprised of both non-profit and commercial leases, contribute to the revenues of the City while providing a variety of recreation opportunities to Park visitors. Of the nearly 472 allowable acres dedicated for lease areas in the Park, 404.42 acres, or about 85 percent, are currently in use. It is not the intent of this Plan to "reach the limit" of allowable dedicated lease area. Rather, lease areas have been considered in balance with public recreation needs, environmental objectives, and revenue generation. Overall, three basic objectives have guided the consideration of dedicated leases:

- Existing commercial leases should be intensified to the greatest extent possible, so as to minimize the taking of public land to expand or create new commercial leases elsewhere in the Park.
- Commercial leases should provide a variety of recreational opportunities, i.e., high, as well as moderately priced guest housing accommodations, recreational vehicle camping, and sites for primitive tent camping.
- Within the preceding objectives, commercial lease areas should render maximum revenue utility to the City.

Recommendations

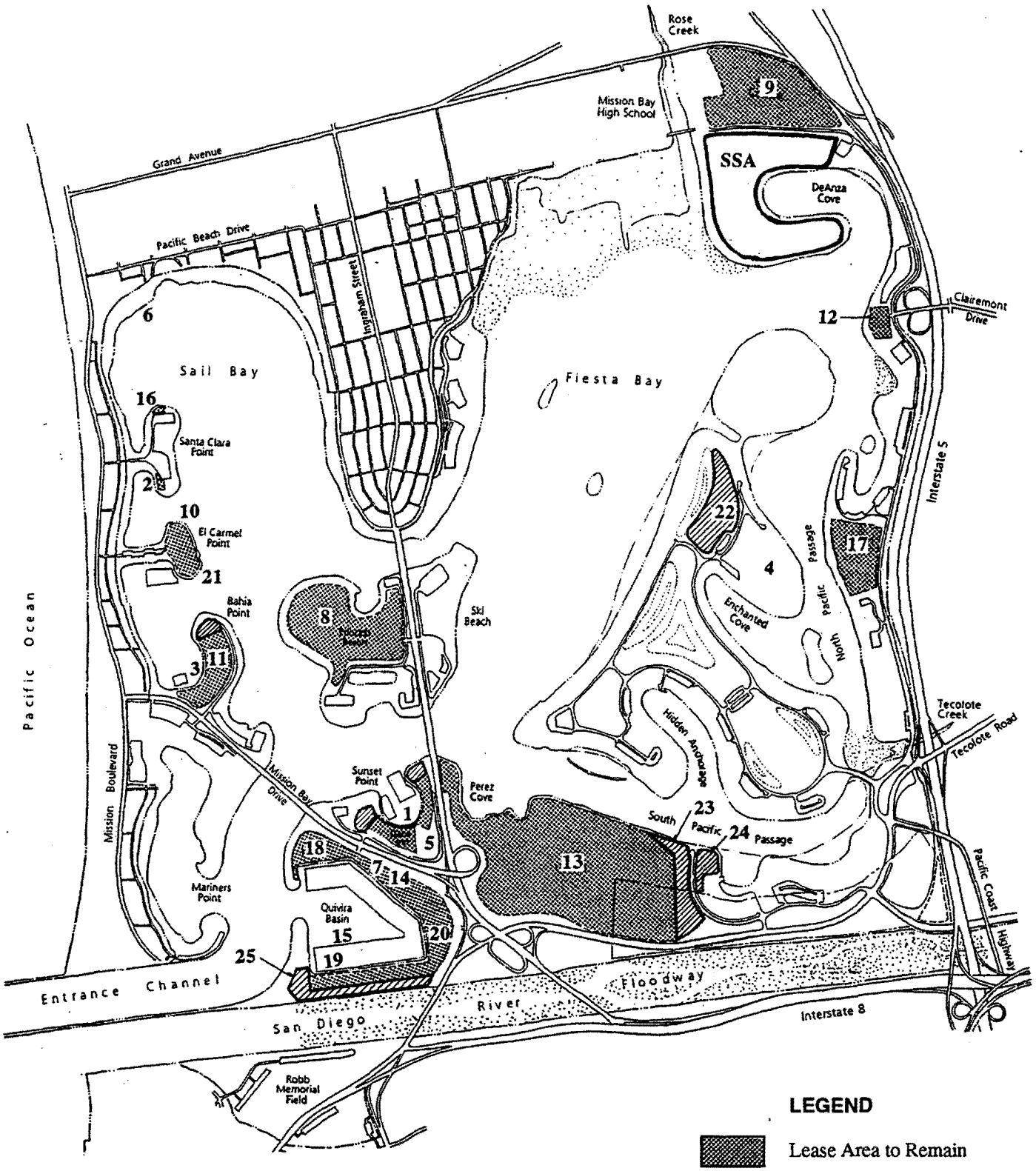
The following new dedicated lease areas, are proposed:

15. Marina Village: 500 hotel rooms, limited retail, conference facilities. The redevelopment of this existing lease should include the unimproved parking strip facing the San Diego River Floodway as an addition to the lease area (4.0+/- acres), creating a 19-acre redevelopment site. Expanding the lease area would allow the implementation of a wider public promenade on the north side of the development, taking full advantage of marina views. Vehicular public access to Hospitality Point through the site should be maintained.

Table 1

PROPOSED COMMERCIAL & NON-PROFIT(NP) LEASES

1. Dana Landing
2. Mission Bay Aquatic Center (NP)
3. Bahia Belle
4. Youth Aquatic Center (NP)
5. Dana Inn
6. Catamaran's Pier
7. Sportsman's Seafood
8. San Diego Princess Resort
9. Mission Bay Golf Center
10. San Diego Rowing Club& (NP) Mission Bay Rowing Association
11. Bahia Hotel
12. San Diego Visitor and Information Center
13. Sea World
14. Seaforth Sport Fishing and Boat Rental
15. Everingham Bros. Bait Co.
16. Mission Bay Sports Center
17. S.D. Hilton Beach and Tennis Resort
18. Hyatt Islandia and Marina
19. Pacific Rim Marine Enterprises, Inc. (Mission Bay Marina)
20. Marina Village
21. Mission Bay Yacht Club (NP)
22. Primitive Camping (Private or Public)
23. "Best Use" Commercial Parcel
24. Mission Bay Boat & Ski Club (NP) or Other Commercial Use
25. Marina Village/Pacific Rim Potential Lease Expansion



LEGEND

- Lease Area to Remain
- Potential New Lease Area
- Abandoned Lease Area
- SSA — DeAnza Special Study Area

NORTH 0 800 1600 1/2 MILE ACRES

Dedicated Lease Areas

figure 11

16. Pacific Rim Marine Enterprises, Inc. (Mission Bay Marina): Optional hotel redevelopment. Should market conditions warrant, part or all of the Yacht Center leasehold should be permitted to redevelop into a guest housing complex similar in character to that proposed in Marina Village. Provisions for boat maintenance and servicing should be maintained as part of the redevelopment to the extent feasible. As in Marina Village, the unimproved parking area opposite the Yacht Center, plus a portion of Hospitality Point, should be added to the commercial lease area for redevelopment purposes (about 6 acres total).

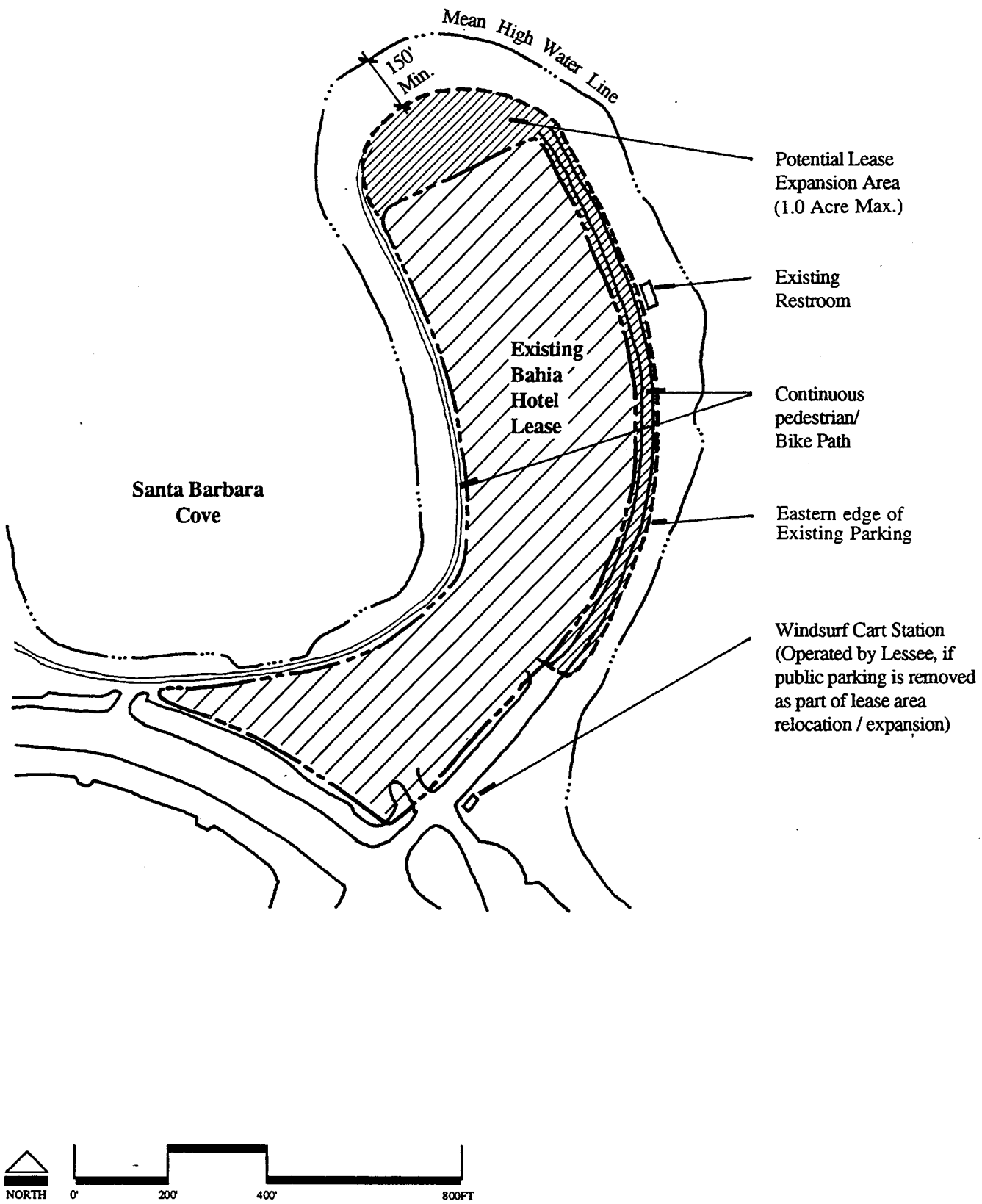
17. Bahia Hotel: 600-room resort hotel. In accordance with the objective of intensifying existing leaseholds, the Bahia Hotel lease, at the lessee's option, should be expanded towards the point of the peninsula, and shifted eastward to the eastern curb of the existing parking. Such an expansion and shift could potentially permit the addition of 120 hotel rooms to the complex, above and beyond the current 484-room redevelopment plans. The following criteria should guide the redevelopment of the Point:

- The lease expansion should not exceed approximately one acre in area. An adequate public use zone should be maintained at the point itself in accordance with the Design Guidelines (150 feet to the mean high water line).

- Every effort should be made as part of any redevelopment effort to implement a continuous pedestrian and bicycle path around the Point in accordance with the Design Guidelines.

- Any loss of public parking resulting from a lease expansion and/or relocation should be mitigated.

- If the Bahia Hotel is to expand into Bahia Point's public parking areas, the lessee should be required to provide alternate means of carrying board sailing equipment to the tip of the Point from a drop-off area at the entrance of the leasehold.



Bahia Point Development Area

figure 12

18. De Anza Cove (Special Study Area): This area is planned as a Special Study Area (SSA) potentially involving any one or all of the following uses: guest housing; regional parkland; beach; boating concessions; wetland; wetland-related hydrologic improvements; paths and trails. Recommendation 24 describes in more detail the intent of this SSA and its development criteria.

19. Sunset Point Lease Expansion: In keeping with the objective of intensifying existing commercial areas, the Plan proposes the potential expansion of the Dana Inn by approximately 2.5-acres. It is estimated that 80 additional hotel rooms can be developed in this area. The expansion area should stretch from the northern boundary of the current leasehold towards Sunset Point, and observe the following development criteria:

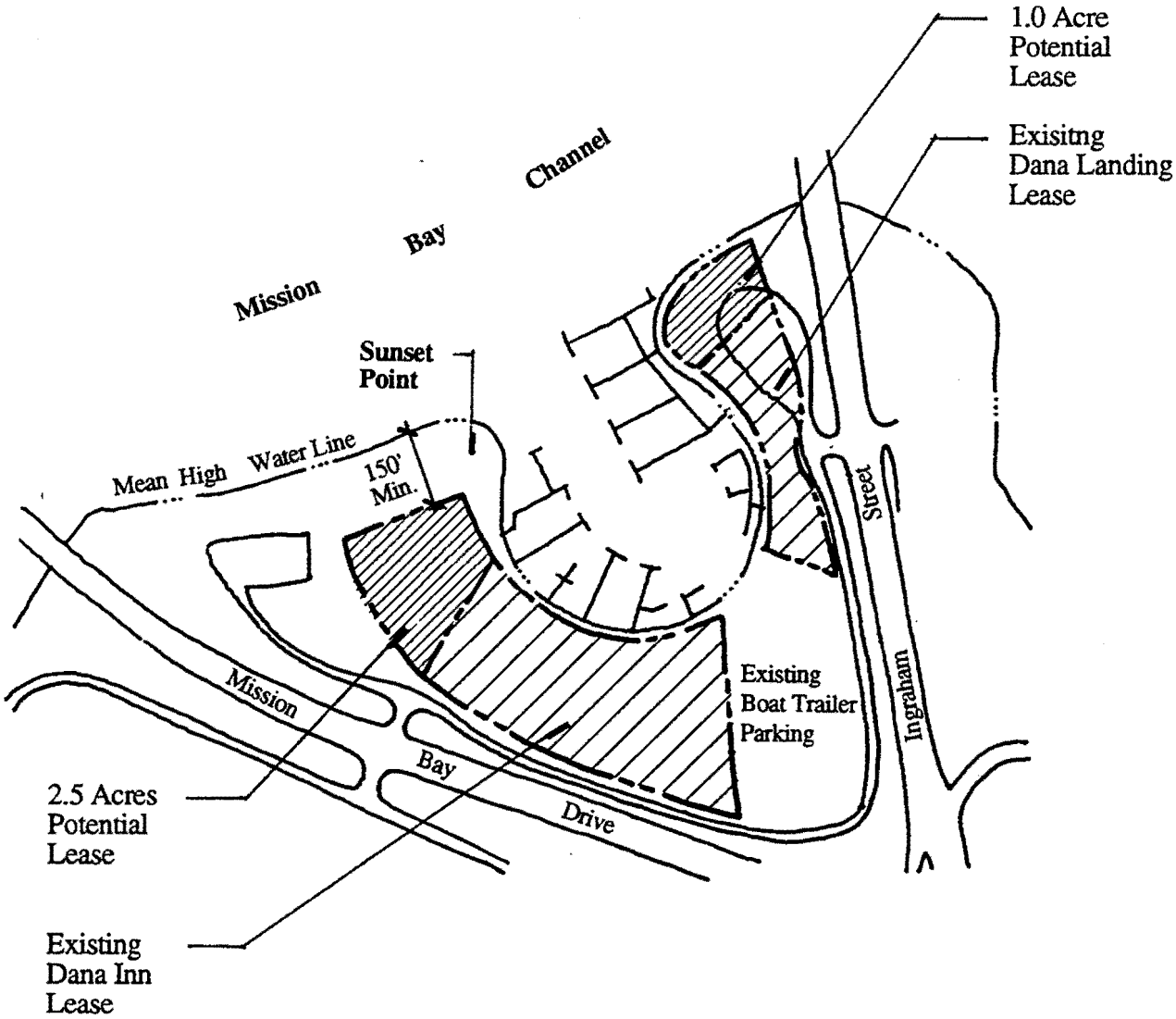
- Development proposals should enhance pedestrian, bicycle, emergency and maintenance circulation around Sunset Point in accordance with the Design Guidelines.

- All required private parking should be provided within the leasehold area.

- Development intensification should minimize the impact to Sunset Point Park users. The waterfront areas of the Point should remain accessible to the public as required by the Design Guidelines.

- All required private parking should be provided within the leasehold area.

20. Dana Landing Lease Expansion: The Plan proposes a 1.0-acre expansion of the Dana Landing leasehold. The expansion area should stretch from the leasehold's current northern boundary towards the Mission Bay Channel, provided that emergency and public access to the waterfront be maintained in accordance with the Design Guidelines.



Note: Mean high water line should be measured to elevation +2.01 MSL datum.

Sunset Point/ Dana Landing Development Area

figure 13

21. South Shores Commercial Parcel: Because of its limited water access and isolation from other areas of the Park, this 16.5-acre site is considered marginal as a public recreation area, and, therefore, suitable for commercial recreation purposes. The parcel has been configured such that its northern half lies outside the limits of the South Shores landfill while capturing a wide stretch of waterfront facing Pacific Passage. This allows a number of possible commercial uses to be considered, including the expansion of Sea World attractions, a 200-room motel, or a water-oriented entertainment center.

The underlying objective is that this parcel render maximum utility, or "best use," from a recreation standpoint. In accordance with the public consensus on this issue, "best use" should not mean permanent and exclusive commercially-supporting parking. Any new and permanent parking should be of such quantity and proportion as would be required to serve whatever commercial use may be proposed.

22. Ski Club: The present site for the Ski Club is being rendered obsolete by the sedimentation process on Rose Creek. A relocation of this facility to South Shores is therefore recommended. Located west of the planned embayment, the new site would remain 4 acres in area. As an option to the lessee, the facility could include a small chandlery and snack shop serving the adjacent South Shores boat ramp and potential day use slips. Should the Ski Club not relocate to this site, other commercial uses should be considered.

23. Primitive Camping: 18-acre site in Fiesta Island. This lease area could be operated by the City or as a commercial concession. The intent is to provide nature-oriented "primitive" tent camping sites removed from more intensive recreation areas.

24. Resulting Dedicated Lease Area: The City Charter currently imposes a maximum of 25 percent of the land area in Mission Bay Park to be devoted for commercial and non-profit leases. At present, such leases total about 404.42 acres, or about 21.4 percent of the total land area of 1,887.74

acres. Should the above new dedicated leases be implemented, and should the De Anza Special Study Areas achieve maximum buildout in accordance with the development criteria as described below, the existing and proposed dedicated lease areas would total about 419.46 acres, or about 22.2 percent of the total land area of the Park (see Table 2). In light of public support to increase the land areas of the Park for public use, the recommended 419.46 acres in dedicated leases should be considered a practical maximum.

Under this Plan, about 102 acres of land are proposed to be dredged for wetland habitat, swimming, navigation, and Eelgrass mitigation purposes (see Figure 21). Removing this area of land would raise the dedicated lease percentage to about 23.5 percent, still within the City Charter mandate.

Table 2

LAND LEASE CHANGES

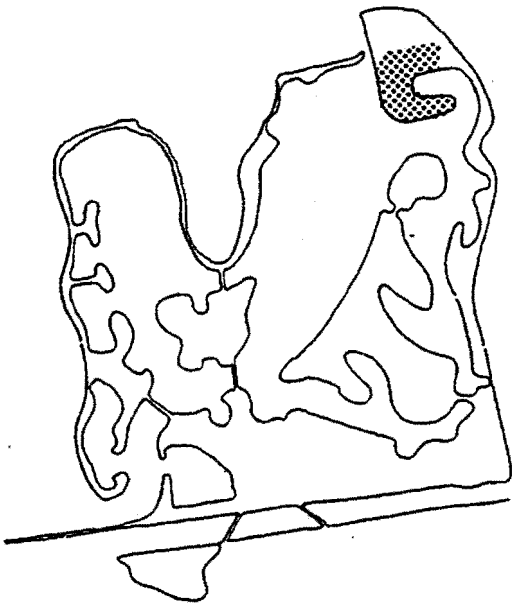
Leases Lost	Acres	Leases Gained	Acres
Campland on the Bay	24.13	DeAnza SSA	60.0(1)
DeAnza Trailer Resort	69.83	Sunset Point	2.5
Ski Club (Present Location)	4.0	Dana Landing	1.0
		Bahia Hotel	1.0
		South Shores "Best Use" Parcel	16.5
		Marina Village/ Pacific Rim Marine Enterprises, Inc. Potential Lease Expansion	10.0
		Ski Club (or Other Operation)	4.0
		Fiesta Island Primitive Camping	18.0 (2)
Total (Acres)	**97.96**	**Total (Acres)**	**113.0**

Net Dedicated Lease Gain = 15.04
Current Lease Total = 404.42 Acres
Proposed Maximum Lease Total = 419.46

(1) Maximum available for commercial development.
(2) Lease area could be non-profit.

DE ANZA SPECIAL STUDY AREA

The De Anza Special Study Area (SSA) is envisioned as a flexible planning area in which a number of potential uses, both public and private, can be accommodated under varying intensities and configurations. The SSA designation allows more informed decisions to be made about the disposition of the land based on future market conditions, potential developer proposals, lease termination or renegotiation conditions, recreation needs, and potential environmental mitigation requirements. Uncertainty about these factors currently prevents the generation of more specific land use concepts.



Special Study Areas

Recommendations

The De Anza Special Study Area remains subject to the goals and objectives established for the Park. Accordingly, specific criteria should govern the conception, preparation, evaluation and approval of development proposals in the SSA.

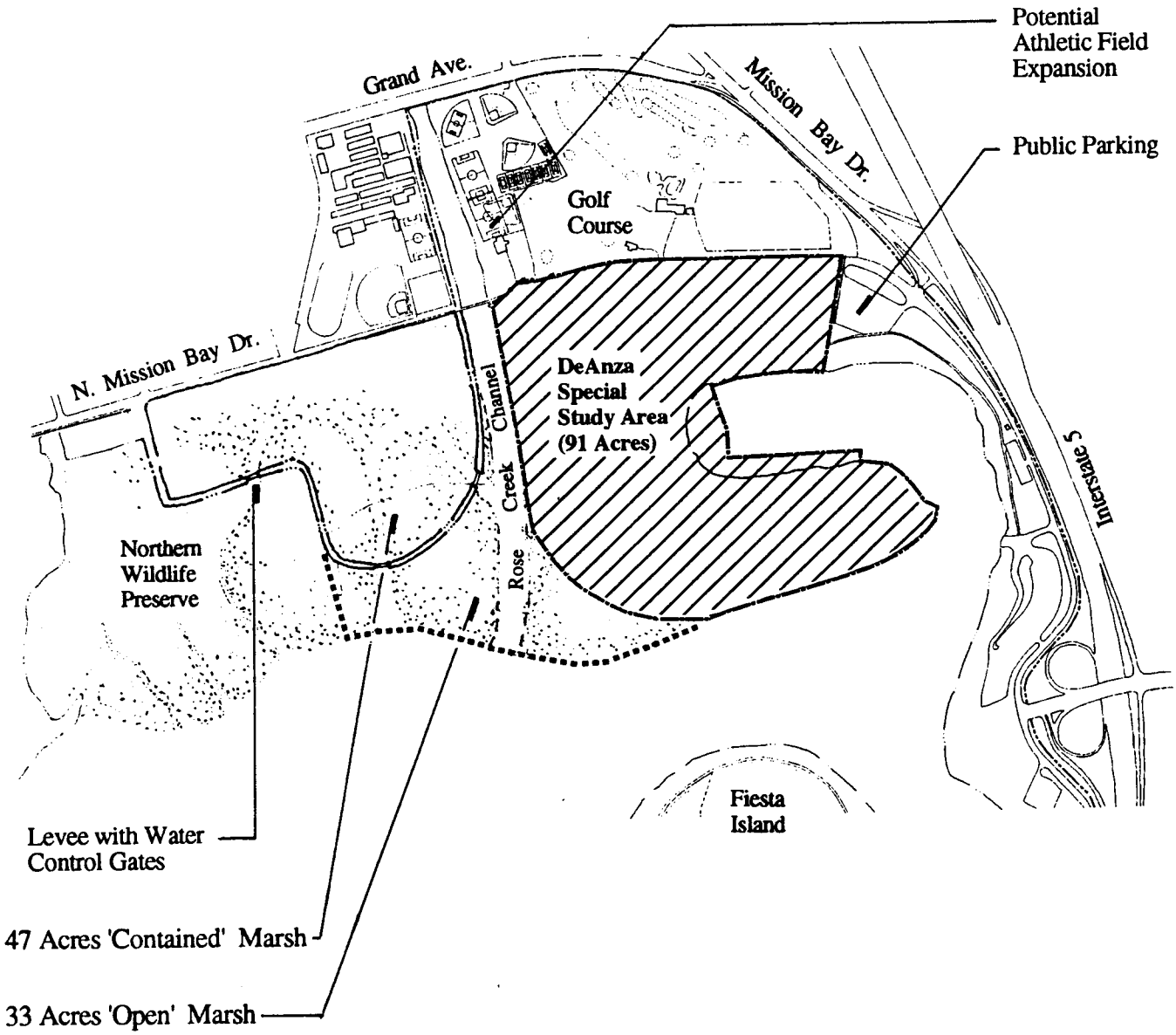
25. De Anza SSA Development Criteria:

- The SSA shall be 91 acres in area to include the totality of the existing land and water leases of DeAnza Mobile Home Park and 15 acres of adjacent public parkland, of which up to 60 acres can be developed as guest housing. (Figure 14 describes the proposed SSA configuration).

- The SSA should not be developed to the detriment of existing and/or future adjacent habitat areas. Foremost in consideration, should be the extent to which the SSA can contribute to the Park's water quality. In fact, some wetlands mitigation may be required as part of the SSA.

- The SSA should facilitate the implementation of hydrologic improvements aimed at safeguarding the viability of marsh areas in its vicinity.

- The SSA should be developed to enhance the public use of this area of the Park. Recreational features such as waterfront trail, picnic areas, overlooks, canoe launching sites, etc. should be considered as an integral part of any development.



Note: (1) The contained marsh is intended to function as a pollution filtration system.

(2) 'Open' marsh area does not include 34 acres Northern Wildlife Preserve.

DeAnza Special Study Area

figure 14

RECREATIONAL VEHICLES

Overnight Recreational Vehicle (RV) facilities are currently provided at Campland on the Bay and the De Anza Trailer Resort. The latter is scheduled to be abandoned in the year 2003, or be redeveloped in accordance with De Anza Special Study Area development criteria. RV facilities are essential to Mission Bay Park, as they provide access to the Bay to a sector of the population that cannot afford hotel accommodations, and/or prefer the comfort and flexibility of a motor home. Such facilities should, therefore, remain as an integral part of the Park's diverse recreation matrix.

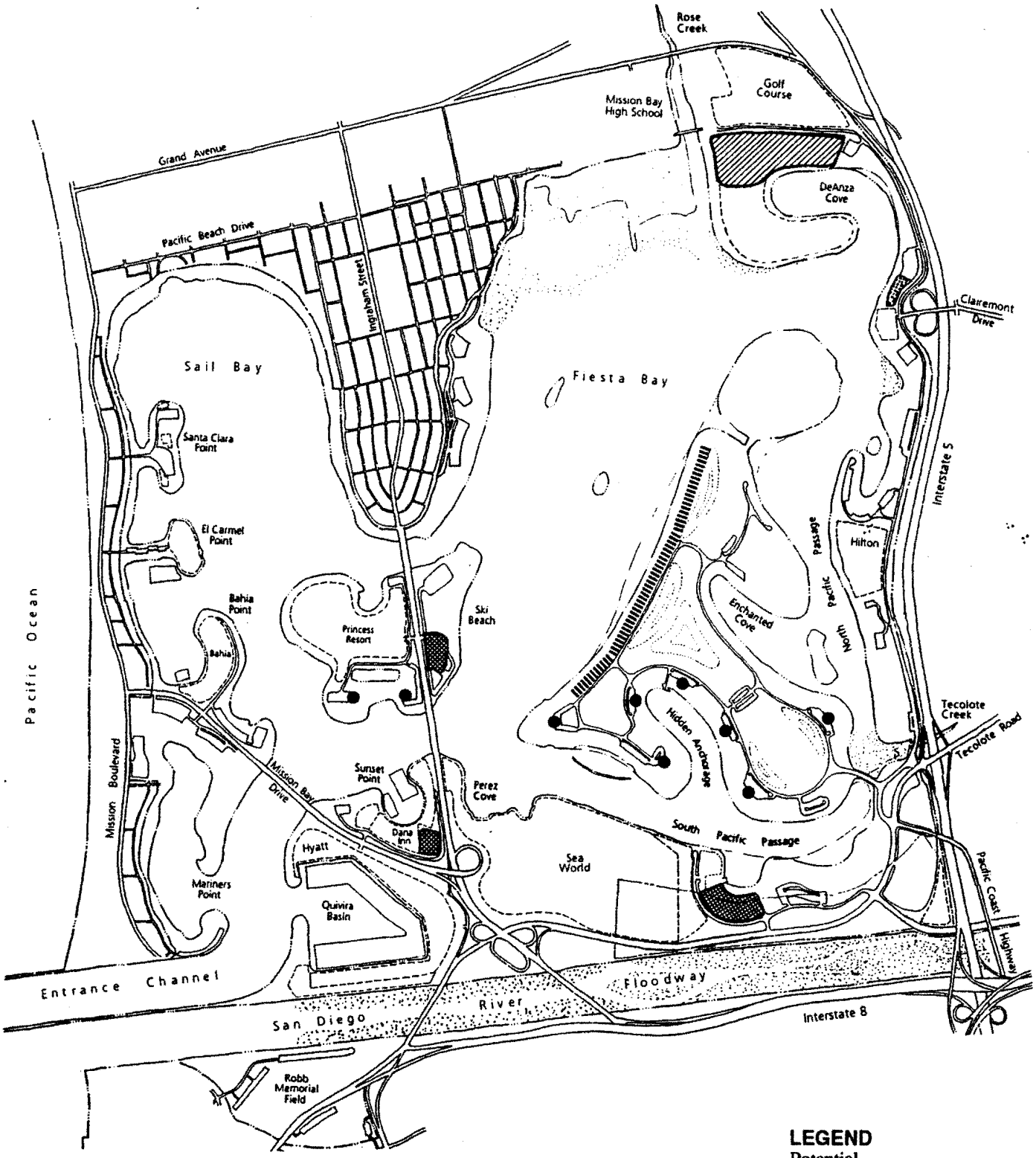
Recommendations

26. Relocation of Campland: As discussed further in this Plan, Campland on the Bay in its current location is incompatible with the environmental objectives for the Park. Accordingly, this facility could be relocated to De Anza Cove, as part of the SSA's guest housing program. This area has several advantages for an RV park:

- Convenient beach access for swimming and boating
- Convenient access to the freeway, without travel through the neighborhood streets.
- Relative isolation from more intensive recreation areas.
- Optimum proximity to the nine-hole golf course.

Whether the Campland lease is transferred to the proposed site prior to its 2017 expiration date should be subject to negotiation in accordance with the development criteria established for the De Anza Special Study Area.

27. Day-Use RV Facilities: In addition to Campland on the Bay, Mission Bay Park should provide adequate areas for temporary, or "day-use" RV's. As part of the overall water-use recommendations, the De Anza boat ramp and trailer parking are proposed to be regulated, which includes the potential transfer of some of the existing trailer parking to the new South Shores ramp facility. Therefore, a portion of the De Anza trailer parking stalls could become available to RV's on a "day-use" basis. RV's should be concentrated in the



Note: Additional RV site would be available in the Fiesta Island and South Shores parking lots

LEGEND

- Potential Overnight Facility
- "Day-Use" Facility
- Special Event RV Parking
- "Day-Use" RV Parking Stalls

NORTH 0 800 1600 1/2 MILE ACRES

Recreational Vehicle Facilities

figure 15

southern part of the parking, where they will interfere the least with the operation of the ramp. In this area RV's would also be the least visible from Interstate 5. Beach for the launching of non-motorized, non-trailered boats, restrooms, concessions, and RV clean-up stations should be provided at this site.

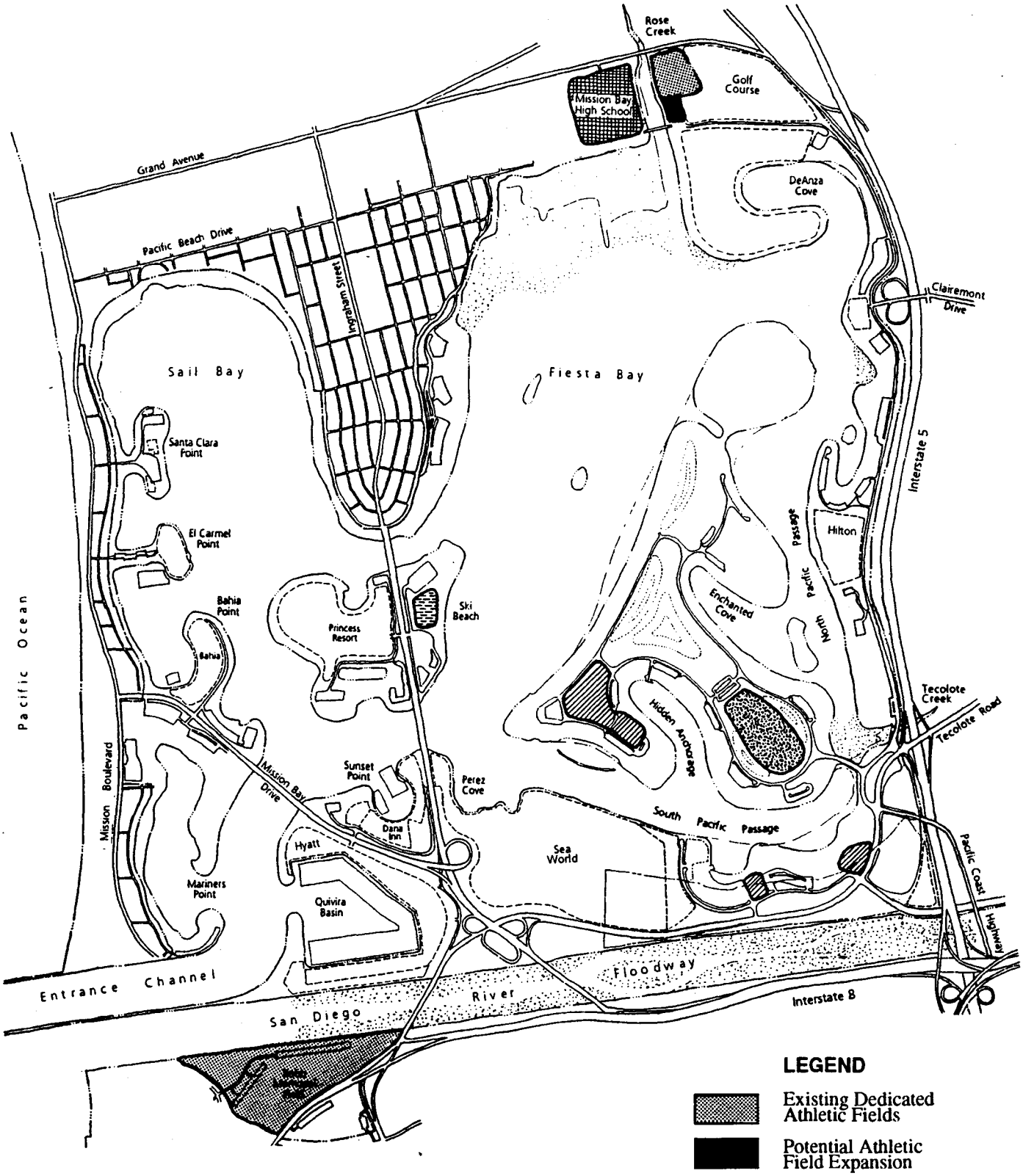
28. RV Clean-up and Disposal Stations: Since many RV users park in boat trailer parking areas, all of the Park's boat ramp facilities should include RV clean-up and disposal stations, for a fee.

ACTIVE RECREATION

There are currently a variety of land-based active recreational pursuits in Mission Bay Park, such as sand volleyball, Over-the-Line, walking, cycling, and in-line skating. Other groups, including soccer leagues, have also expressed an interest in the Park as a venue for league play.

Recommendations

29. Sand Arena Sports: Existing active sports which have a natural association with the waterfront setting, such as sand volleyball, and Over-the-Line, should continue to be accommodated in Mission Bay Park. In an effort to maximize the efficiency of parking and transit, the Fiesta Island sand arena serving these sports should be relocated to the eastern end of Fiesta Island's central peninsula. This location would be within walking distance from the overflow parking facility in South Shores and the proposed Morena Boulevard station of the regional light-rail transit. Turfed viewing mounds are proposed at either side of the arena to enhance its function as a "world-class" spectator and tourist attraction.



LEGEND

- Existing Dedicated Athletic Fields
- Potential Athletic Field Expansion
- Proposed Informal Play Area
- Informal Play Area
- Sand Arena
- Potential Joint Use Area

NORTH 0 800 1600 1/2 MILE ACRES

Active Recreation

figure 16

30. League Play: Given its unique water setting, Mission Bay Park should not be targeted as a location for organized soccer or other league play beyond the existing facilities in Robb Field and Pacific Beach Playing Fields.

Exception: When and if the Ski Club lease area is vacated, the Pacific Beach Playing Fields could potentially be expanded into this site. However, such an expansion should not preempt the use of this site for hydrologic improvements related to the establishment of a marsh at the outfall of Rose Creek, should future studies prove this to be necessary.

A joint use of Mission Bay High School should be pursued to further expand the availability of athletic playfields.

31. Open Play Areas: This Plan does include flat, turfed, open areas suitable for active play. Areas equivalent in size to a soccer field are proposed on East Vacation Isle (one field); South Shores (two fields); and the parkland area of Fiesta Island (three fields). These areas are available on a first-come, first-served basis to any group or public organization. Exception should be made to permitted picnic groups, which should be allowed to reserve such field areas as part of their permit. Partial regrading and the relocation of trees may be necessary in the East Vacation Isle site to create the open play area.

32. Parking on Play Areas: Some of the open play areas may be used for temporary, peak-day parking. Such use raises technical and environmental concerns related to the potential contamination and compaction of the soil, loss of turf, and drainage. Accordingly, the use of turf areas for parking, whether public or private, should satisfy these concerns to the satisfaction of the City.

OFF-PEAK PARK USE

There are daily and seasonal periods when Mission Bay Park is relatively lightly used. Increasing the intensity of use during these periods would bring more people to the Park and help discourage illegal or undesirable after-hour activities.

Recommendations

33. Lighting: The Park's main pathways, parkland parking, and group picnic areas should have night lighting to encourage evening use of the Park. In addition, the City should program off-peak season and nighttime activities and events.

34. Amphitheater: A 3,000 to 5,000-person, publicly-operated amphitheater is proposed on South Shores as a means to bring people to the Park during non-peak hours. This facility would be entirely turfed and open for normal park use during non-events. Its location, facing the east end of South Pacific Passage, is also ideally suited as a viewing area for marine activity and events occurring in the Passage.

35. South Shores Promenade: a one-quarter mile waterfront promenade is proposed on South Shores. The promenade is ideally suited as a stage for public displays, civic gathering, craft and arts fairs, and other planned events for the winter months. This would further enhance the year-round use of the Park.

Both the amphitheater and the promenade would be within safe walking distance from the overflow parking.

ENVIRONMENT

VI. ENVIRONMENT

Mission Bay Park is virtually a human-crafted aquatic structure satisfying a wide range of recreation demands. In shaping the Park to satisfy these demands, mostly through dredging, much of its biological and ecological health has been lost. The Northern Wildlife Preserve, a 31-acre wetland, constitutes the only natural remnant of what once was a 4,000-acre habitat serving the Pacific Flyway. Along with other areas of the Park devoted to wildlife, this marsh remains an important biological resource deserving protection and enhancement.

Natural habitats serve more than the interests of wildlife, however. As a water-oriented Park, hundreds of thousands of people go to the Bay to swim, sail, row, water-ski, or just enjoy the aquatic setting. As San Diego's urban area has expanded, the Bay waters have become increasingly polluted, at times causing the closure of some of its waters. Not surprisingly, county residents rate water quality as a key issue facing the future of Mission Bay Park. Clearly, an aggressive plan is necessary to redress the course of contamination. More broadly...

> ***...Mission Bay Park should be planned, designed, and managed for long-term environmental health. The highest water quality; sustained bio-diversity; ongoing education and research; and the reduction of traffic, noise, and air pollution should all be priorities. The Park's natural resources should be conserved and enhanced not only to reflect environmental values, but also for aesthetic and recreational benefits.***

The environmental attitudes that existed when the Park was first developed are no longer valid. Today's values demand a higher awareness of the potential impacts of development upon natural resources – and adequate action to protect and enhance them. The environmental element of the Master Plan Update is, in effect, a reflection of these new values.

THE NATURAL RESOURCE MANAGEMENT PLAN

In anticipation of the need for a Bay-wide natural resource protection plan and the identification of mitigation opportunities and constraints to secure permit approvals for Park improvements requiring environmental mitigation, the City undertook, in 1988, a comprehensive review of the Park's biological resources. This led to the preparation of the Mission Bay Natural Resource Management Plan (NRMP), which was adopted and its EIR certified by City Council as meeting CEQA requirements in May of 1990.
Among the key features of the NRMP was the dedication of the sludge beds in Fiesta Island as a 110-acre habitat area comprised of salt marsh, salt pan, and upland vegetation. An eelgrass embayment to function as a mitigation bank against future improvements was also included within the 110-acre site. These proposals were viewed as a "pro-active" means to improve the Park's ecology and secure mitigation for the Park's planned and future improvements.

The NRMP is included under Appendix E. The proposals contained in this Master Plan Update differ from the NRMP in two significant ways:

- No mitigation/habitat areas are proposed in the southern peninsula of Fiesta Island, with the exception of eelgrass beds associated with new embayments for swimming. Rather, this Plan proposes a substantial expansion of wetland areas immediately adjacent to the Northern Wildlife Preserve along with a smaller wetland at the outfall of Tecolote Creek.

- Expansion of upland preserves are proposed along the levee of the San Diego River Channel and, potentially, in De Anza Point and other upland areas associated with the wetland expansion adjacent to the Northern Wildlife Preserve.

These changes respond to the overall objective of maximizing the benefit of all habitat areas by placing such areas in as large and contiguous sites as possible. These and other Plan recommendations will supersede the NRMP once the EIR associated with this Master Plan Update is certified.

PUBLIC INTEREST AND CONCERN

The adopted Natural Resource Management Plan constitutes the first comprehensive document to address the Park's ecology. As such, it can be considered a statement of public support for the environmentally sound management of the Park's land and water resources.

This support is reinforced by the results of a professionally-conducted telephone survey, commissioned at the outset of the Master Plan Update to gauge public opinion on key issues and desires (Appendix D).

The following questions concerning the Park's environment were asked.

Q: "How do you rate the importance of preserving and enhancing natural resources in Mission Bay Park?"

Over 70 percent of the respondents answered, "Very Important"; another 25 percent answered, "Somewhat Important." The remaining responses were tabulated as "Not at All Impor-

tant." In other words, over 95 percent of the population has an interest in the vitality of the Park's natural resources. How significant is this interest when pitted against other resources?

Q: "Would you favor taking areas of the Park out of active public use and dedicating these areas for natural preservation or enhancement?"

A majority of the respondents (52.2 percent) answered "Yes"; 47.8 percent answered "No."

Of critical concern to the future development and management of the Park is the quality of the Bay waters and biological habitat in general. Water quality was rated by 86.5 percent of the survey respondents as "Very Important"; 65.7 percent rate Biological habitat as "Very Important." These two issues top the list of concerns, which included traffic, overcrowding, crime, and odor from the sludge beds.

The growing and substantial public perception that the Park's environment needs attention served throughout the planning process as a catalyst towards the pursuit of environmentally sound – and environmentally based – land and water use concepts.

IMPROVING THE PARK'S WATER QUALITY

Mission Bay Park's success or failure hinges on clean water. If the public is prevented from enjoying water sports and the water setting because of water pollution, the Park's reason for being is fundamentally compromised. Improving the Bay's water quality requires a sustained multi-faceted approach at both the Park and watershed scale.

Recommendations

A body of water can be degraded by permitting contaminants to flow into it and by having inadequate means to treat contaminants once they have entered the system. Accordingly, the Plan recommends that the problem be tackled at the

source, in the conduits from the source, and at the Bay itself through public education, Park management, and mechanical, hydrological, and biological improvements. Because of the complexity of the problem, any and all measures that can improve the vitality and health of the Bay waters should be explored and implemented as a priority.

59. **Public Awareness Campaign:** Mission Bay is fed by creeks which collectively drain a watershed of over 57 square miles. Every undisposed pollutant within this area potentially endangers the Bay's water quality. These include lawn and plant fertilizers, insecticides, herbicides, automotive lubricants, paints, household chemicals, and pet wastes. Reducing the pollutant loading – at the source – would have an immediate impact on the Bay's water quality. As part of the National Pollution Discharge Elimination System (NPDES), the City has already initiated a public awareness campaign to curb the contamination of public waters. Such efforts should continue and be specifically targeted to the residents and businesses within Mission Bay's watershed.

60. **Park Use:** Visitors should be informed and educated about "friendly" environmental practices while using the Park. The aim is to minimize boat-related pollution; curb the use of chemicals (lighter-fluids in picnic areas, for example); and control the generation of waste and pollution from parking areas. Every water access site in the Park should include information encouraging the safe use and control of fuel, oil, cleaning products, paints and solvent, bilge water, boat exhaust, etc. RV clean-up and pumping stations and waste collection areas should be increased around the Park.

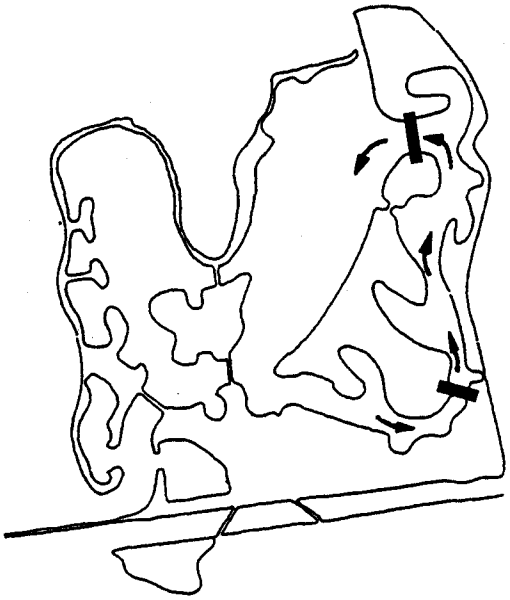
61. **Park Development Maintenance and Operations:** Within the Park, a program to reduce and control the use of contaminants should be continued and improved. The use of landscape chemicals, fertilizers, herbicides, and insecticides should be minimized. The use of water-soluble, bio-degradable chemicals should be used in building maintenance. These measures should apply to public and private facilities alike.
62. Interceptor System: In response to the mandates of the NPDES, which is administered by the Environmental Protec-

tion Agency (EPA), the City is currently implementing a "dry weather" interceptor system to prevent sewage spills from entering the Bay through the storm sewers. This program should measurably reduce the Bay's contamination.

63. Upstream Controls: Although as yet unquantified, a substantial amount of pollutants may be entering the Park through Rose Creek and Tecolote Creek. An investigation to determine the type and amount of pollutants should be initiated. In addition, measures that could curb the flow of pollutants into the Bay should be pursued, where proven feasible:

- Sediment traps or basins adjacent to the creek outfalls, or at a suitable upstream locations, that can be adequately maintained.
- Removal of concrete lining on Rose and Tecolote Creeks to slow down flood flows and allow contaminant to be absorbed by fresh water marsh and riparian vegetation. This would require approval from the Army Corps of Engineers.
- Flow equalization reservoirs (above or below grade) to reduce the incoming volume of flood waters.
- Control of storm sewer discharges, as addressed by the NPDES.

64. Tidal Gates: Poor flushing of the Bay waters exacerbates the problem of deteriorating water quality by holding contaminants in concentrated areas. In an effort to mechanically assist tidal flushing in Pacific Passage, Clive Dorman, Ph.D.., of San Diego State University, has proposed a system of tide-activated gates. Containing a series of "flapper valves," the gates would force the tides in a counter-clockwise motion around Fiesta Island, diluting pollutants in the process. The gates would be placed at the south and north ends of Pacific Passage (under a bridge to Fiesta Island on the south, and between Fiesta Island and De Anza Cove on the north).



Tidal Gates & Flow

Model of Tidal Gates
(Source: Clive E. Dorman, SDSU)

However, the tidal gate under the Fiesta Island Bridge is incompatible with the potential establishment of a marsh at the outfall of nearby Tecolote Creek, and would restrict passage by rowers from one body of water to the other. The gates are also an expensive, unproven technology. For these reasons, tidal gates are viewed as a potential, long-term measure should more feasible measures fail to produce results.

65. New Tidal Channels: As part of Dr. Dorman's study, opening channels through Fiesta Island and De Anza Cove was also evaluated. Tidal simulations conducted on a scaled model of the Park revealed that the Fiesta Island channel only marginally improved water circulation; the De Anza channel was more effective. The De Anza channel should therefore be pursued as part of the DeAnza SSA redevelopment. The Fiesta Island channel should be pursued only if the need to create eelgrass beds outweigh its capital cost and if proven technically feasible. Geotechnical studies should be conducted for all proposed channels to assess their feasibility.

66. Wetland Filtration: In this country and abroad there is wide use of fresh-water marshes as natural sewage filters. Marshes absorb contaminants in two ways: by trapping heavy metals in its sediments, and by absorbing coliform and other organic material in its leaf matter.

While relatively few salt-water or tidal marshes have been targeted and monitored as natural filtration systems, there is evidence that they perform as effectively as fresh-water marshes in the treatment of bacteria, nitrogen, phosphorus,. and other sewage-related pollutants. Accordingly, the creation of wetlands in the Park should be pursued as part of a comprehensive program to improve the quality of the Bay waters.

Because Rose Creek drains the largest portion of the Park's watershed, most of the new wetland should be placed in the vicinity of its outfall. This location offers several additional major benefits:

- Places new wetlands in contiguity with the Northern Wildlife Preserve, which magnifies the combined waterfowl habitat value.

- Integrates proposed and existing upland and wetland habitats, enhancing their respective ecologies.

- Establishes integrated and distinctive "natural" recreation areas in the Park serving hikers, walkers, bird watchers, rowers, and canoeists.

- By removing the NRMP-planned wetland areas from Fiesta Island, about 70 acres of prime parkland become available for recreation once the sludge beds are abandoned. Such acreage is unavailable elsewhere in the Park.

Accordingly, the following wetland areas are proposed:

- Rose Creek outfall: 80+/- acres. This site requires the relocation of Campland to the east of Rose Creek. Additional wetland should be considered in the De Anza Special Study Area.

- Tecolote Creek outfall: 12+/- acres.

- Pacific Passage, south of the Visitor Center: 5+/- acres.

The configuration and ultimate area of these wetland areas should be derived from balancing mitigation, water quality, flood control, aquatic recreation, and safety values and needs. The wetland mitigation value should not be compromised by their design as water quality improvement facilities, but be balanced to optimize both objectives.

69. Hydrologic Improvements: Marshes naturally occur at the mouth of creeks, streams, and rivers where they periodically absorb flood events. Marshes are by nature capable of withstanding and recovering from such events. However, the creation of a marsh having storm sewer treatment functions will require safeguards from flood events.

Philip Williams & Associates, Ltd., hydrologic specialists, have provided a preliminary evaluation of the feasibility of creating a marsh at the Rose Creek outfall. Their report is included in Appendix B-1. Key recommendations include:

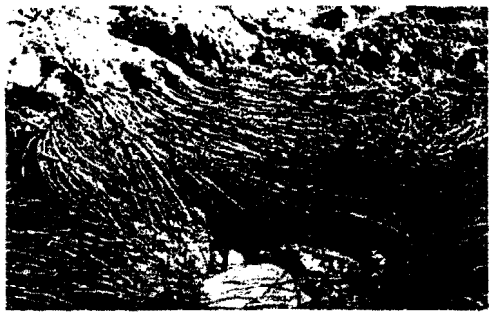
- Maintaining and extending the flood control channel through the marsh.
- Diverting a portion or all of the "first-flush" into the marsh by secondary channels or pipes, from a point upstream from the creek's outfall.
- Building levees around the marsh, with operable gates, to achieve the required retention treatment time (20 hours, ideally). The gates could be inflatable "bladder dams" that are activated only during flood events; the remainder of the time the dams could be deflated, permitting rowers and canoeists into the marsh channels. The levees could be designed as upland habitat areas, adding value to the ecology of the marsh.

Similar considerations apply to the proposed Tecolote Creek marsh.

70. Testing: In consideration of the scope of the proposed marsh areas, and in the interest of monitoring their effectiveness as pollution filtration devices, test plots should be considered as a pre-implementation measure. Suitable test plots are the 2-acre Frost property, which the City is expected to acquire for wetland expansion, and portions or all of the targeted Tecolote Creek wetland area.

SUBMERGED (BENTHIC) HABITAT

In the context of Mission Bay, submerged, or benthic habitat refers to plant, invertebrate and fish life associated with eelgrass beds. As living plants, eelgrass functions as habitat for bacteria and other microorganisms, which feed a host of invertebrates. The latter, in turn, support the Bay's fish communities such as the halibut. Fishing in the Park, therefore, is greatly dependent on the quantity and quality of eelgrass beds. As eelgrass dies and washes unto the beaches, it becomes a food source for other invertebrates, which in turn feed a population of shore birds.



Eelgrass
(Source: The Audubon Society Natural Guides, Pacific Coast)

Recommendations

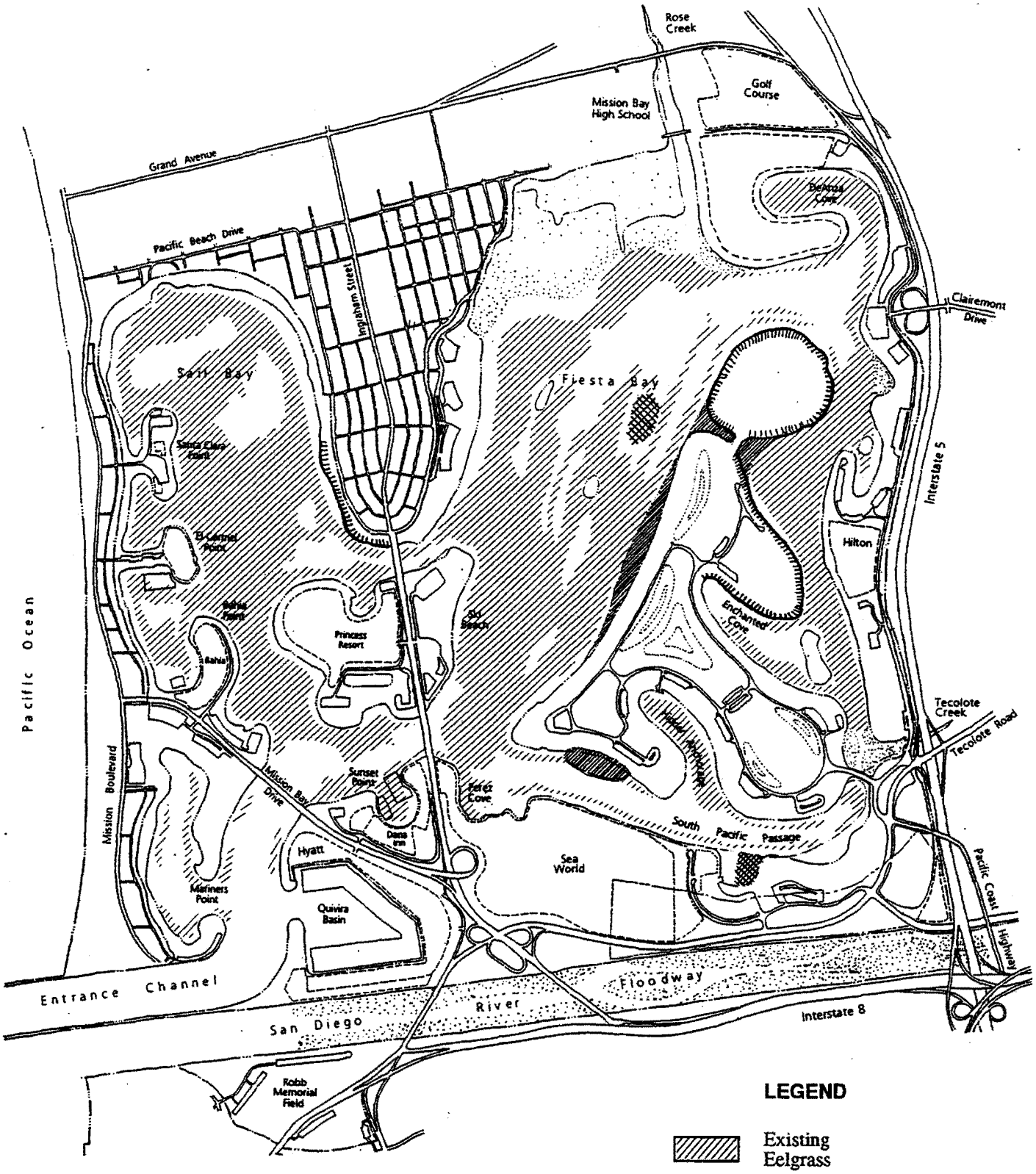
Large areas of Mission Bay Park already exhibit healthy areas of eelgrass, while others, such as the planned South Shores embayment, are targeted for potential eelgrass mitigation.

71. Eelgrass Enhancement: Additional eelgrass beds should be created wherever possible in Mission Bay. As eelgrass is very sensitive to water quality, new eelgrass beds should be located in well flushed areas of the Park. Potential sites are:

- West shore of Fiesta Island: 18+/- acres. The western shore of the Island is proposed to be "shaved back" to form a long crescent. The bathymetry of the resulting dredged area can be contoured to expand existing eelgrass beds.

- South Fiesta Island Embayment: 4+/- acres. This embayment, requiring a wake attenuation devise, is envisioned as a prime wading area connected to the Island's main recreation area.

- Should it prove necessary from a mitigation standpoint, this embayment could be enlarged to about 9 acres.



LEGEND

- Existing Eelgrass
- Proposed On Shore Eelgrass
- Proposed New Eelgrass Beds
- Planned Eelgrass Beds

NORTH 0 800 1600 1/2 MILE 5 10 ACRES

Benthic Habitat

figure 23

- Fiesta Island Channel: 12+/- acres. The channel is proposed as a possible eelgrass mitigation area – if proven essential and cost-effective.

In addition, some beach areas of the Park should remain unswept, allowing dead eelgrass to be recycled by wildlife. Less frequented beaches should be targeted for "on-shore" eelgrass. Potential sites should include the northern part of Fiesta Island, south tip of Crown Point Shores, and the isthmuses to El Carmel and Santa Clara Points.

UPLAND HABITATS

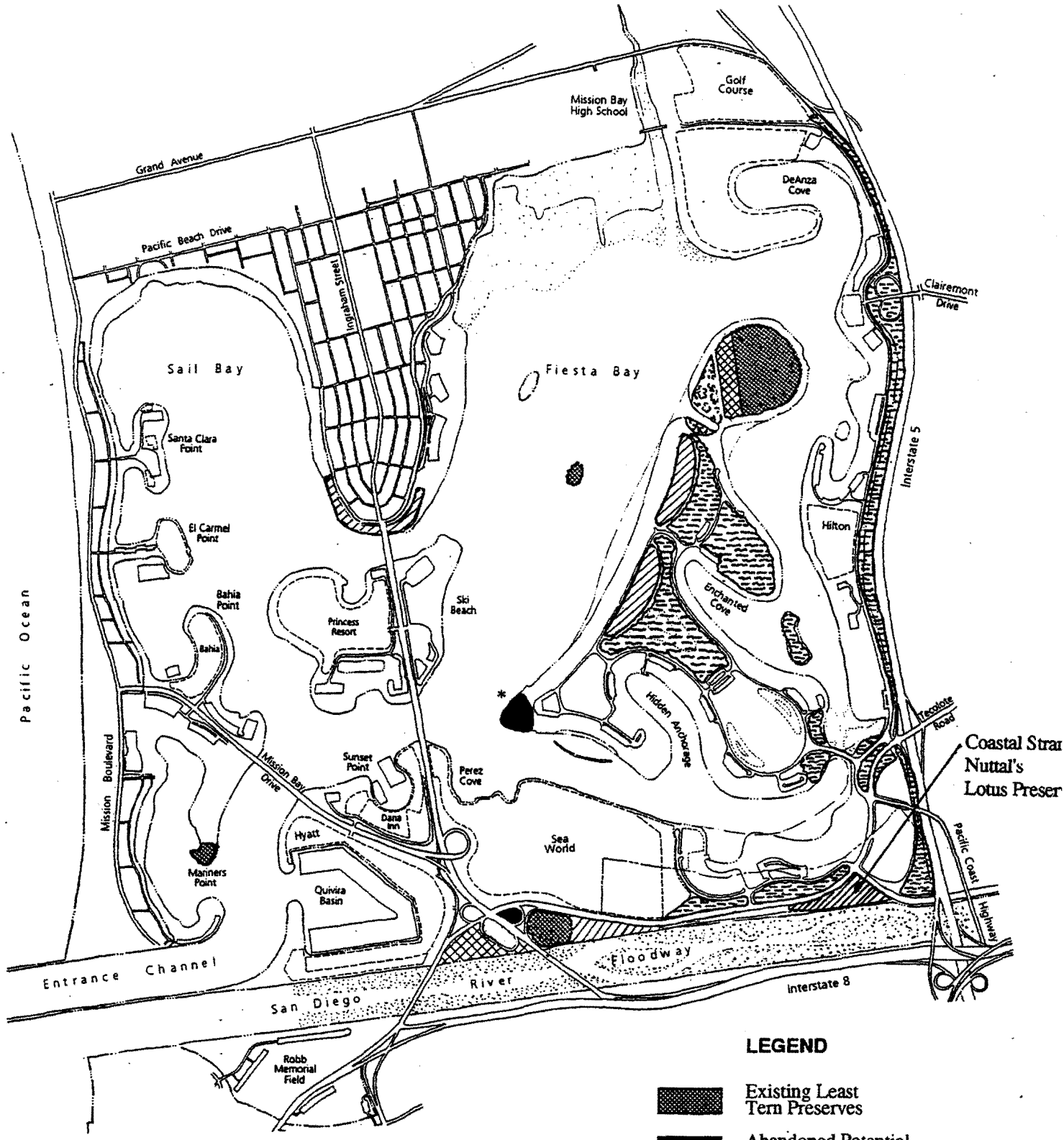
Upland habitats include both preserve areas for the California Least Tern and native vegetation areas available for public use. Several sites are identified in the NRMP as Least Tern preserves. These sites, with the exceptions noted below, are to remain. Non-preserve upland areas are viewed as recreational landscapes benefiting those who desire open space for strolling hiking, bicycling, jogging, or simply to enjoy wide views of the Bay.

Recommendations

In pursuit of the "Parks Within a Park" concept, most of the upland habitat areas are proposed in the northeast quadrant of the Park, particularly within Fiesta Island.

72. **Preserves:** The NRMP identifies four of the Least Tern preserves to remain: on the north shore of the San Diego River Channel near Sea World Drive, by the Ingraham Street "cloverleaf"; the tip of Mariner's Point; FAA Island in Fiesta Bay; and the northern peninsula (north end) of Fiesta Island.

This Plan proposes that Stony Point in Fiesta Island and the Cloverleaf site at the intersection of Sea World Drive and Ingrahm Street be abandoned and replaced at other locations. Stony Point, which was a historic breeding area, is proposed to be abandoned to permit the full utilization of the Island's



* The Stony Point site was a proposed reinstatement of a historical Least Tern breeding area.

Upland Habitats

figure 24

southern peninsula for regional recreation purposes. NRMP recommended that the Cloverleaf site be released from a nesting site and be returned for park use, because it is surrounded by high traffic roads, is less than an acre in size, and is difficult to maintain and monitor. Proposed replacement sites include North Fiesta Island and area along the levee of the San Diego River floodway, west of Ingraham Street. The abandonment of Stony Point should be effected when Least Terns are confirmed to be breeding in a suitable replacement site.

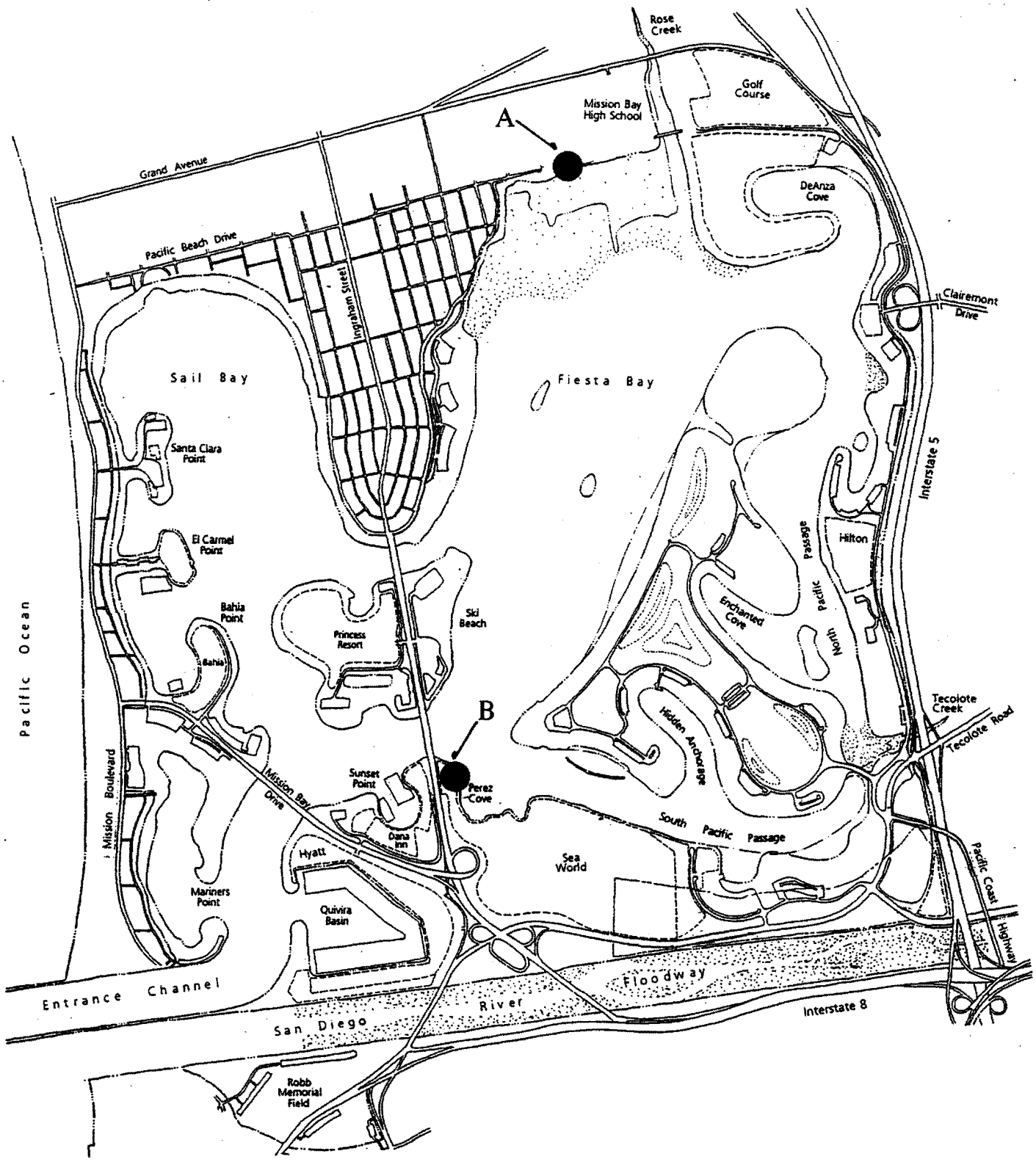
73. **Coastal Landscape Enhancement:** As described in more detail in the Land Use Section of this Plan, substantial new upland areas are proposed for recreation purposes. These areas would be vegetated primarily by beach strand and coastal sage scrub communities. In addition to their recreational value, these plant communities provide cover and forage for several wildlife species, adding to the overall biological vitality of the Park.

ENVIRONMENTAL EDUCATION AND RESEARCH

There are few natural coastal areas within easy access of San Diego which can provide a setting for education and research. While all areas of the Park should offer discrete information about the Bay's environment, including advice and regulations aimed at curbing air and water pollution, a central, school-oriented facility would enhance the Park's function as a teaching laboratory.

Recommendations

74. **Nature Center:** A nature center should be developed in the vicinity of the Northern Wildlife Preserve (NWP). The NWP, with the addition of marsh at the outfall of Rose Creek, should eventually enjoy a significant diversity of natural habitats, plus the only extant marsh in Mission Bay.



LEGEND

A Mission Bay Park Nature Center

B Hubbs-Sea World Research Institute

NORTH 0 800 1600 1/2 MILE 5 10 ACRES

Environmental Education

figure 25

The nature center should provide interpretive and educational information and facilities for use by educational organizations and the general public, and serve as a research base from which to study and monitor the Bay's environmental health.

A program of continuing studies should be initiated to record the vitality of habitat areas, pollution, sedimentation and other aspects of the Bay's ecology.

75. **Hubbs-Sea World Research Institute:** Established in 1963, the Hubbs-Sea World Research Institute is a non-profit research foundation, supported by Sea World, and various research grants. The Institute has expressed interest in expanding their facilities into the existing "A Place to Meet" building. Environmental education programs and displays would be part of this new facility. While not duplicating the education/interpretive functions of the Park's nature center, the expanded education and research facility would enhance public awareness about the Bay and the region's coastal environment.

Should the Mission Bay Park Nature Center be pre-empted by the need to expand the wetland areas west of Rose Creek, the Hubbs-Sea World Research Institute should be targeted as a more significant venue for interpretive displays and educational programs.

76. **Interpretive Program:** Environmental education should not be restricted to the habitat areas of the Park. A program of Park-wide interpretive signs should be conceived and implemented, to inform the public of Mission Bay's unique environment.

ACCESS AND CIRCULATION

VII. ACCESS AND CIRCULATION

As one of San Diego's preferred recreation destinations, Mission Bay Park is subject to considerable motorist, bicycle and pedestrian traffic. At peak times, the current infrastructure of roadways, paths, and parking areas is over-taxed, resulting in congestion and reduced access to the Park. Contributing to the traffic problems is a significant volume of commuter traffic on Ingraham Street and Sea World Drive, which are major roadways serving the Park. The latter also becomes highly congested during peak weekends and holidays as thousands of visitors flock to Sea World.

Circulation problems are not exclusive to motorized vehicles. Bicycle travel, jogging and walking are highly valued as recreation activities in Mission Bay Park. Bicycle and pedestrian paths are interrupted in several areas around the Park and are too narrow to safely and conveniently accommodate these users.

Because of these conflicts, circulation in the Park currently contributes to a diminished recreation experience. Through land use planning, parking and access controls, the provision of convenient public transit, and enhanced bikeways and paths, this Plan aims to ameliorate the traffic problems facing the Park and further enhance its mission as a regional recreation attraction. As a goal...

...Mission Bay Park should provide safe, efficient and enjoyable access to all of its recreation areas, minimizing circulation and parking impacts on adjacent residential areas. Traffic and parking should support, but not overwhelm, the Park's recreation areas, the regional parkland areas in particular. Bicycle and pedestrian paths should reach all areas of the Park and extend to adjacent open space corridors in as safe and enjoyable a manner as possible.

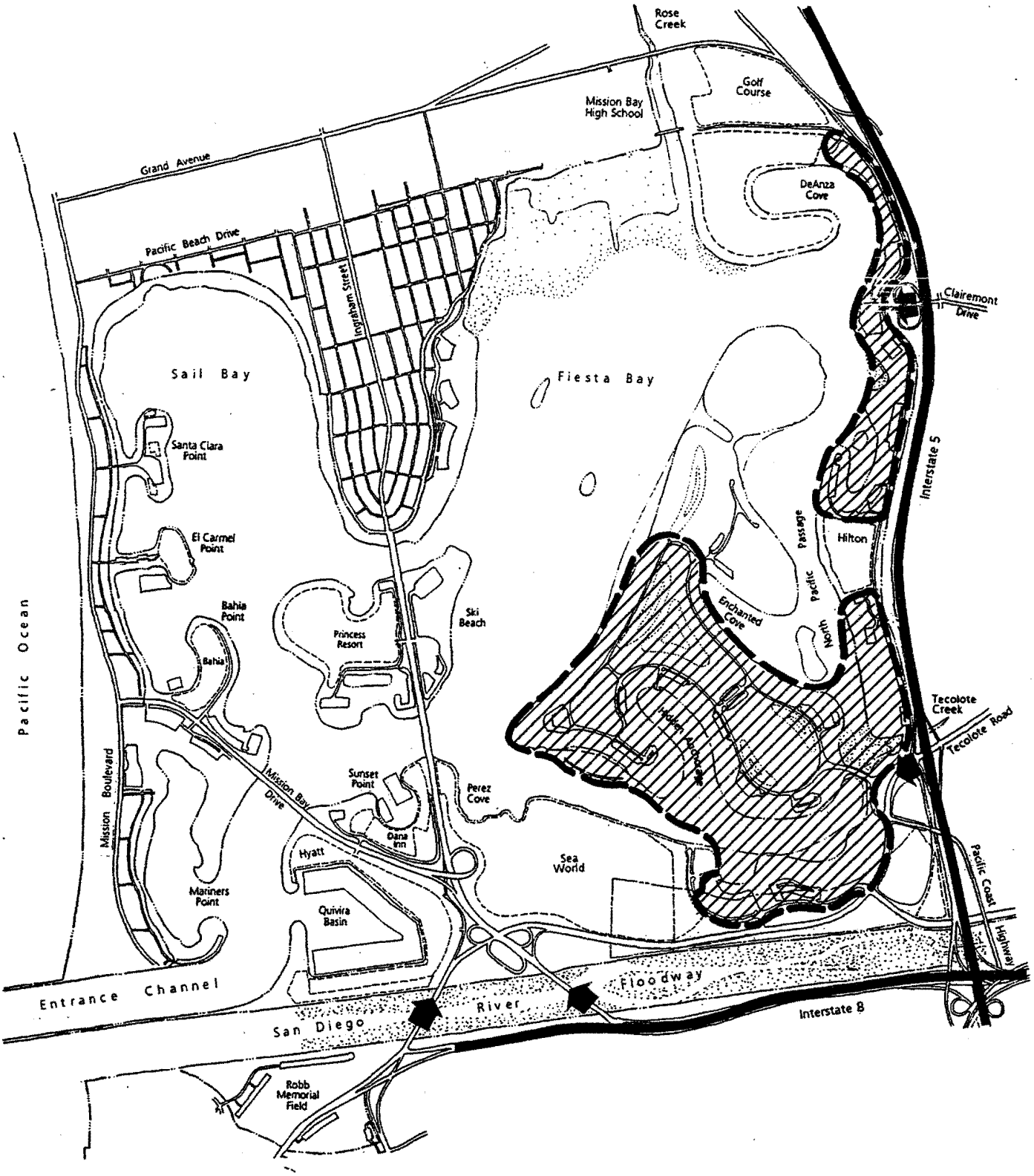
LAND USE GUIDANCE

Traffic and circulation efficiency is dependent on land use considerations as much as actual physical roadway improvements. Some areas of the Park, such as Crown Point Shores, generate substantial traffic movement through the adjacent neighborhoods. The resulting congestion creates a natural conflict between Park visitors and residents while causing a Park-access hardship. The opposite occurs in East Shores: there is convenient freeway access and no conflict with the neighbors.

Recommendations

77. Regional Destinations: Regional access to Mission Bay Park is provided by I-5 and I-8, the intersection of which defines the southeast corner of the Park. To make optimum use of this infrastructure while minimizing vehicular circulation through the Park and adjacent neighborhoods, intensive regional recreation and special event venues should be focused on the southern quadrant of the Park.

78. Large Group Picnics: Because they generate substantial vehicular traffic, large group picnics and events requiring permits and/or reservations should be targeted on South Shores and the southern area of Fiesta Island. Conversely, such activities should be scaled back and de-emphasized in Park areas adjacent to residential districts, such as Crown Point Shores.



Note: Refer to "Optional South Fiesta Island Development Plan" on page 126.

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LEGEND

Primary Regional Recreation

Access from Freeway

Land Use Guidance

figure 26

PARKING DEMAND

The Park's primary regional parkland, such as East Shores and Crown Point Shores, currently hold from 40 to 60 individuals per acre during peak times. About 25 parking spaces per acre currently support these primary parkland areas (including curbside parking on East Mission Bay Drive). Demand for parking is directly linked to the supply of parkland and to the level of use the parkland receives. The question is: what intensity of use should be assumed for new parkland areas?

Recommendations

79. Use-Intensity and Vehicle-Occupancy Assumptions: Given that over 80 percent of Park users regard picnic and grassy areas to be at least somewhat crowded on peak days (see Appendix D, Table 27) the current 50-person per acre average use intensity should be used as a practical maximum.

At present, parking supply yields an average vehicle occupancy of about 2. This is a low ratio for a major regional park. Most urban parks across the country use ratios of 2.5 or more. However, as use of the auto remains the preferred mode of transport in the region, a 2.25 vehicle-occupant ratio is recommended for peak-day planning purposes.

80. General Parking Demand: About 340 acres of parkland are proposed under this Plan, representing a 50 percent increase over the current parkland area. Using the preceding assumptions for use intensity and vehicle occupancy loading, the parkland areas will generate a parking demand of about 7,555 parking spaces.

To this demand should be added about 1,066 spaces to serve the open beach areas of Fiesta Island. This figure is derived from National Recreation and Park Association standards, which call for a minimum of 50 square feet of beach per person, 4 acres of supporting area per acre of beach, and a 4-person average vehicle occupancy .

1. Given its lesser attraction compared to Mission Beach, for example, a 3-person per vehicle occupancy has been assumed instead of 4. Other assumptions are: the northern half of the western beach will remain less intensively used, with vehicular access permitted only during special events; and the depth of beach areas will be 150 feet maximum from the mean high water line.

81. Special Events Parking Demand: During the Over-the-Line tournament, close to 2,000 vehicles have been recorded on Fiesta Island. The 864 spaces currently provided for this event are in unmarked, unpaved lots; the remaining vehicles park along the Park road and on the beach areas. For purposes of this Master Plan Update, 2,000 spaces have been assumed as the minimum necessary to satisfy the Over-the-Line event. An equal, although not overlapping, demand is assumed for the Thunderboat races.

82. Overall Parking Demand: The addition of the general and special event parking demands yields a combined demand for about 10,621 spaces.

(7,555 + 1,066 + 2,000 = 10,621 spaces)

At the height of the day during peak days, the Park experiences an average parking occupancy rate of 85 percent, although several lots reach over 95 percent occupancy. Given the high efficiency anticipated for the new parking areas, a 90 percent occupancy rate should be assumed for planning purposes. Accordingly, 10,621 net occupied spaces require the provision of about 11,801 actual spaces.

(10,621 / 0.9 = 11,801 spaces)

The 11,801 spaces represent the total anticipated demand serving land-based regional recreation. Boat trailer and other watercraft-related parking provisions are contained in the Water Use section of this Plan.

83. Required Additional Parking: At present, the Park contains 6,595 assigned parking spaces, plus about 700 curbside spaces along East Mission Bay Drive, for a total of 7,295 spaces. Several hundred existing parking spaces are proposed to be deleted in pursuit of specific land use objectives: 217 spaces in Bahia Point, to exercise a shift and a potential expansion of the Bahia Hotel lease; and, potentially, 384 spaces in De Anza Cove, to permit the relocation of Campland to the east side of Rose Creek. These deletions would reduce the current supply to 6,694 spaces.

(7,295 - 601 = 6,694 spaces)

Accordingly, a total of 5,015 new spaces should be provided in Mission Bay Park to satisfy peak day use demand.

(11,801 - 6,694 = 5,107 spaces)

PARKING PROVISIONS

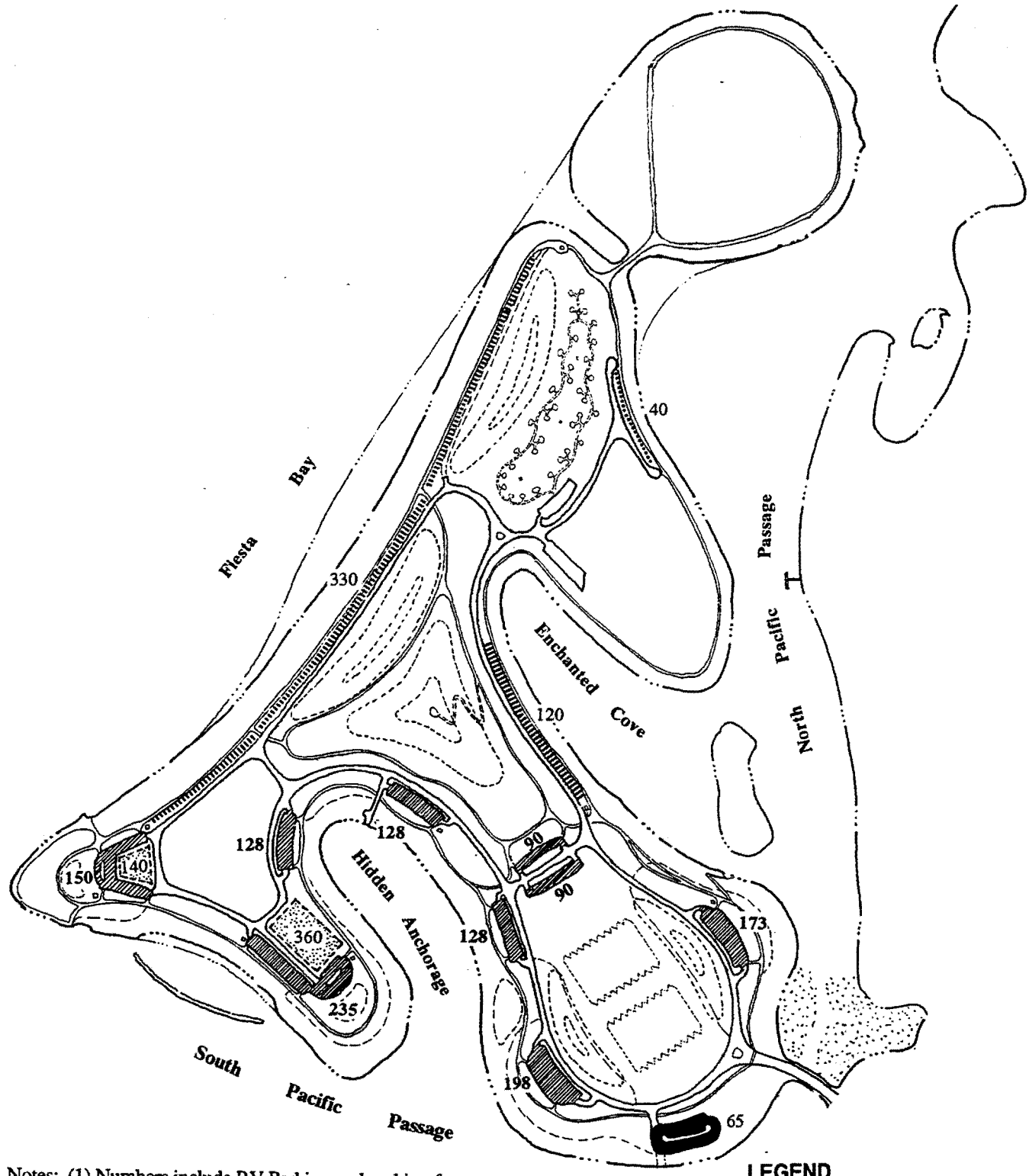
Since all of the new regional parkland is targeted for the southeast area of the Park, all of the additional parking needs should be met in South Shores and Fiesta Island. It is the intent of this Plan to maximize the utility of the land for recreation purposes. Therefore, the provision of new parking has been approached under the following criteria:

- New parking facilities should not occupy parkland within the primary waterfront zone (300 feet from the shore) as a means to meet peak demands.
- In the interest of safety and efficiency, parking provisions should promote reductions in vehicular circulation around the Park.
- Parking provisions should serve multiple needs, including those of persons with disabilities and recreational vehicles.

Recommendations

84. Fiesta Island/South Shores Parking: Following the standards set in the Design Guidelines, 2,570 parking spaces can be accommodated on Fiesta Island and South Shores for land-based recreation purposes. These spaces are distributed as follows:

• Paved parking lots	1,620	spaces
• Overflow parking in turfed areas	500	spaces
• Roadside gravel parking	450	spaces
Total	**2,570**	spaces



Notes: (1) Numbers include RV Parking and parking for persons with disabilities. Parking for new campground lease area and Youth Camp is not included.

(2) Refer to "Optional South Fiesta Island Development Plan" on page 130

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LEGEND

- Paved Parking: 1320
- Roadside Gravel Parking: 450
- Turf Parking : 500 (Special Event Overflow)
- PWC Parking and Launching: 65
- Board Sailing and Launching: 40

Total: 2375

Parking and Circulation of Fiesta Island

figure 27

This figure does not include 105 spaces provided for water-based recreation purposes namely, for personal watercraft and sailboard users.

85. Overflow Parking: Given that 2,570 parking spaces can be accommodated within the recreation areas of Fiesta Island and South Shores, a deficit of about 2,445 parking spaces remains.

(5,107 - 2,570 = 2,537 spaces)

This deficit should be accommodated in an overflow parking facility at the eastern end of South Shores. Preliminary site studies indicate that about 2,900 vehicles can be accommodated in the overflow parking area, yielding a potential "surplus" of about 360 spaces.

With the proposed traffic improvement measures, providing an overflow parking facility accomplishes the following objectives during peak use times:

- Minimizes the amount of area dedicated to parking within the primary recreation areas in South Shores and Fiesta Island. This corresponds to a savings of about 18 acres, which supports over 1,000 park users.
- Reduces vehicular circulation around Fiesta Island, making the Island more open, and less congested.
- Reduces vehicular miles travelled within the Park, which reduces exhaust emissions.
- Permits the efficient collection and treatment of a large amount of contaminated runoff from parking lots, which helps improve the Park's water quality.
- Enhances the viability of a tram to distribute people around the Park by concentrating tram users in one location.

To make effective use of the overflow parking facility during peak days, access to Fiesta Island must be monitored and controlled. A simple solution would be to electronically

register the number of vehicles entering the Island. Once the count reaches 90 percent of the assigned parking lot spaces, a Park ranger would place or activate gates restricting access to the Island and activate signage indicating the availability of the overflow parking as an alternate parking area.

Table 4

ACCESSIBLE PARKING REQUIREMENTS

Total Parking in Lot	Required Minimum Number of Accessible Spaces
1 to 25	1
26 to 50	2
51 to 75	3
76 to 100	4
101 to 150	5
151 to 200	6
201 to 300	7
301 to 400	8
401 to 500	9
501 to 1000	2 percent of total
1001 and over	20 plus 1 for each 100 over 1000

Source: ADA

86. Parking for Persons with Disabilities: Circulation and access facilities in Mission Bay Park must comply with the Federal Americans with Disabilities Act (ADA) of 1990. Among its provisions, the ADA requires a certain proportion of parking areas devoted to persons with disabilities. Each parking lot in the Park, including the overflow parking, must meet the ADA requirements. A future tram, or any other public transit vehicle must be equipped to carry individuals with disabilities.

In addition, the Park should provide paths and areas where persons with disabilities can access the shore. These facilities should include ramps, guardrails, and aprons for persons with disabilities to reach the water's edge.

87. Recreational Vehicles: Many RVs use boat trailer spaces to access the Park. It is estimated that up to 50 percent of all trailer spaces may be taken by RVs during peak summer weekends. The Water Use section of this Plan accounts for this estimate by assigning an adequate number of trailer spaces to serve both boaters and RV users. This RV parking demand is over and above the total parking demand calculations as described above.

However, dedicated RV parking should be provided to minimize conflict with boaters and to provide more amenable areas for RV use. The following is recommended:

- Where appropriate, new parking lots should be designed with a water-facing parallel parking lane such that day-use RVs can park alongside and immediately adjacent to the parkland. This measure could afford RV users the opportunity to park in a variety of sites within close proximity of the water and picnic areas, if found to satisfy safety, traffic, and visual quality concerns after analysis.

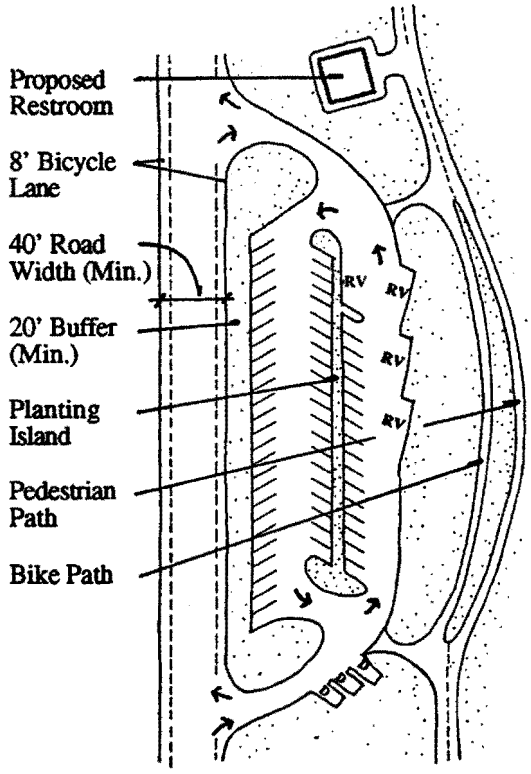
- About two-thirds, or 120 spaces, of the existing De Anza boat ramp trailer spaces should be maintained for day-use RVs (the ramp is being abandoned as part of the Water Use recommendations). The remaining spaces should be re-striped to serve full-size automobiles. The trailer spaces should be grouped in the south end of the parking lot to minimize the obstruction of water views from I-5.

88. Curbside Parking: In the interest of emergency access, pedestrian safety, Park surveillance, visual access to the water, convenience and safety of touring cyclists, and the operational efficiency of a potential future tram service, curbside parking on the Park roadways should be prohibited.

EXCEPTION: On East Mission Bay Drive, the removal of curbside parking should be subject to the following conditions:

- Priority given to the removal of vehicles from the eastern curb of the road
- Operation of a tram service along East Mission Bay Drive
- Replacement of the lost parking on the overflow lot, which can accommodate up to about 2,900 spaces, 360 more than is minimally required
- Consideration of the expansion of the Pacific Passage parking lot off East Mission Bay Drive and south of the Hilton Hotel to make up part of the loss in parking convenience

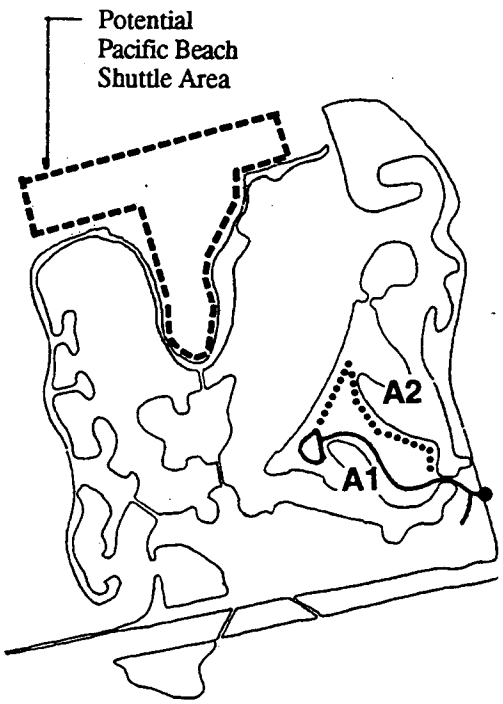
89. Drop-off and Loading: Curbside pull-outs should be provided at regular intervals on the water-side of the Park road to facilitate the loading and unloading of passengers and picnic ware. Permanent parking should be prohibited in these spaces.



RV: Recreational Vehicle Parking (5% of Parking Spaces)

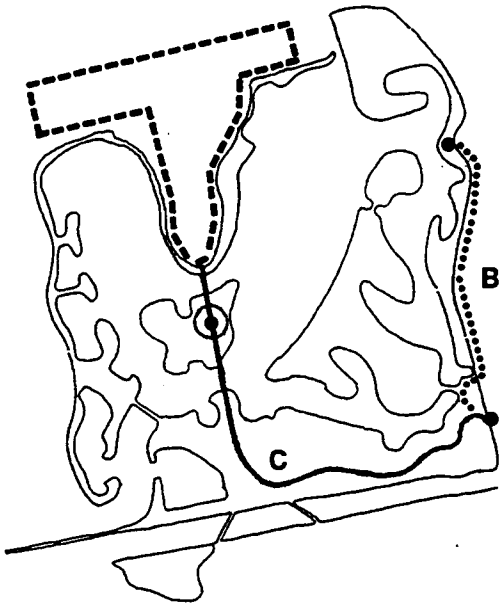
D: Parking for Persons with Disabilities

Typical Parking Lot



Tram Routes A1 & A2

- Tram Station



Tram Routes B & C

⊙ Potential Common Stop for P.B. Shuttle and M.B.P. Tram

PUBLIC TRAM

The proposed 2,800-space overflow parking lot is intended to satisfy the parking demand during peak summer weekends and holidays. During such times, a tram service should operate from this lot to the various regional parkland areas, and possibly beyond to Mission Beach. The telephone user survey revealed wide-spread support for a tram along with a willingness to pay a nominal fee for its use.

Recommendations

Several route options are available for the operation of a tram system. A more detailed evaluation of the potential routes is included in Appendix C, which contains a traffic study for the Park prepared by Wilbur Smith Associates.

90. Fiesta Island Routes A1 and A2: The first option recommends that the tram operate exclusively during peak days between the overflow parking lot and Fiesta Island. Given that it would operate only 50 to 60 days a year, the tram could be made available as a concession to private operators to minimize public costs. Or, at a minimum, the City could require the Thunderboat promoters or other special event organizers to operate a tram service during their particular events.

Route A2, reaching the north-central portion of the Island, would require more tram vehicles if the same head time is to be maintained as in Route A1, which is limited to the southern portion of the Island.

91. Routes B and C: These two routes are intended to expand the tram service northward and westward from the overflow parking area. It is not anticipated that the demand for these routes will prove feasible for a private tram concession. In all likelihood, these routes will require a public service, to be subsidized by general fund or revenue increments generated from within the Park.

The Vacation Isle stop of Route C could be used as a common stop with the potential Pacific Beach shuttle service, allowing Pacific Beach residents to access South Shores and Fiesta Island other than with their autos.

92. Transit Interface: As a third option, the tram service could be planned as a comprehensive system, looping around the Park through Pacific Beach with a stop at the Morena Boulevard Station of the planned light-rail trolley. This type of service could be expanded in frequency and routes during peak days to bring people to Fiesta Island, Sea World, other Park destinations, and Mission Beach. While this option is valid from a transit perspective, its feasibility cannot be determined as part of this Master Plan Update; additional studies, therefore, are required.

Under all of the above options, the tram should run on the Park roads. Where the tram must run on Sea World Drive or other city streets, the provision of special, dedicated tram lanes should be considered.

93. Commuter Use of the Overflow Parking: Considering the proximity to a regional light-rail transit station, the overflow parking could be dedicated for commuters during working days. This would enhance the function and efficiency of the facility and potentially maximize the use of the tram system. However, to make this lot available for non-park use, the land would have to be removed from the "dedicated" Park boundary, requiring a two-thirds citizen approval vote. Nevertheless, this course should be explored further.

SPECIAL SIGNAGE AND INFORMATION

The effective use of the Park's parking areas and the alternate use of the tram service during peak days will require special signage and information. Motorists should learn of parking area availability, tram schedules and stops as soon as they enter the Park, minimizing the potential for confusion and unnecessary driving.

Recommendations

94. Electronic Information Displays and Radio Transmission: At the main Park entrance roads namely, Clairemont Drive, the juncture of Sea World Drive and I-5, Friars Road, and Ingraham Street - electronic information displays and pull-over lane should be considered to inform motorists of special event venues, location of available parking, and access to the Park's tram. Such displays would be of most value southbound on Sea World Drive prior to the Pacific Highway intersection. At this location, motorists would be informed about the closure of Fiesta Island during peak days, holidays, and special events and be directed to the overflow lot and tram station.

Alternatively, public service radio frequencies could be used to inform motorists of park activities and direct them to appropriate parking areas.

ROADWAY IMPROVEMENTS

As the portions of Fiesta Island and South Shores are more intensively developed, new roadway infrastructure will be necessary. In addition, roadway improvements will be necessary to mitigate the traffic flows on Sea World Drive, and to effectively and safely direct motorists to the overflow parking lot.

Recommendations

In an effort to comprehensively address the required traffic improvements, discussions were held jointly with Caltrans and the City's Engineering and Development Department. The recommendations described below meet, preliminarily, with their respective approvals. All traffic and roadway improvements as described in this regard should ultimately be designed to meet the requirements of the City Engineer and Fire Department.

95. Overflow Parking Access: With the addition of a 2,900-space overflow parking lot, the capacity of Sea World Drive will be further taxed, very likely causing longer back-ups into I-5. To mitigate this potential congestion, it is essential that access to the overflow parking be as quick and efficient as possible. To this end, the following improvements are recommended:

- Building underpasses at Tecolote Road and Pacific Highway, as close to the Park boundary as possible. The underpasses should maintain minimum clearances as determined by the City.

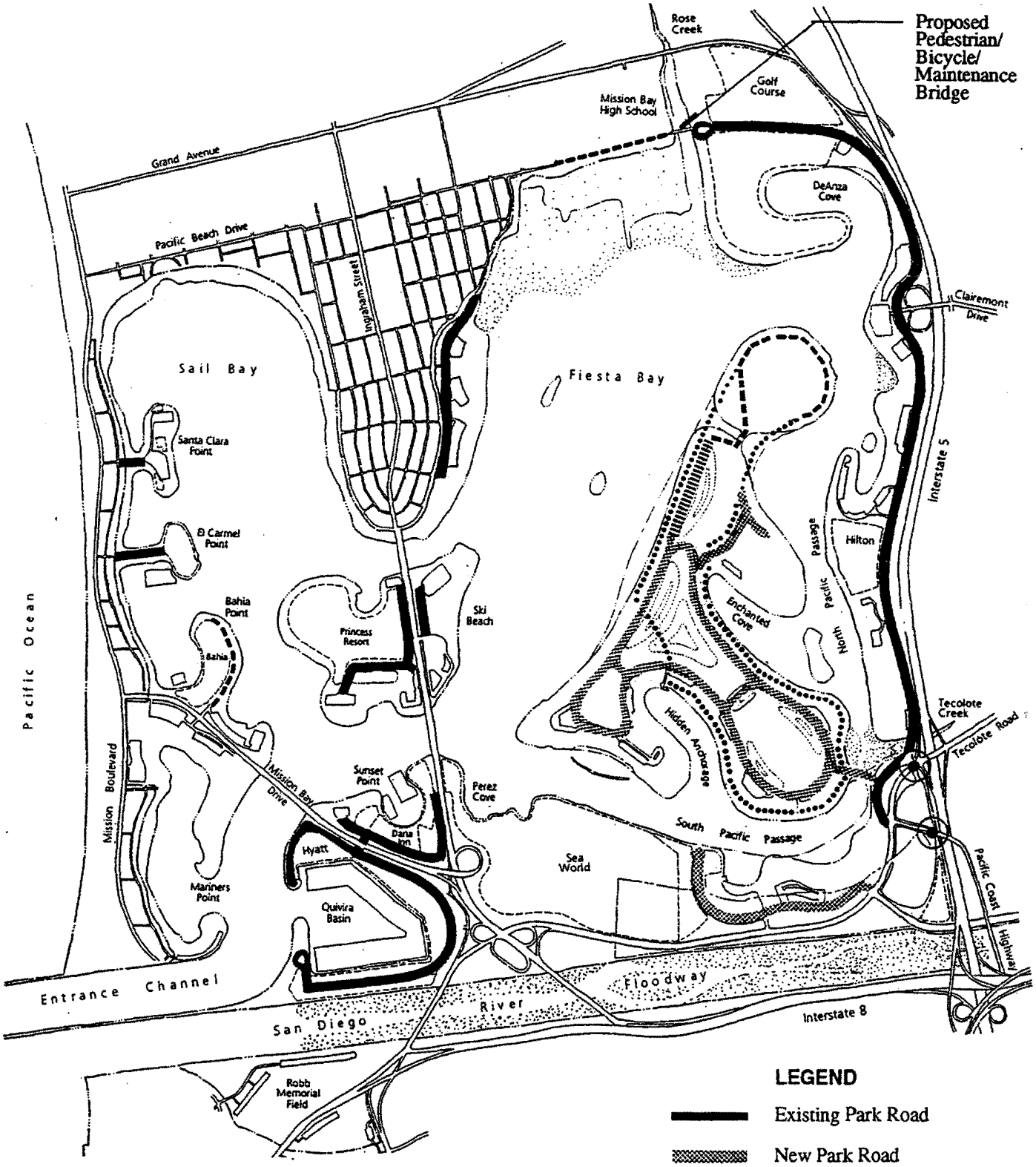
- Widening Sea World Drive and the curving portion of East Mission Bay Drive by the Fiesta Island causeway to permit continuous, right-hand turns to East Mission Bay Drive and under Tecolote Road into the overflow parking lot.

- Providing signalized pedestrian crossings at the intersections of Sea World Drive with Friars Road and Pacific Highway.

Caltrans is already planning the widening of the Pacific Highway bridge over I-5, a project that can incorporate the recommended underpass serving the overflow lot.

96. New Park Roads: A new loop road should be constructed on the southern half of Fiesta Island to serve the new parkland areas. In accordance with the Design Guidelines, the Park road should maintain a 300-foot clearance from the water's edge, except on selected areas as defined in the more detailed plan for Fiesta Island. To facilitate access to the various parking areas, as well as ensure a rapid response by fire and safety vehicles, the Park road should be two-lane, two-way all the way around the Island.

In South Shores, a park road separate from Sea World Drive should be implemented to the extent possible.



Proposed Roadway System

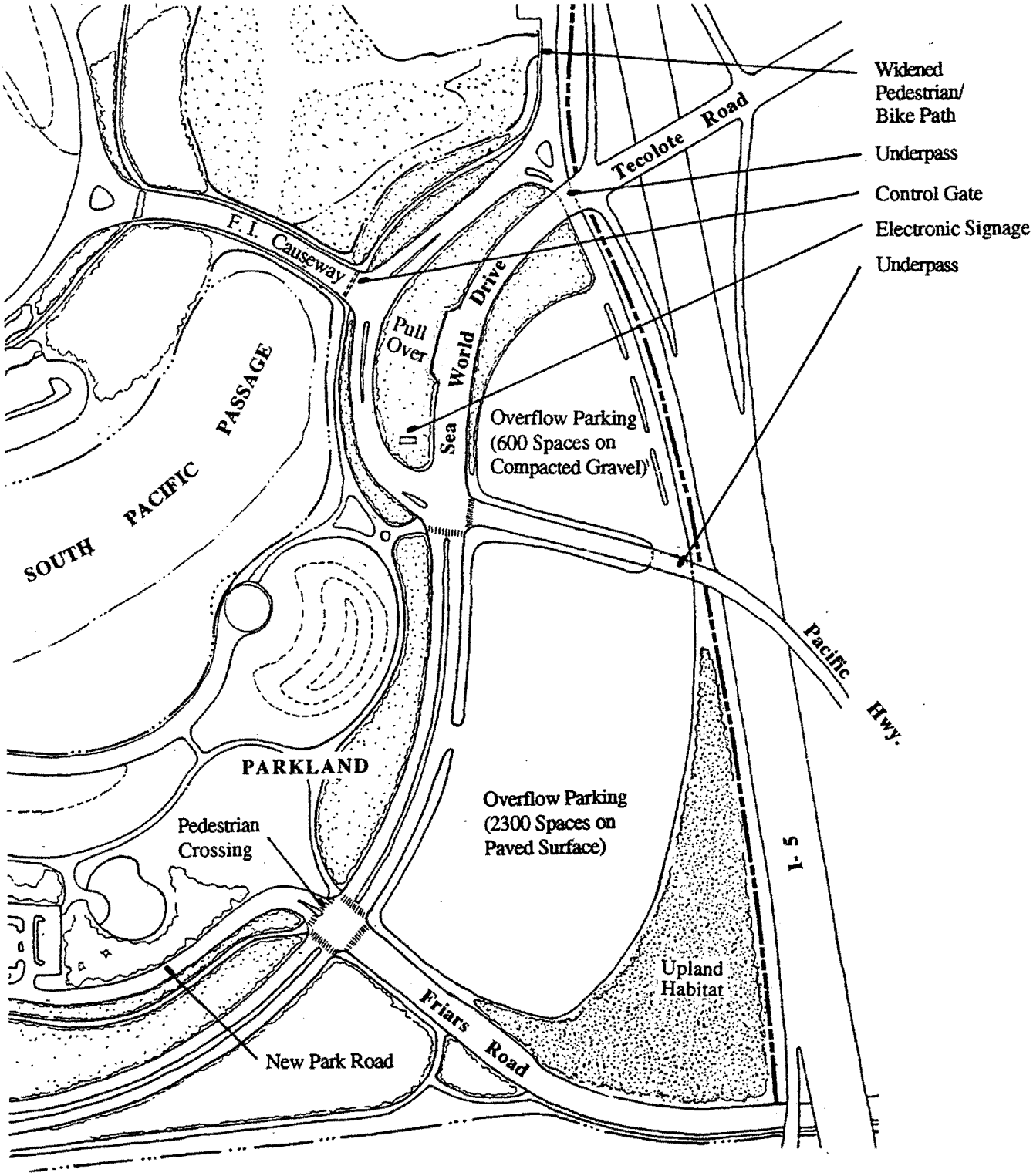
figure 28

97. Fiesta Island Causeway: Because of the anticipated intensified use of the Island, the Island's causeway should be rebuilt as a three-lane roadway, reserving the middle lane for emergency vehicles and, potentially, for alternate flows into and out of the Island during peak days, holidays, and special events. The causeway should be gradually arched and a suitably-sized culvert placed under it to permit passage by rowers. The slope of the causeway and sidewalks should not have gradients steeper than those accessible by persons with physical disabilities.

98. Emergency Vehicle Access: To meet public safety concerns, the ultimate design of the Park roads must recognize emergency vehicle access needs. To this end, tram and emergency vehicle roadways may be combined.

99. I-5, I-8 Interchange Ramps: Several previous studies and reports, including the Midway Community Plan, have identified the need to complete the two remaining interchange ramps between Interstates 5 and 8. The two identified are the southbound ramp from I-5 west to I-8, and the eastbound ramp from I-8 north to I-5. These ramps would remove congestion from local streets and reduce the level of commuter traffic from Park roads.

Due to their expense, Caltrans is not anticipating implementing the ramps in the foreseeable future. However, as they would be of benefit to Park users and commuters alike, it is recommended that efforts to secure funding for the "missing" ramps be pursued.

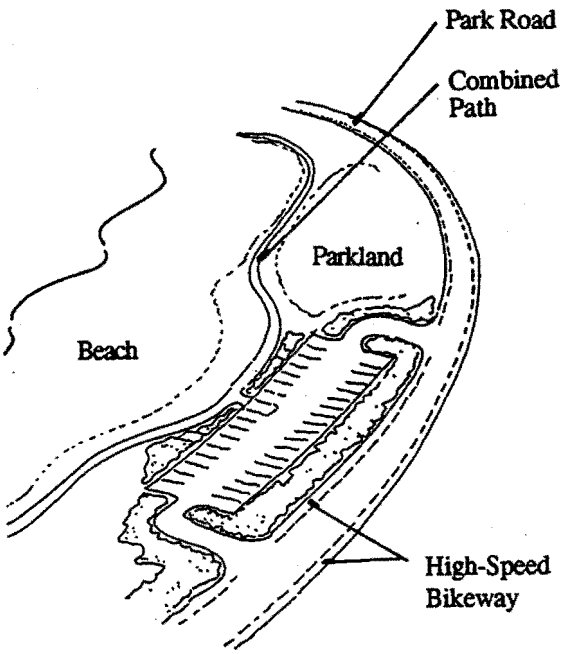


Overflow Parking Access and Circulation

figure 29

BICYCLE AND PEDESTRIAN PATHS

The Park's bicycle and pedestrian paths are among the Park's preferred and most used recreation facilities serving cyclists, in-line and roller skaters, skateboarders, strollers, wheelchairs, joggers, and casual walkers. At present these paths are combined into a single 10-foot path, which during peak days proves to be inadequate to handle the traffic. The path is also interrupted in key parts around the Park, limiting the ability of Park users to safely and conveniently ride or walk around it. Accordingly, the Park's paths need to be widened, and extended throughout its waterfront.



Bikeway & Pedestrian Path

Recommendations

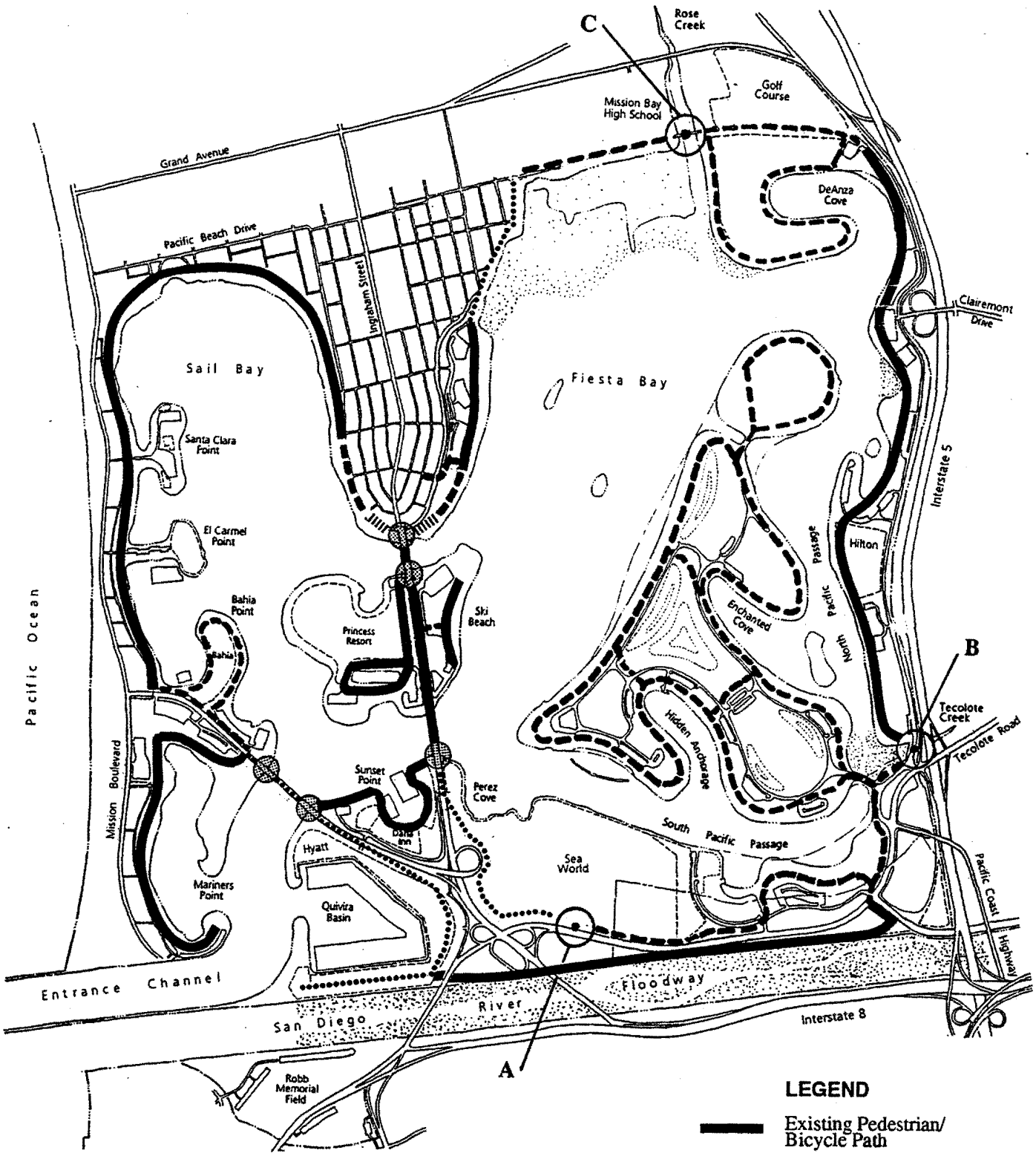
100. Combined Paths: As detailed in the Design Guidelines, a combined path around the Park should be implemented, consisting of a clearly marked 8-foot walkway and an 8-foot bicycle and skating way. These standards apply where both courses adjoin each other. Where desirable to separate the courses, the bike/skating course should be 9 feet in width to allow circulation by Park maintenance and emergency vehicles. These courses are not intended to accommodate "first-in" emergency responders.

The combined path is intended to serve the casual recreation user. Accordingly, a 5 mile-per-hour speed limit should be maintained on the bike/skating portion of the path.

101. Key Linkage Improvements: To maintain safe and convenient continuity of the paths around the Park, four key improvements should be implemented:

- A grade-separated pathway spanning Sea World's exit roadway. This overpass would allow pedestrians and bicyclists to safely cross from the entrance roadway and continue along its south side to Ingraham Street.

- A pedestrian and bicycle bridge over Rose Creek, designed also to accommodate maintenance and emergency equipment. This bridge would allow Park users to conveniently circle the northern edge of the Park.



Note: Refer to "Optional South Fiesta Island Development Plan" on page 130

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LEGEND

- Existing Pedestrian/ Bicycle Path
- Proposed Pedestrian/ Bicycle Path
- Roadside Bicycle Lane
- Boardwalk (Under Bridge)
- Existing Under-Bridge Connection
- Special Improvement

A Overpass on Sea World Exit Road

B Widened Pedestrian/ Bike Path @ Existing Bridge

C New Bridge

Pedestrian / Bicycle Path Improvement

figure 30

- A raised path, or boardwalk, under the Ingraham Street Bridge at Crown Point Shores. The path would permit uninterrupted movement from Fiesta Bay to Sail Bay.

- Widening of the East Mission Bay Drive Bridge. The combined path is currently inadequate at this location. A widened bridge or separate path along its west side is recommended.

In addition to the above key linkage improvements, a continuous pedestrian and bicycle path should be pursued around Bahia Point. To this end, a shift in the Bahia Hotel lease area should be considered in accordance with Recommendation 17.

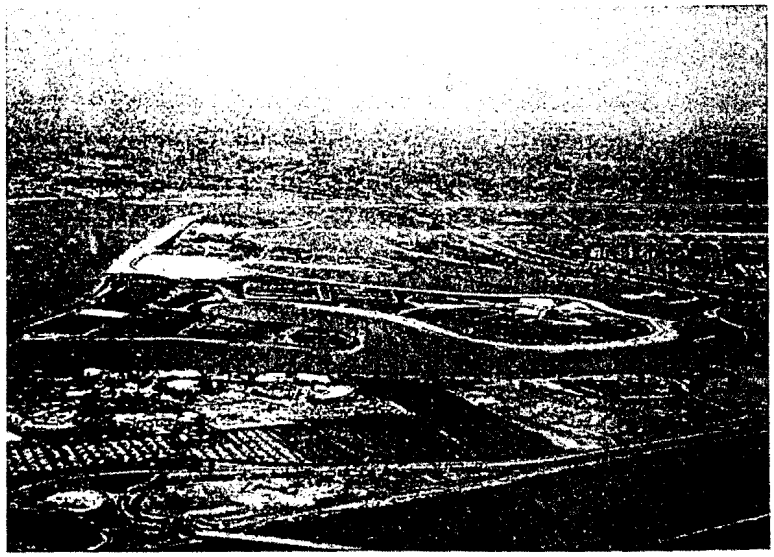
102. High-Speed Bicycle Path: To accommodate the higher speeds of touring cyclists and skaters, dedicated bicycle lanes should be provided on the Park roads to the extent possible.

If curbside parking is removed from East Mission Bay Drive, the parking lanes should be converted to bicycle lanes (this also facilitates emergency vehicle access). Alternatively, a dedicated bicycle path could be provided between the Park road and the boundary with I-5.

Extending a dedicated bike lane along the eastern edge of the Park next to the overflow parking lot, and bridging the path over Friars road, linking it to the San Diego River pathway should be considered. This improvement would create a nearly uninterrupted high-speed bikeway between De Anza Cove and Hospitality Point.

103. Regional Linkages: The Park should be viewed as a key destination of the regional system of recreational paths. To this end, studies should be conducted to determine the feasibility of connecting the Park's bikeways and pedestrian paths to the regional network, particularly along Rose Creek Canyon to San Clemente Canyon and across I-5 to Clairemont Boulevard. Coordination with MTDB should be exercised to ensure the optimum pedestrian and bicycle access to the Park (possibly over I-5 from future planned light rail station).

VIII. SOUTH SHORES AND FIESTA ISLAND



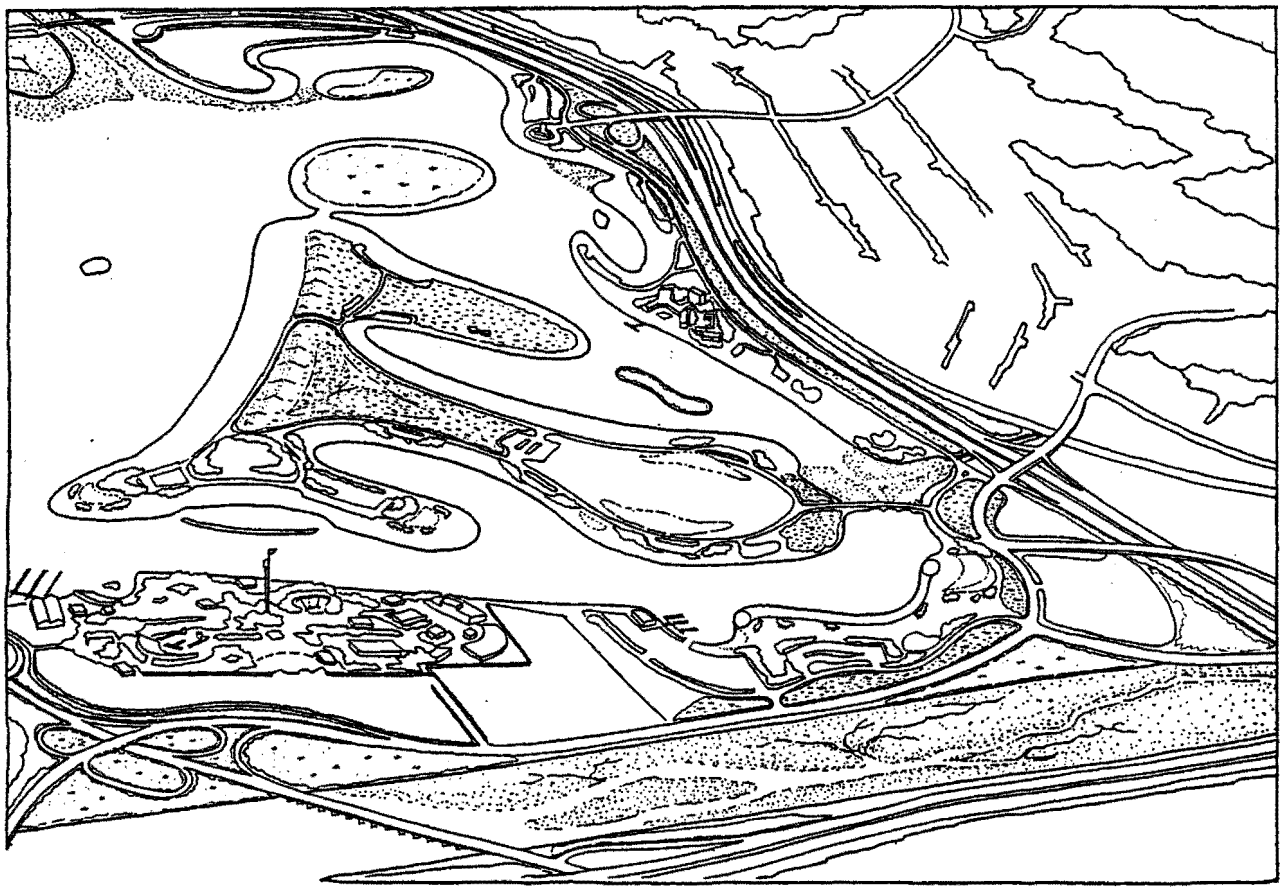
Encompassing over 600 acres of land area, South Shores and Fiesta Island represent a significant part of the future of Mission Bay Park. One third of regional-oriented recreation, the largest naturally landscaped upland areas, major sport and cultural event venues, and the Park's parking and transportation hub will be located in these areas of the Park. Other, more contained facilities, will also be included, such as a boat ramp, potential commercial leases, new swimming areas and primitive camping. As a goal...

> ***...South Shores should be an intensively used park area that attracts visitors to a variety of public and commercial recreation venues yielding, in aggregate, a summary view of the Park's grand aquatic identity. For its part, Fiesta Island should remain essentially open yet supportive of a diversity of regional-serving public and low-key, for-profit recreation and natural enhancement functions.***

The key to meeting these goals is the dedication of the Island's southern peninsula, the current site of sewage treatment sludge beds, as a regional parkland area. This site enjoys

unequaled access to clean Bay waters, outstanding Bay views, and is conveniently served by Park and regional roadways. This area of the Island also faces South Shores, which achieves the concentration of regional parkland uses to the benefit of transit, public facilities, and commercial services.

Still, much of the success of South Shores and Fiesta Island will depend on more fine-grain design detail that captures the essence of the place and maximizes its recreation, commercial, and environmental potential. This Section describes in more detail the principal design criteria and recommendations that should guide the development of these areas of the Park towards this objective.

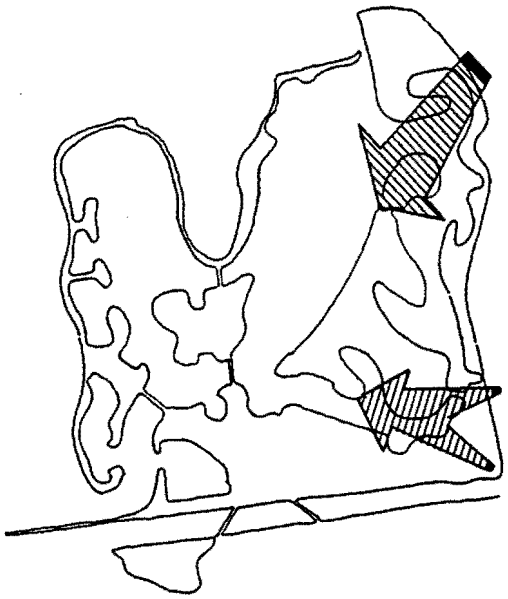


Aerial View of South Shores & Fiesta Island

SOUTH SHORES

More Park visitors are likely to be exposed to South Shores, if only from Sea World Drive, than any other area of the Park. For this reason, South Shores is envisioned as a landscape "overture" or summary view of the Park's grand aquatic identity. To meet this vision, the site must contain a variety of features, from natural landscapes to parkland, and from more active play areas to passive waterfront settings.

Recommendations

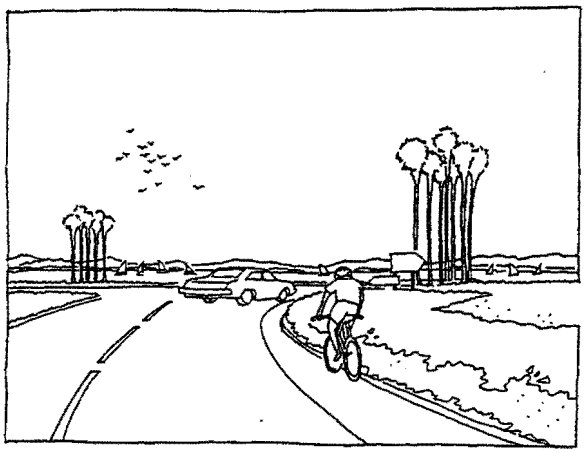


Major Views into Park

104. Gateways/Views: As a "landscape overture," South Shores should afford wide and open views of the Park from the entrance roadways – namely Tecolote Road, Pacific Highway, Friars Road, and Sea World Drive. To meet this objective, two design concepts are essential:

- The "gateways" into the Park should be defined by the Bay views themselves, rather than by "designed" entrance features. Signage and vegetation that detracts for the Bay views should be discouraged.

- Commercial development and parking (excluding the overflow parking) should be located toward the western end of South Shores. This location is the farthest from the entrance roadways and, therefore, can afford to be more intensively developed without affecting the views into the Park.



Gateways

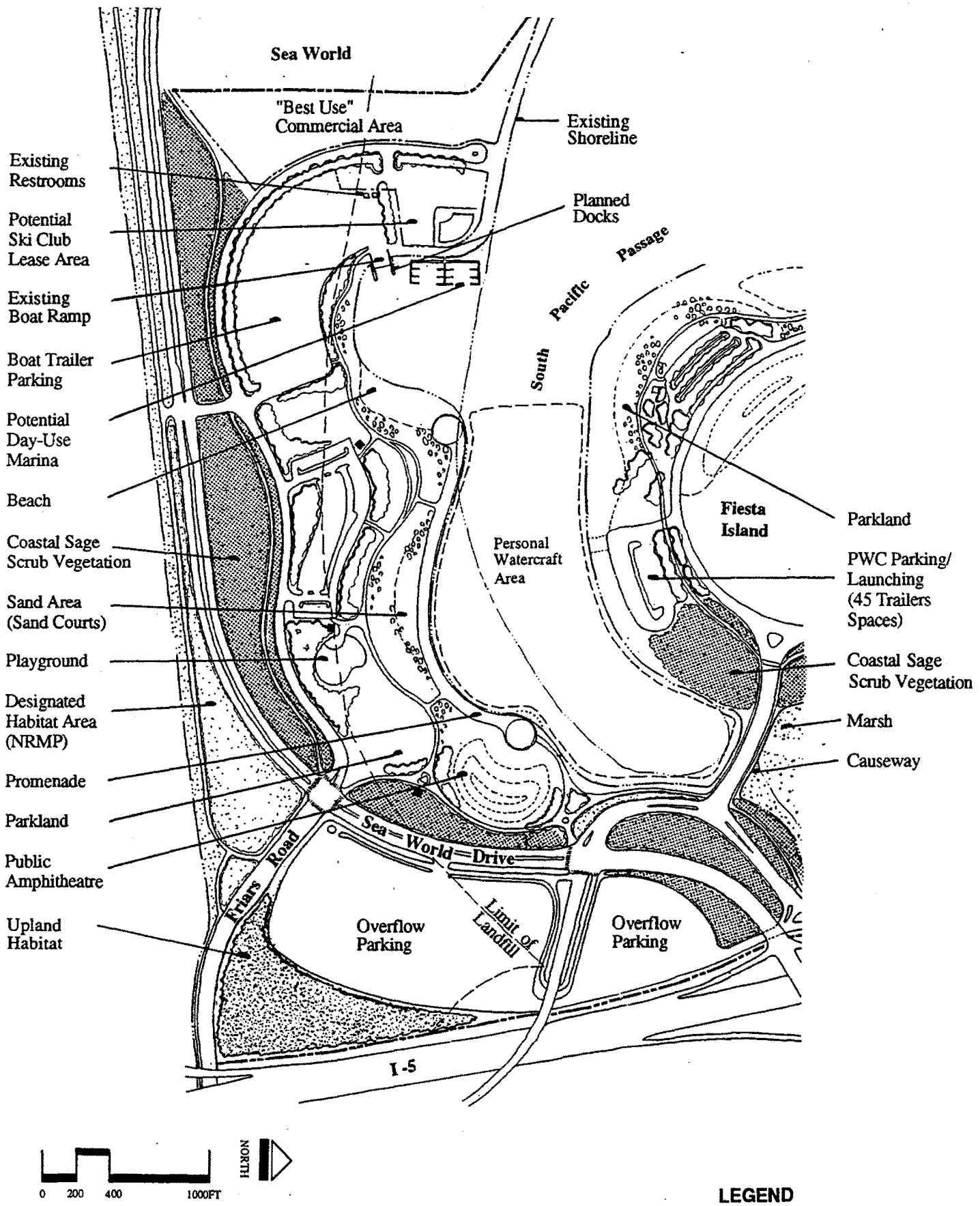
105. Coastal Landscape Boundary: The Design Guidelines call for the Park to be bounded by a more natural, coastal-oriented landscape. The intent is to clearly "mark" the passage from the urban to the Bay environment. As in East Shores, the boundary zone corresponds to the area between the Park road and other roadways such as I-5 and Sea World Drive. These boundary areas should be predominantly landscaped with natural coastal sage scrub species. The landscape treatment within and around the overflow parking, therefore, should be of this type. While the width of these boundary areas may vary, they should be sufficiently wide to be credible landscapes, not merely buffer strips.

106. Shoreline Modifications: Being nearly one quarter of a mile in depth, South Shores can afford partial dredging of its shore to enhance views of the water from the entrance roadways, add interest to the shoreline for recreation purposes, and, more importantly, to expand the personal watercraft use area in South Pacific Passage. A total of 8 acres are proposed to be dredged, which will be up to 250 feet in depth from the current shoreline. All of the dredge areas are proposed outside the limits of the existing landfill.

107. Parkland: 300 feet from shore has been established as the primary waterfront influence zone. Accordingly, roadways, parking areas, restroom buildings, and other non-recreational facilities should be placed outside this zone to the extent possible, leaving the area open for parkland. To further magnify the presence of the water within the parkland area, the grade should be gently sloped towards it, to the closest grade possible from the high-water line. Run-off containment measures should be included to prevent the loading of the Bay waters with fertilizer and other chemicals.

108. Active Play Areas: Within the parkland area of South Shores, two sites are proposed as flat, open areas suitable for informal active sports such as soccer or softball; one being south and east of the planned embayment, and the other directly across from the Friars Road/Sea World Drive intersection. Both of these sites face embayments, which, coupled with their openness, allows for wider and closer proximate views of the water from major Park access roads.

109. Beach Areas: Due to the dedication of the east end of South Pacific Passage for Personal Watercraft use, which imposes a safety hazard with bathers, the shore facing the PWC zone should be stabilized with rip-rap rather than sloped and covered with sand to form a beach. However, the recently completed beach in the South Shores embayment will provide water access for bathers and sand for shore recreation.



South Shores Concept Plan

figure 31

110. Sand Courts: In addition to the beach in the embayment, patches of "upland beaches" or sand courts should be provided for volleyball play and other sand games, including playgrounds. Such areas will also help reduce the amount of turf-maintenance chemicals that would otherwise need to be contained.

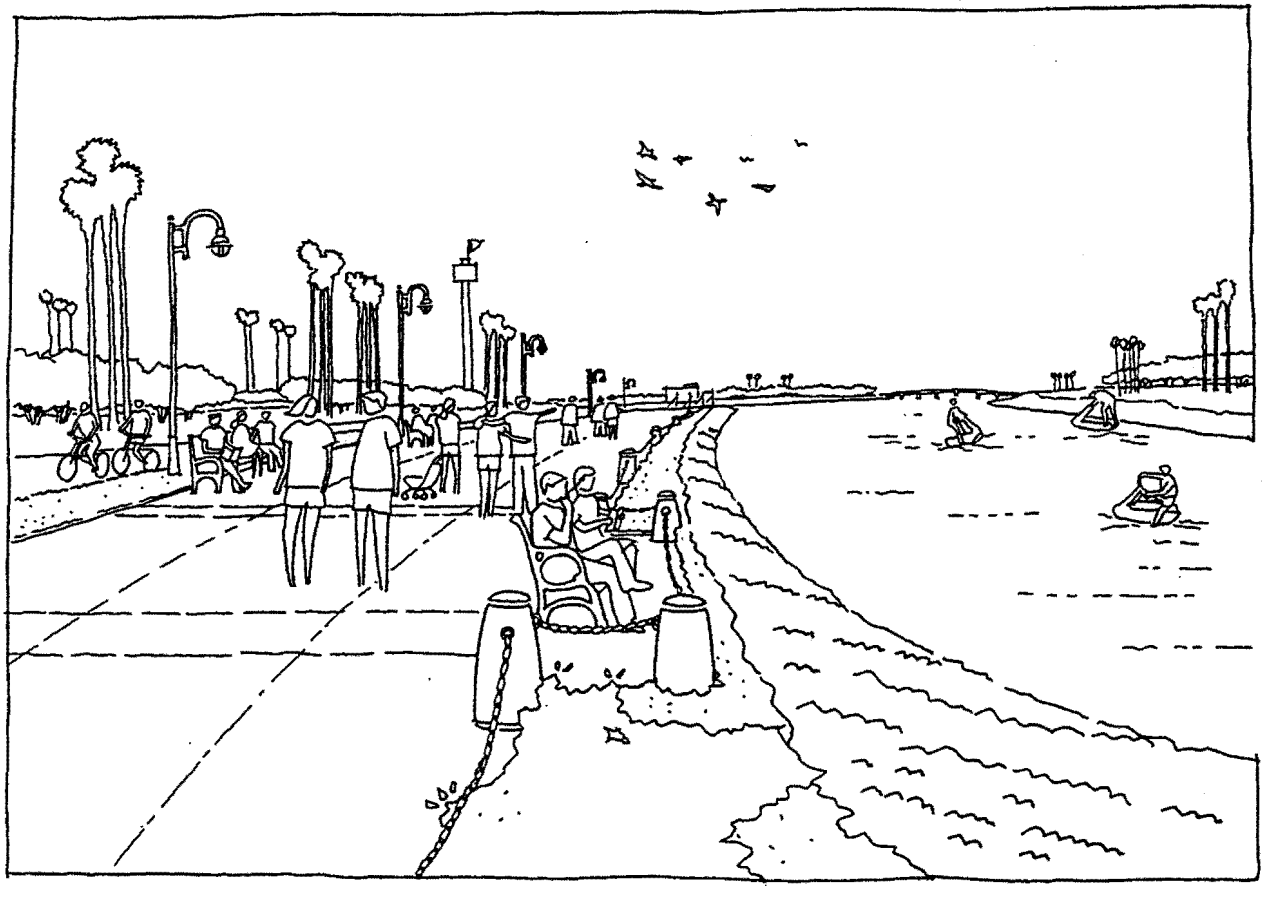
111. Public Amphitheater: This facility is envisioned as a turfed, gently sloping mound capable of informally seating several thousand people. Its location should be directly at the east end of South Pacific Passage. From this location a full view of the Passage is obtained, which would act as a backdrop to any performance, including potential water-sport events in the PWC designated area.

A flat, paved apron should serve as a stage area for the temporary installation of platforms, sound, and other equipment. Temporary gates and fences could be erected during performances for security and access purposes. Otherwise, the amphitheater area should remain open and available for general public recreation.

112. Waterfront Promenade: There are no places in the Park where large crowds can gather alongside the water to parade, stroll, watch water sports, or participate in staged cultural events like arts and crafts fairs. Accordingly, a one-quarter-mile promenade is proposed along the shore, spanning from the proposed amphitheater to the planned embayment opposite Hidden Anchorage. The promenade should be about 40 or 50 feet in width to allow flexible use of its surface. This width should not include the Park's bikeway. As with the amphitheater, special cultural events could be scheduled during evening hours and in the fall and spring months to expand the use of the Park during non-peak periods. A narrower extension of the promenade should continue along the planned embayment and beyond for the remainder of the public shoreline.

13. Commercial Parcel: The proposed 16.5+/- acre "best-use" commercial parcel is configured to take maximum advantage of the waterfront while still allowing the relocation of the Ski Club to the planned embayment. Its configuration also permits the retention of the existing restrooms. The actual boundary of the lease parcel should depend on the Ski Club area and shore public access requirements, but should not be less than 300 feet; this depth is the minimum necessary for a guest-housing, motel-type development as an optional commercial use.

114. Boat Ramp and Trailer Parking: To implement the relocation of the Ski Club and commercial parcel as described above, the currently planned trailer parking should be shifted eastward along the embayment and southward toward Sea World Drive. Sufficient distance from Sea World drive should be maintained to permit the placement of the Park road, bikeway, and a coastal landscape buffer area between the trailer parking and Sea World Drive.



Promenade in South Shores

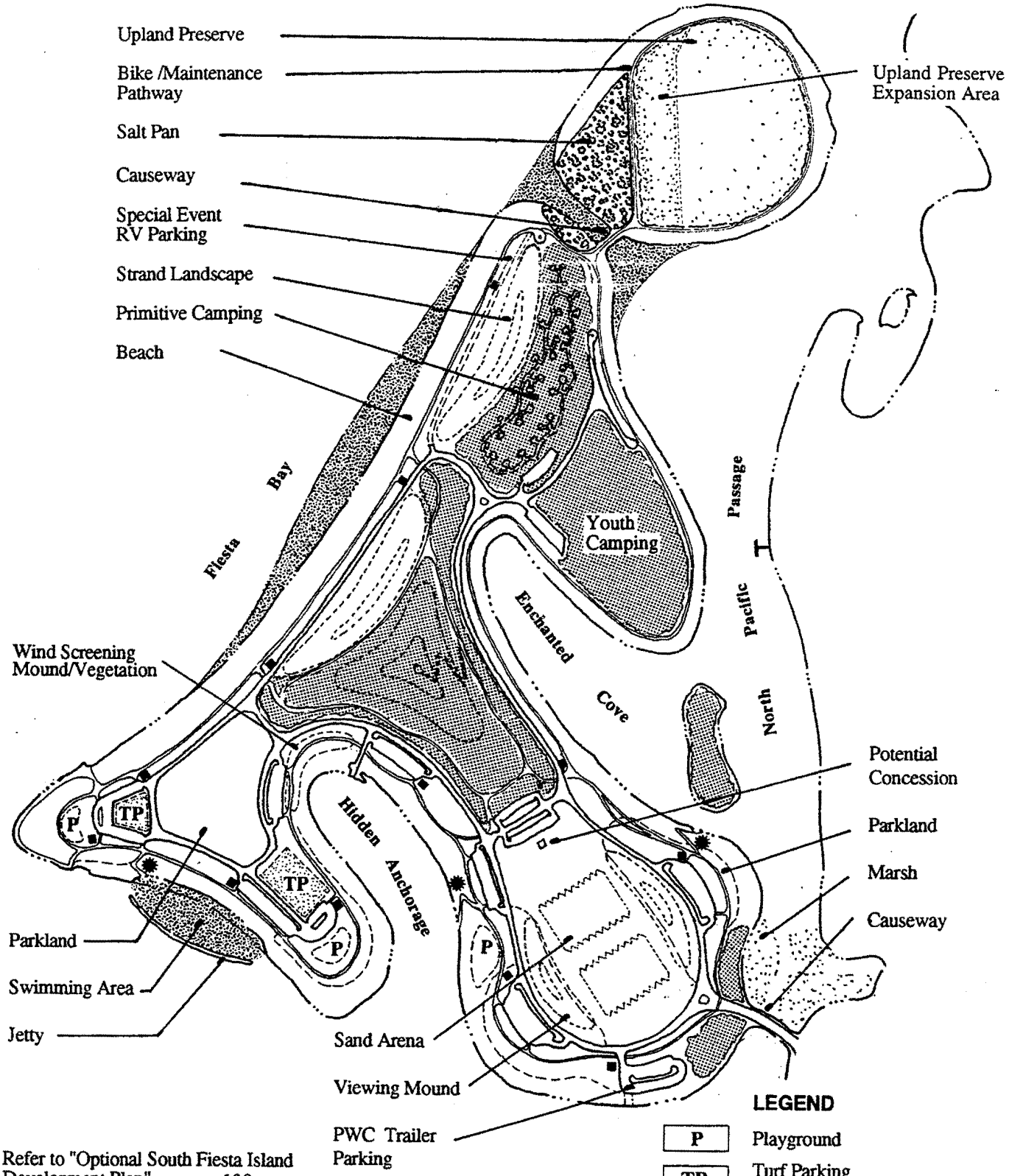
FIESTA ISLAND

As an open landscape, Fiesta Island should be the place where City residents and visitors alike find the ultimate refuge from urban congestion, noise and visual clutter. Fitting its namesake, the Island should also be a place for celebrations: of holidays, of sports, of sunshine, of nature, and most importantly, of the special meaning of the Bay - its aquatic empathy. To meet the specific objectives imposed on it, the Island's land use has been graded in intensity from highly developed parkland to the south to more natural and open areas to the north. This will allow visitors to sense coherence and order in the landscape while preserving its environmental integrity.

Recommendations

115. Island Causeway: In accordance with the circulation objectives, Recommendation 97, the Island's causeway should be expanded to three lanes from its current two. Upon crossing the causeway, the open sand arena will come into view, framing more distant views of the Island and Bay beyond. Coastal sage scrub and sand dune vegetation should be planted at both ends of the causeway to reinforce the coastal qualities of the Island, much like the "rustic" boundary reinforces the coastal qualities of the entire Park.

116. Park Road: As in South Shores, and in keeping with the Design Guidelines, the Park road should maintain a 300-foot clearance from the shore (Mean High Water), with the exception as noted in Recommendation 124 below. The 300-foot clearance is intended to preserve the primary waterfront influence zone for parkland purposes to the greatest extent possible.



Note: Refer to "Optional South Fiesta Island Development Plan" on page 130

NORTH 0 500 1000 2000 FT

Fiesta Island Concept Plan

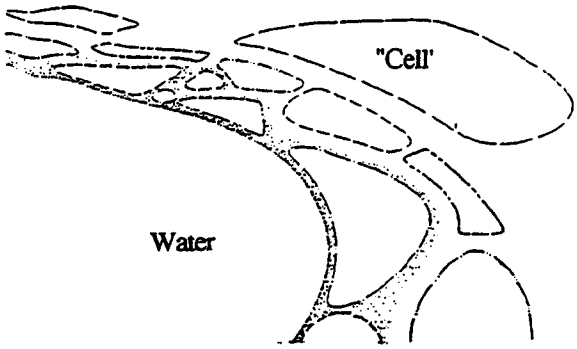
figure 32

117. Shore Integrity: From a design standpoint, the Island should maintain the integrity of its shores; that is, if a person were to stand on any given stretch of shore, there should be visual and landscape continuity from end to end. The intent is to preserve the integrity of different types of recreational experiences as a person travels about the Island. Accordingly, four distinctive shore areas are envisioned:

- The southern shores – beach backed by ornamental turf and trees;
- The central shores – beach backed by coastal vegetation;
- The northern shores – beach backed by an upland preserve

Linking these shore areas will be the Island pathways. As they are part of the landscape, the paths should also be "tuned" to the distinctive quality of the landscape, performing, in the words of poet and artist David Antin, "terrain drama." The "Art in the Park" Section of this Plan discusses this concept in more detail.

118. Parkland, or "Islands within an Island": Consisting predominantly of sandy shores backed by ornamental turf and trees, southern Fiesta Island will ultimately contain about 100 acres of new parkland within the primary waterfront influence zone, mostly in the current sludge beds site. Because of the lower grade elevation that will result from the abandonment of the sludge beds, this part of the Island should be a repository for fill material resulting from shoreline dredging operations. The dredging of the 4-acre embayment along South Pacific Passage, and the "shaving" of the Island's western shore are two likely nearby sources of fill material.

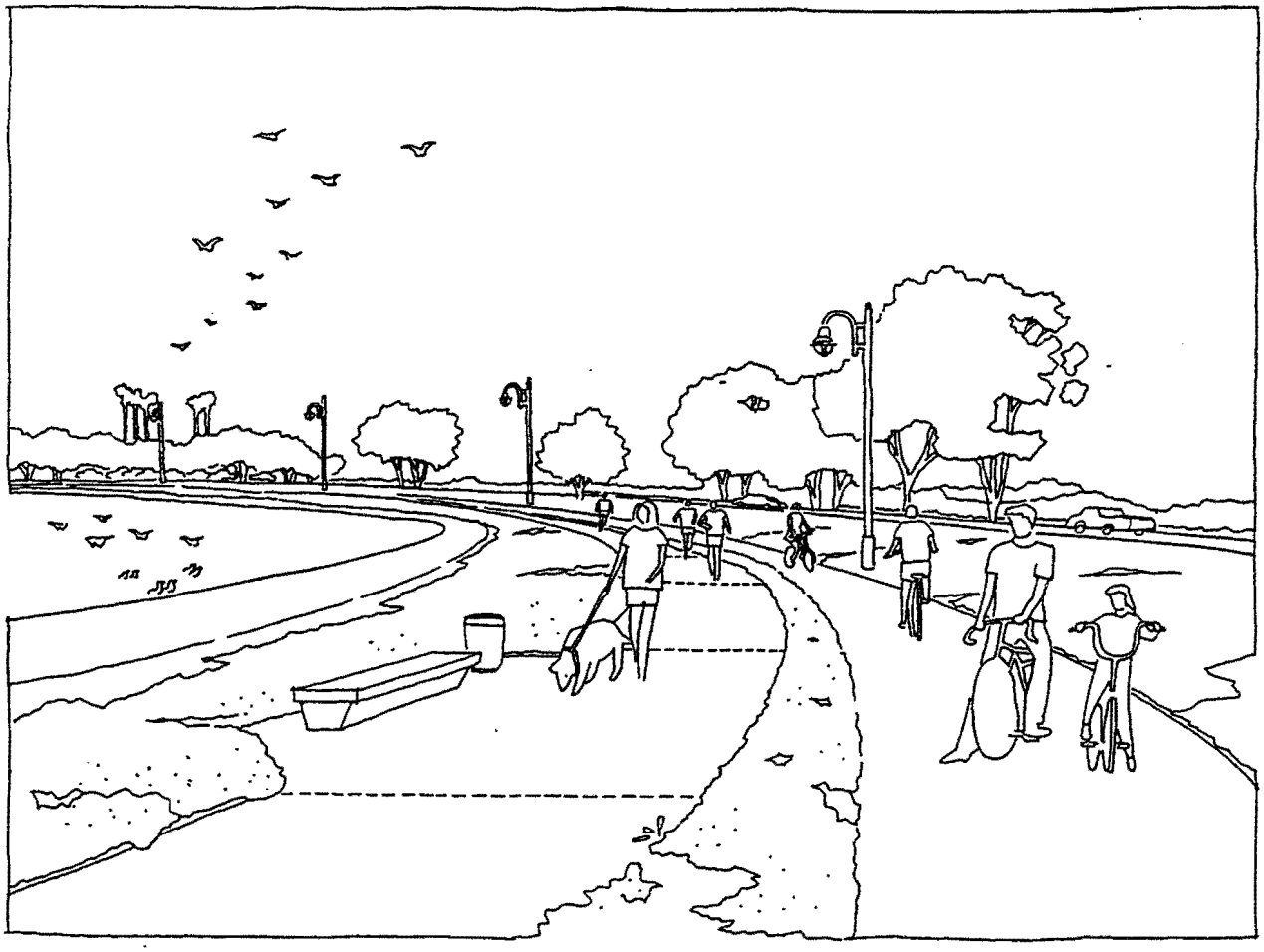


Parkland

In accordance with the Design Guidelines, new parkland areas should be designed as "cells," or distinctively defined areas emphasizing different functions, such as intimate picnicking or active sand play. In Fiesta Island, this concept should be stretched further, defining the turf areas as "Islands within the

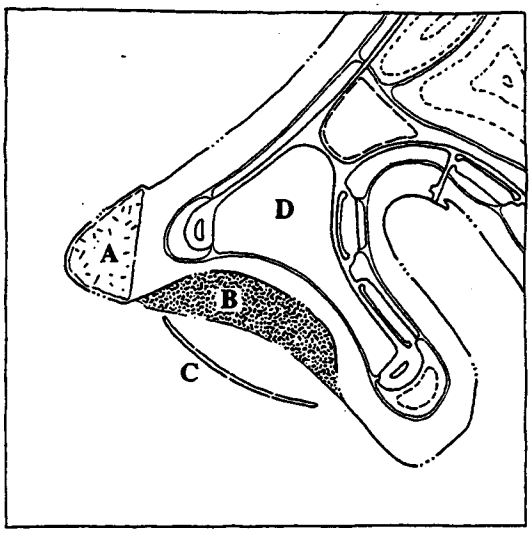
Island." The intent is to maximize the variety of recreational landscapes within a single, continuous environment while reducing the amount of turf needing water and maintenance. This approach also reinforces the intrinsic "Island" qualities of the place.

119. Pathways: Of all of the Island's recreation facilities, the pedestrian and bicycle/skating paths stand to be the most used and enjoyed. Over 5.5 miles of minimally interrupted paths facing the waterfront are proposed, encircling the entire Island. In addition, more rustic foot-paths are proposed within the upland habitat areas for hiking and jogging. As described further in the "Art in the Park" Section, these paths constitute a major opportunity for art to be integrated into the Park's overall recreation experience.



Fiesta Island Development

120. Swimming Embayment: A 4-acre embayment for swimming and wading, protected by a jetty, is proposed in the Island's southern peninsula. The embayment is also intended to serve as an eelgrass mitigation area. Should it prove mandatory to increase the mitigation area, the embayment could be enlarged to about 9 acres, as shown on the diagram to the right. This option also allows the retention of Stony Point as a Least Tern preserve, should any or all of the replacement sites prove unsatisfactory. This option, however, reduces the area of the peninsula available for active recreation by about 14 acres, contrary to the development objectives of the Plan. Accordingly, this option should be considered to the degree that mitigation objectives supersede recreation objectives.



Optional South Fiesta Island Development

A: Stony Point Least Tern Preserve

B: 9-Acre Swimming Embayment/Eelgrass

C: Jetty

D: Play Area

121. Large Group Picnic/Overflow Parking: A central area of turf and two smaller ones toward the western and eastern points of the southern peninsula are proposed for large group picnic functions. Lying mostly outside the primary waterfront influence zone, these areas are large enough to hold related soccer, softball, multiple volleyball or touch football games. During special events, however, all or part of these areas, particularly the two smaller sites, could be used for temporary overflow parking and staging.

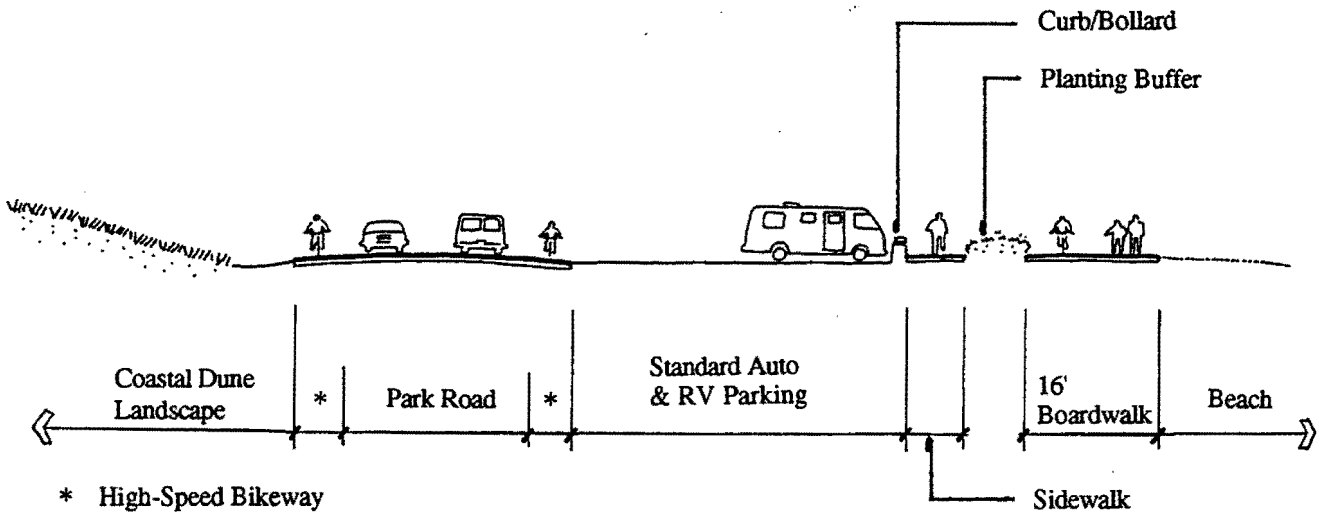
122. Potential Concession: A potential concession for food and refreshments (150+/- square feet) should be considered at the western end of the Island's sand arena. Because of its accessible and central location, this concession could serve the entire Island, as well as special sporting events held at the arena. This concession would also add security to the more natural recreation areas in the Island's main penninsula.

123. Beachfront Parking: Most of the new parking proposed on the Island is in contained lots spaced along the Park road. This arrangement satisfies the need to access the parkland areas safely and conveniently. However, some visitors also desire parking in closer proximity to the shore to recreate as near to their vehicle as possible. Two sites are proposed for this purpose:

- Enchanted Cove, south shore – The Park road should be within 200 feet of the shore at this location, allowing for head-in parking in marked, curbed, gravel-surfaced stalls.

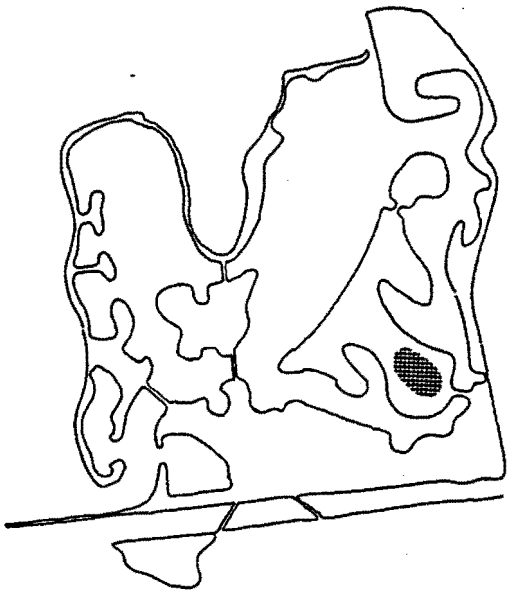
- Northern Cove, south shore – A small parking area, with head-in stalls facing the water should be placed here. The lot could be placed within 100 feet of the shore, which would also facilitate the launching of sailboards.

Additional beachfront parking would be available in the Island's west shore. These head-in spaces, marked and curbed, should be 50 feet deep to accommodate recreational vehicles. At this location, however, the Park road should remain outside of the 300-foot mean high water line.

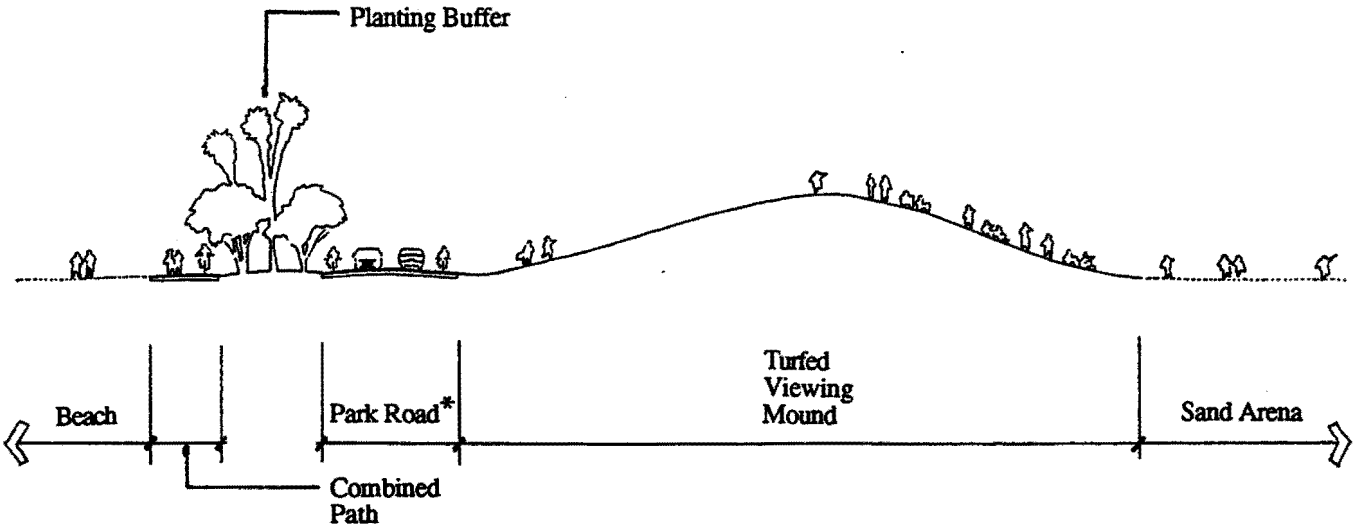


Fiesta Island West Shore Development

124. Sand Arena, Volleyball, and Over-the-Line: The sand arena is proposed to be relocated to the eastern end of the Island's main peninsula to afford more convenient access, expanded play area, and better spectator facilities. (See Recommendation 29). Turfed mounds framing the north and south sides of the arena should be provided: the inward face of the mounds would serve event spectators, while the outward face, facing the water from a higher vantage point, would be suitable for picnicking and other passive recreation activities. These improvements would make the arena a potential venue for nationally-televised events, bringing further attention to San Diego as a national recreation destination.



Sand Arena



* Including High-Speed Bikeway

Sand Arena / Parkland Cross Section

ECONOMICS

X. ECONOMICS

Mission Bay Park is at present the result of a very successful public/private partnership which has invested well over $100 million in actual physical improvements. In 1992 dollars this figure would be substantially higher. To ensure the continued success and vitality of the Park, this partnership must remain solid and active. As a Goal...

> ***...Mission Bay Park should continue to encourage successful recreation-oriented commercial ventures, within appropriate designated areas, in the interest of generating revenues for the City to cover public operations and maintenance costs, and to help finance improvements within the Park. Of equal importance, the Park should maintain an appropriate and economically sound level of public investment as a means to attract visitors and tourists in support of the private sector investments.***

By provisions of the City Charter, not more than 25 percent of the Park's land and 6.5 percent of its water can be used for lease purposes, commercial and non-profit. In pursuit of a balanced approach to the future development of the Park, this Plan increases the overall lease area by a possible maximum

of nine acres, raising the percentage from 21.4 to 22 percent. This Section evaluates the economic impact of the proposed commercial leases, as well as suggests means to fund and finance the cost of the proposed public improvements as defined in the previous sections.

Note: All figures, unless indicated otherwise, represent a 1992 dollar value.

ESTIMATE OF PUBLIC IMPROVEMENT COSTS

The following table describes the estimated costs for the Park's proposed public improvements. The figures represent 1992 construction and administration costs as derived from industry standards. The overall capital cost may vary, depending on the ultimate disposition of the De Anza Special Study Area.

Table 5

ESTIMATE OF PUBLIC IMPROVEMENT COSTS

COST ITEM	(millions)	REMARK
NORTH END		
1. Rose Creek Bridge	2.0	500 Linear Feet (L.F.).
2. Wetland Expansion	12.5	100-acre (Ac.) overall area; includes $1.5 million allowance for hydrologic improvements.
3. De Anza Cove Channel	1.5	Includes 300 Feet (Ft.) pedestrian bridge.
4. Nature Center	1.5	2,000 Maximum Square Feet (S.F.) + interpretive displays.
5. Pacific Beach Athletic Fields expansion	0.5	Potential addition of soccer & softball fields, game courts & parking.
FIESTA ISLAND & BAY		
6. West Shore Dredging	2.0	18 Ac. crescent dredge area; suitable for eel grass bed.
7. E.F.B. Island Dredging	1.0	10 Ac. dredge area.
8. Upland Habitat Preserve	0.75	Expands Least Tern preserve per NRMP recommendations.
9. Fiesta Island Channel	1.5	Optional.
10. Regional Parkland	15.0	100 Ac. development area; includes parking.
11. Playground Areas	1.5	Three play areas
12. Coastal Landscape	3.0	40 Ac.area.
13. Sand Arena Relocation	3.0	55 Ac. area and viewing mounds.
14. Entrance Causeway	2.0	Three-lane, raised causeway.

Table 5, Continued

COST ITEM	(millions)	REMARKS
15. PWC Launch & Service	0.75	Includes 45 trailer parking spaces + 20 std. spaces & clean-up station.
16. South Beach Jetty	1.0	1,000 L.F. rip-rap or possibly floating wave attenuation device.
EAST & TECOLOTE SHORES		
17. Wetland Expansion South of Visitor Center	0.5	5 Ac. area.
18. Wetland Expansion at Tecolote Creek	1.0	10 Ac. area.
19. Path Widening @ Creek	0.25	Boardwalk next to existing bridge.
20. Shore Dredging	1.0	9 Ac. dredge area.
SOUTH SHORES		
21. Regional Parkland	7.5	34 Ac. area; includes parking.
22. Waterfront Promenade	1.5	1,800 L.F., 50-60 Ft. wide.
23. Playground Area	0.5	One play area.
24. Coastal Landscape	3.2	15 Ac. area.
25. Public Amphitheater	1.0	Mounded turf & lighting; 3,000-5,000 person capacity.
26. Ski-Club Relocation	1.0	Site improvements.
27. Overflow Parking	6.0	3,000 spaces + landscaping and lighting.
28. Bike Overpass @ Sea World Entrance Road	1.2	

Table 5, Continued

COST ITEM	(millions)	REMARKS
PARK-WIDE IMPROVEMENTS		
29. General Landscape Rehabilitation	23.5	(See Following Table 6).
30. New Restrooms	7.0	20 restrooms.
31. Traffic & Transportation Improvements	15.5	(millions) Tram 0.75 Tram Stations 1.5 F.I. Park road 2.5 S.S. Park Road 1.0 Lane Widenings 0.75 S.W.D. Underpass 6.0 P.Hwy. Underpass 2.5 Traffic Controls 0.5
32. General Signage & Information Displays	0.75	Includes interactive video displays at main access points.
33. Bike & Pedestrian Pathways	12.0	Includes South Shores and Fiesta Island Paths, lighting, and Crown Point Shores boardwalk.
34. Parking Lot Lighting	1.5	New lights in portions of existing parking lots.
35. Art Program	2.5	(20-year period allowance).
SUBTOTAL	**136.9**	
Design & Administration (25 percent)	34.22	
TOTAL	**171.12**	

Table 6

COST ESTIMATE FOR GENERAL REHABILITATION

ITEM	COST (millions)	REMARKS
Landscape Retrofit	3.5	45 acres, turf to coastal plants.
Ingraham Street Landscaping	0.75	Coastal landscape along the roadway.
Ski Beach Pier	0.75	
Sail Bay Landscaping	1.5	Coastal Strand planting behind path.
I-5 Buffer Landscape	1.0	Coastal landscape between Park Road and I-5.
Restroom Repairs	1.5	
New Furnishings	0.5	
Parking Improvements	1.5	Retrofitting of selected parking to accommodate RV's
Existing Path Widening & Lighting	2.5	
Contingency	10.0	
TOTAL	**23.5**	

REVENUE AND COST PROJECTIONS

In order to assess the City's ability to fund the $171 million of proposed public improvements, a four-step analytical process was followed.

Step 1: Forecast Baseline Lease Revenue

Assumptions: Based on existing lease terms and 1991 actual lease payments to the City, lease revenue for each year from 1992 to 2012 (the planning period) was projected. Given the current recession, the overbuilt hotel market, and the Park lessees' cautious view of near and mid-term market trends, a relatively stagnant growth rate for revenue was assumed until 1996, after which revenues were projected to grow with inflation during the balance of the planning period. Leases that expire during the planning period were assumed to be renewed under current terms (mostly minimums versus specified percentages of sales). Two land leases, the City Water Utilities Department and the De Anza Harbor Trailer Resort, were assumed to expire without renewing their current land use. This baseline analysis also assumes a status quo without the impact of major expansions or redevelopment of existing leases.

Forecast: An estimated $215 million in baseline land lease revenues would be collected during the twenty year planning period. This analysis is presented in Table 7.

Step 2: Forecast Incremental Lease Revenue

Assumptions: Next, incremental lease revenue from redeveloping, expanding existing leaseholds, or relocating existing leaseholds, and new lease revenue from new commercial development as proposed in this Plan were projected. In the case of redevelopments and expansions of existing leaseholds, total lease revenue from the redeveloped projects was estimated and projected lease payments from the existing status quo use were subtracted to estimate the net lease revenue gained or lost. Given expected difficult near- term market conditions, most of the redevelopment of existing leaseholds is projected to occur during the first half of the planning

period, while new development requiring new leaseholds is projected to occur during the second half of the planning period.

The expansions of existing leaseholds only include the amount of hotel rooms existing lessees have already proposed, namely the redevelopment of the Dana Inn, the Bahia Hotel, and a new hotel proposed at Marina Village. The new leaseholds include the "best-use" commercial parcel on South Shores, and 350 additional "site-unspecified" hotel rooms. These "site-unspecified" rooms are uncommitted to a specific site since they may be achieved by intensifying existing leaseholds beyond current plans or by redeveloping the De Anza Special Study Area. The amount of hotel rooms presented by the end of the planning period should be sufficient to accommodate demand generated by an average annual growth rate of 2 percentage in occupied room-nights, and an average annual occupancy rate of 70 percent.

While the more focused future planning of the De Anza SSA may lead to a higher number of hotel rooms beyond that assumed in this analysis, the market may not support all of the hotel rooms allowed. Some of these hotel rooms might not be built until after the planning period, depending on market conditions. Prudently, the lease revenue projections for new leaseholds do not assume that all of the hotel rooms potentially allowed by the Master Plan would be built during the planning period.

Forecast: Overall, an estimated $28 million in incremental lease revenue from expansions and new leases is projected during the planning period. This amount may be less than expected if many of the new leases and some of the expansions of existing leaseholds, occur towards the end of the planning period. This analysis is summarized in Table 8.

Step 3: Forecast Net Lease Revenue

Assumptions: The projected baseline lease revenue and the net incremental lease revenue were added to estimate total lease revenue resulting from the implementation of the Master Plan Update. Direct Mission Bay Park operating expenses associated with the City's Property Department, Park and

Recreation Coastal Division, and the Park and Recreation Central Division were also projected for the planning period.

The operating cost projections were based on estimated 1991 operating costs, (based on the City of San Diego's 1988 estimate of Mission Bay operations and maintenance costs, plus an overhead cost factor), increased by 10 percent to provide a higher level of service than currently provided, an annual adjustment for inflation, and an assumed 1.5 percent annual increase above inflation to account for additional maintenance resulting from the increase in improved parkland recommended to accomodate greater usage attributed to regional population and tourism growth over time. The projected operating costs were subtracted from projected total revenue to estimate net lease revenue for each year during the planning period.

Fire, police, and general services costs were not included in the operating cost projections. It was assumed that existing possessory interest tax, sales tax, and transient occupancy tax revenue collected from Mission Bay Park that go into the City's general would fund and support these operating expenses.

Forecast: Overall, an estimated $178 million in operations and maintenance costs are projected for the twenty year planning period. Subtracting these operating costs from projected land lease revenue results in an estimated $66 million surplus during the planning period. This analysis is presented in Table 9.

Step 4: Compare Net Lease Revenues With Forecasted Capital Costs

The following revenue sources are potentially available for funding the new capital improvements proposed in this Master Plan Update:

- The projected net land lease revenue after operations and maintenance costs;
- The estimated incremental land lease revenue from expansions and new leaseholds;

- Mission Bay Park's dedicated share of Transient Occupancy Taxes;
- City Water Utilities Department's Sludge Mitigation Funds; and
- Tax increment from Transient Occupancy Taxes, sales taxes, and possessory interest taxes generated by expansions and new development in Mission Bay Park.

Various combinations of these sources were added to estimate total capital financing funds available each year during the planning period. The estimated public improvement costs (Table 5) were distributed over the planning period and adjusted for inflation. These capital costs were subtracted from total net revenue funds to estimate the cash flow for each year during the planning period. Different scenarios were assumed regarding the availability of the above funds. This analysis is presented in Tables10A, 10B, and 10C.

FORECAST RESULTS

Baseline land lease revenues are projected to increase from approximately $12.02 million in 1993 to $21.60 million in year 2012 (in inflated dollars). The baseline projection is premised on existing occupancy levels. Almost all of the increase in revenues is attributed to inflation. The 1992 present value of this income stream is $215 million.

Incremental land lease revenue is projected to increase from $10,000 in 1994 to approximately $6.06 million in 2012 (in inflated dollars). Most of the incremental increase comes from expansion or redevelopment of existing leaseholds. The 1992 present value of this income stream is $28 million.

Scenario A: Full Enterprise Fund

Scenario A assumes that 100 percent of the land lease revenue from existing and new leases, (including baseline and incremental lease revenue), after funding operations and mainte-

nance costs, would be available to fund capital improvements in Mission Bay Park. This scenario is most closely associated with operating Mission Bay Park as an enterprise fund.

This scenario also assumes that, by 1999, Mission Bay would begin to receive an allocation of uncommitted Transient Occupancy Tax (TOT) revenue dedicated to Mission Bay and Balboa Parks.

Under this and the other scenarios, Mission Bay Park would receive $2 million from the Water Utilities Department Sludge Mitigation Funds per year through 1998.

Finally, the Park would receive estimated tax increment from TOT, sales tax, and the City of San Diego's share of possessory interest tax generated in Mission Bay Park by expansions and new leases during the planning period. This dedication of tax increment funds would have to be authorized by Council Policy or a change in City Code.

Under this scenario, total land lease revenue from net lease revenue after operations and maintenance costs, dedicated TOT, Water Utilities Department Sludge Mitigation Funds and tax increment are projected to range from a low of $6.03 million (in inflated dollars) in 1995 to $15.87 million in 2012. Capital improvement costs are projected to total almost $265 million after inflation, and would range from $8.90 million in 1993 to $18.75 million in 2012. Each year, the funds earned during the year would not be able to cover all of the capital costs incurred during the same year if the costs are evenly distributed during the planning period. Annual deficits range from a low of $1.57 million in 1993 to a high of $6.51 million in 2007 (in inflated dollars).

Overall, it is estimated that approximately $52.14 million of the estimated $171.12 million in capital improvement costs (in 1992 dollars adjusted for inflation), or 30 percent, would have to be funded from other sources under this scenario.

Scenario B: Partial Enterprise Fund

Scenario B is similar to Scenario A except that only 100 percent of the incremental land lease revenue from expanded

and new leases would be available to fund capital improvements in Mission Bay Park. Operations and maintenance costs would continue to be funded from existing baseline leasehold revenue; however, the surplus would revert back to the City's General Fund.

Again, it is assumed that Mission Bay Park would receive a portion of the uncommitted TOT revenue dedicated to Mission Bay and Balboa Parks by 1999. It is also assumed that the Park continues to receive $2 million per year of Water Utilities Department Sludge Mitigation Funds through 1998.

Again, Mission Bay Park would receive tax increment from TOT, sales tax, and the City of San Diego's share of possessory interest tax generated in Mission Bay by expansions and new leases in the Park during the planning period, if so authorized by City Council proposed under this scenario.

Under this scenario, total revenue from incremental lease revenue, dedicated TOT, Sludge Mitigation Funds, and tax increment are projected to range from $2.12 million (in inflated dollars) in 1993 to $16.67 million in 2012. As with Scenario A, the funds earned during any year would not be enough to cover all of the capital costs incurred during the same year if the costs are evenly distributed during the planning period. Estimated annual deficits range from a high of $8.06 million in 1997 to a low of $2.08 million in 2012 (in inflated dollars). The deficit fluctuates due to the phasing of expansions and new private developments and the lost revenue incurred during the reconstruction phase.

Overall, it is estimated that approximately $84.84 million of the estimated $171.12 million in capital improvement costs (in 1992 dollars adjusted for inflation), or 49 percent, would have to be funded from other sources under this scenario.

Scenario C: No Enterprise Fund; No TOT Revenues

Scenario C presents the worst case scenario: no land lease revenue, dedicated TOT revenue, or tax increment revenue would be available for the Park. Any surplus revenue generated at the Park would go into the City's general fund. This also assumes that all of the TOT revenue dedicated to Mission Bay

Park has already been committed to capital improvements already approved for Mission Bay Park and new projects in Balboa Park. The City would continue to fund operations and maintenance costs using general fund monies.

Under this scenario, revenue from Sludge Mitigation Funds would be the only funds committed to Park improvements. Funds earned during any year would not be enough to cover all of the capital costs incurred during the same year if the costs are evenly distributed during the planning period. Estimated annual deficits range from $6.90 million in 1993 to $18.75 million in 2012 (in inflated dollars) during the planning period.

Overall, it is estimated that approximately $154.45 million of the estimated $171.12 million in capital improvement costs (in 1992 dollars adjusted for inflation), or 90 percent, would have to be funded from other sources under this scenario.

FORECAST SUMMARY

Given the estimated $171.12 million in public improvements, the three funding scenarios presented above generate the following deficits (1992 dollars):

Scenario A	$52.14 million
Scenario B	$84.84 million
Scenario C	$154.45 million

Clearly, other funding sources will be needed to fund these estimated deficits and to implement the Mission Bay Park Master Plan Update.

CAPITAL FINANCING CONSIDERATIONS

The projected land lease revenue, TOT and Sludge Mitigation Funds dedicated to Mission Bay Park, and tax increment generated by expansions and new leases allowed under the Mission Bay Park Master Plan Update, appear sufficient to

fund from a high of 70 percent to a low of 10 percent of proposed public capital improvement costs, depending on how much of each funding source is dedicated to the Park. The actual amount that would have to be funded from other sources ($52 to $154 million) depends on the extent to which the City chooses to make the funds identified above available to new Mission Bay Park capital improvements.

The greatest potential source of funds is land lease revenue from Mission Bay Park leaseholds. Currently, lease revenue from the Park goes directly into the general fund, enabling the City to choose to fund capital improvements in the Park using these funds. This approach provides the City with the greatest flexibility regarding the use of its funds and allows it to use the revenue generated at Mission Bay Park for other public needs in the City instead. It does not guarantee that the City will spend an equivalent amount of its general funds on maintenance of and improvements to Mission Bay Park. If the City does not use the land lease revenue generated at Mission Bay Park directly, or its equivalent amount from the general fund, the City will have to find another source that generates new revenue for funding improvements to the Park. Almost all other sources would require a tax, assessment, or impact fee, and would likely require voter approval. The telephone survey indicated that residents are unlikely to vote for an additional tax to fund improvements to Mission Bay Park.

Capital improvements could be phased over the 20-year planning period to minimize the need for debt financing. The financing scenarios presented here are based on a pay-as-you-go approach. Since almost all of the capital improvements can be phased, there is less need to incur the additional debt service costs associated with debt financing. Debt financing would eventually cost the City more than twice the original capital improvement cost and, if servicedby Mission Bay land lease revenues, could place a long-term burden on the net cash flow the Park leases generate.

However, given that interest rates are at their lowest level in decades, financing some capital costs using another source of funds could be preferable to deferring capital improvements and risking higher future costs due to unanticipated inflation. Debt financing would be required under three situations: 1) if the City wants to expedite the implementation process using

revenue bonds or certificates of participation supported by Mission Bay lease revenues or other sources; 2) if the City uses general public debt financed by non-park sources, such as general obligation bonds, assessment bonds, or tax anticipation bonds to finance improvements; 3) or if the City chooses to finance the deficit by committing future lease revenue earned beyond the planning period. Given that a shortfall is projected, some sort of debt financing may be required.

FINANCING THE BALANCE WITH EXISTING SOURCES

It is estimated that $52.14 to $154.45 million, would need to be funded using other sources than the funds identified in the above three scenarios. This deficit amounts from $2.61 to $7.72 million per year during the twenty year planning period.

Recommendations

Six approaches are suggested to fund this deficit without increasing taxes:

1. User and permit fees for certain activities;
2. Grants;
3. Wetland Mitigation Funds;
4. Lease Revenue Bonds;
5. Certificates of Participation; and
6. Extend implementation period.

125. User and Permit Fees: The telephone survey indicated a general acceptance of user fees for Mission Bay Park if the funds generated would be used for the Park. User and permit fees do not only raise revenue, they can also help control overcrowding during peak periods. User or permit fees for most water use activities, for-profit special events, space-consuming amenities for group picnics, and parking in selected, congested locations would generate additional revenue. While the revenue might not be sufficient to finance capital costs, user fees could help fund operating and mainte-

nance costs, enabling more land lease and other revenues to be used for capital improvements.

126. Grants: State and Federal grants may be obtained for improvements associated with shoreline restoration, coastal public access, and habitat restoration. Although grant funding is not readily available during this period of government fiscal constraints, funds should be available in the future, especially if statewide bond measures pass. The State of California Coastal Conservancy and the Environmental Protection Agency's Wetlands Protection Program and Near Coastal Waters Grant Program are possible sources in the future.

127. Wetland Mitigation Funds: As coastal California continues to face development pressure, monies become available for wetland mitigation. Southern California Edison's recent funding of wetland restoration in the San Dieguito River Valley and the Port of Long Beach's funding of a restoration project at Batiquitos Lagoon in Carlsbad are recent examples. Wetland mitigation funds could be a source of financing for a portion of wetland enhancement costs in Mission Bay. Mission Bay wetland restoration would be a strong candidate for grant funds.

128. Revenue Bonds: Revenue bonds supported by land leases at the Park could be issued toward the end of the planning period to fund the balance of capital costs that had not yet been implemented on a pay-as-you-go basis. This would essentially use a portion of land lease revenue generated after the planning period to fund improvements during the planning period.

129. Certificates of Participation: Certificates of Participation could be issued to raise funds upfront during the planning period. Since many of the lessees are proposing expansions and redevelopments on their site, and new development is proposed, property tax revenue from TOT, sales tax, and the City's share of possessory interest tax and personal property tax should increase substantially as these properties are redeveloped and re-assessed. Approximately 21 percent of

the increase in possessory interest taxes will go to the City's general fund. All, or a portion, of this tax increment could be used to replenish general funds used to service Certificates of Participation debt service. Certificates of Participation supported indirectly by future TOT revenue could also be issued towards the later half of the planning period. Like revenue bond financing, this would use a portion of TOT revenue collected beyond the planning period to fund Master Plan improvements during the planning period. Since Certificates of Participation are often serviced by the general fund (which can be replenished by other funds). It is considered a more secure source of funds than projected lease revenue and, therefore, usually has lower financing costs than revenue bonds.

130. Extend Implementation Period: Finally, the balance of the Master Plan Update's improvements that had not yet been funded and implemented by the end of the planning period could be implemented after the planning period on a pay-as-you-go basis. This approach defers implementation of the Master Plan, but avoids incurring debt and financing costs.

FINANCING THE BALANCE WITH NEW SOURCES

The approaches described above, especially land lease revenue, TOT revenue, and future possessory interest and property tax revenue are existing revenue sources. Although there is a direct relationship between these funds and Mission Bay Park, their use for Mission Bay Park improvements would be at the expense of other public purposes for which these general fund revenues are used, as City budgeting is currently practiced.

Recommendations

131. New Funding Sources: If the City would like to raise new additional revenues to enable it to fund Mission Bay Park improvements, it should consider the following alternatives within the context of the City's other funding priorities:

- Transient Occupancy Tax increase (Mission Bay should receive a fair share of any TOT increase)
- General Obligation Bond (two-thirds public vote required)
- Park impact fees on new development
- Citywide or targeted benefit assessment district
- Proposition A transportation funds
- Sewer or storm drain fee revenue increase
- Utility users tax increase
- Parcel tax (two-thirds public vote required)
- Admissions excise tax
- Citywide Community Facilities District (two-thirds public vote required)
- Increase in property transfer tax
- Open space & park bond (simple majority voter approval required)

ENTERPRISE FUND

One way to secure land lease revenue to fund Park improvements is to designate Mission Bay Park as an enterprise fund. An enterprise fund has two purposes:

1. To secure dedicated revenue collected at the facility (in this case Mission Bay Park) to fund improvements to the facility; and

2. To build in incentives for more efficient management by accounting for operating revenues and costs and making the facility dependent on surplus net revenues for capital improvements and future programming, (similar to business incentives in the private sector).

Operating almost like a non-profit corporation within the City, revenue generated at the Park would only be used for maintenance, operations, and capital costs incurred to manage Mission Bay Park. Since there is a direct relationship between revenue earned at the Park and the ability of the enterprise organization to fund operations and capital improvements, a close accounting of revenues and expenses in the Park would have to be established, providing a useful management information tool. Given the relationship between revenue and operating costs, there would be incentive to enhance revenue and operate efficiently. Capital expenditures would also be evaluated in terms of the return the expenditures generate.

The argument against an enterprise fund is that it reduces the City's flexibility to use the revenues for other needed City services, including funding public park improvements and maintenance at parks that cannot generate revenue. Also, if surplus revenue is generated after all needed maintenance and capital costs are funded, it might be inefficient to use the money for Mission Bay Park instead of another public use. Finally, the incentive to generate revenue — a key advantage of an enterprise fund — could become a higher priority than general public benefit, especially regarding expenditures that do not enhance revenue generating capacity.

One consideration regarding whether or not to establish an enterprise fund, and the use of land lease revenues to support the fund, is the relative ability to raise new revenue to replace the revenue that is lost. For example, if an enterprise fund is established using land lease revenue that otherwise would have gone into the City's general fund, the City would have to increase general tax revenue to replace the funds lost. If the City chooses not to form an enterprise fund and dedicate land lease revenue to Mission Bay Park, the City would have to increase taxes or assessments through some other source (most likely a bond measure dedicated to Mission Bay Park improvements) to raise the money needed to implement the Master Plan. A bond measure for a specific purpose may be more likely to receive voter support than a general tax increase, although there are some general tax sources which the City could increase without requiring a ballot measure, such as TOT and others listed under Recommendation 131

Recommendations

As discussed under the forecast scenarios, essentially two options are available for the creation of an Enterprise Fund.

132. Full Enterprise Fund: One option is to create an enterprise fund supported by lease revenues, permit fees, and other user fees at the Park. Selected city services associated with the Park could be combined as the Mission Bay Park Corporation (a City agency), funded by the enterprise fund. The amount of lease revenue that would go into the fund should have a limit. Funds earned in excess of an amount needed to fund operations, maintenance, and approved capital improvements, plus a contingency, should revert back to the general fund. It is projected, however, that the equivalent of 100% of the land lease revenue collected would be needed to fund Mission Bay Park capital improvements during the planning period. If an enterprise fund is established, the land lease revenue distribution (between the City general fund and the enterprise fund) should be re-evaluated periodically.

133. Partial Enterprise Fund: Another option is to create an enterprise fund primarily for operations in order to build-in efficiency incentives. Under this scenario, a portion of land lease revenue equivalent to a budgeted amount for maintenance and operations, plus a small amount for minor capital improvements, and all user and permit fees would be dedicated to the fund. Any surplus revenue generated through efficient operations would be retained by the enterprise fund for additional minor capital improvements and new programming. Major capital improvements would still be funded by another source or sources.

The City should consider establishing an enterprise fund for Mission Bay Park, particularly after the recession when the City's general fund is more stable. Regardless of whether or not an enterprise fund is pursued, the location of new leaseholds should carefully be considered regarding State Tidelands since any surplus revenue collected within the tidelands must be returned to the State, while surplus revenue collected outside the tidelands are retained by the City or enterprise

fund. If the City were to buy out the State, this concern would be invalidated, of course. This course of action has not been assumed in the cost projections.

OTHER FUNDING REQUIREMENTS

Two other funding requirements require attention. One requirement is marketing, which could be supported by a business improvement district. The other funding requirement is shuttle service within the Park.

Business Improvement District

The City should consider working with lessees to form a Business Improvement District, funded by a business license surcharge, with the funds used by Mission Bay Park businesses to market Mission Bay amenities and facilities (especially elsewhere in Southern California) and hold special events, particularly during the off-season. This joint marketing would enhance revenue for all businesses by drawing additional patronage during the off-season, which, in turn, would enhance revenue for the City.

Tram Service

The tram service would be needed only during peak days, holidays, and special events. During the day, visitation to the Park also has peaking characteristics. Therefore, the number of tram vehicles needed during the day is not constant, but varies with demand. A tram service that responds well to these fluctuations, without costing the City, would be a private jitney system. Private vans could operate within Mission Bay Park, after paying a license fee, and could provide the service needed in response to demand characteristics. The vans would respond to demand rather than provide a continuing service even when very little demand exists during the off-season and weekdays. This approach creates a business opportunity, a source of part-time summer work, and a flexible public service, at less cost to the City.

SUMMARY FUNDING RECOMMENDATIONS

The $171.12 million capital improvement plan recommended by the Mission Bay Park Master Plan Update can be implemented and funded using a combination of the following nine sources of funds:

1A. Incremental land lease revenue from leasehold expansions and new commercial development in Mission Bay Park; or

1B. All land lease revenue generated by Mission Bay Park leases after operating costs;

2. A fair share of Transient Occupancy Taxes already dedicated to Mission Bay and Balboa Parks;

3. City Water Utilities Sludge Mitigation Funds;

4. Tax increment from TOT, sales tax, and the City's share of possessory interest taxes generated at Mission Bay Park from expansions and new leases;

5. State and Federal Grants;

6. Wetland Mitigation Funds;

7. Certificates of Participation serviced by the General Fund, but replenished by an increase in citywide TOT;

8. Open Space Financing District Bond.

9. General Obligation Bonds.

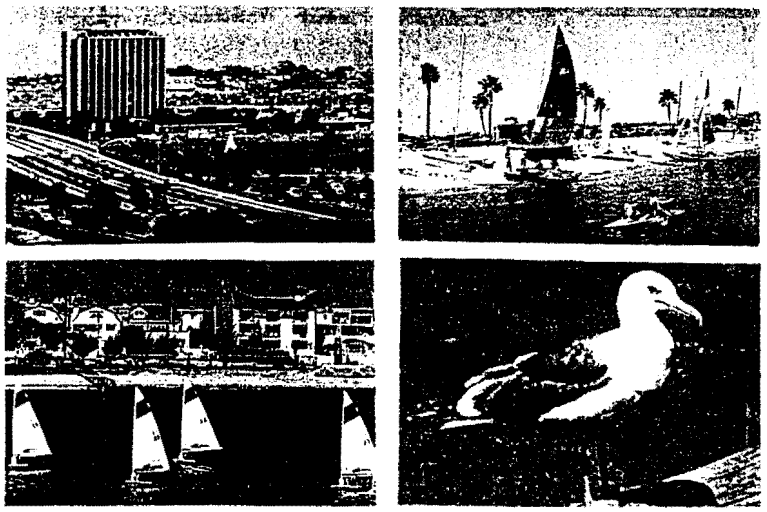
Maintenance costs should continue to be funded by general funds (replenished by land lease revenue), or land lease revenue directly if an enterprise fund is established, and user and permit fees.

Joint marketing should be funded by a business improvement district with the cooperation of the Mission Bay lessees.

Tram service should be provided privately under license with the City.

IMPLEMENTATION

XI. IMPLEMENTATION



The continuing development of Mission Bay Park requires a course that acknowledges the realities of funding, leasehold terms, recreational priorities, and new investment opportunities. As these "realities" are engaged over the next 20 years, it will be necessary to adjust and fine tune this Plan's recommendations. Such "mid-course" corrections, however, should sustain the collective vision for the Park, of "Parks Within a Park," which has been crafted through intensive public scrutiny and participation. Below are described the potential constraints and priorities that should guide the development of the Park towards this collective vision.

IMPLEMENTATION CONSTRAINTS

Over the years the City has negotiated long-term leases with various individuals, organizations and institutions in the interest of gaining revenue and providing additional recreational opportunities. Of these, the following affect the implementation of this Plan:

1. De Anza Trailer Resort; 2003 Lease Termination Date.

The Trailer Resort contains over 500 separate leases with mobile home tenants. Prior to the start of the Master Plan Update, the De Anza Corporation was considering the redevelopment of the site into a hotel resort, which would have included the relocation of the tenants, as well as the creation of a 40-acre public park. However, a formal development proposal was not submitted. When and if the De Anza Corporation, or any other interested party, submits plans for part or all of the Study Area site, the City would review such proposals in accordance with the goals and objectives of this Plan, and the development criteria set forth for the De Anza Special Study Area, contained in the Land Use Section of this Plan.

2. Campland on the Bay; 2017 Lease Termination Date.

The De Anza Corporation also holds the Campland on the Bay lease. To meet overriding environmental and recreational objectives, this Plan suggests that "Campland" be relocated to the east side of Rose Creek as part of the De Anza Special Study Area.

Given the constraint imposed by the Trailer Resort lease termination date, it is not likely that the relocation of Campland to the De Anza Special Study Area site will occur prior to 2003, unless, of course, the lessee submits new redevelopment plans abiding by the SSA development criteria prior to this date.

A second possibility is for the lessee to effectuate Campland's relocation in 2003, following the abandonment of the Trailer Resort. At this time the lessee might have the impetus to renegotiate a new long-term lease, possibly east of Rose Creek, within the SSA.

The opposite scenario would be that the lessee chooses to remain in its present location through its lease termination date, at which time the property would revert to public use under the terms of the Kapiloff Bill (AB 447-1981). This would represent a 14-year delay in the implementation of the proposed wetland at the outfall of Rose Creek.

3. Sludge Beds; 1998 Estimated Abandonment.

The City's Water Utilities Department estimates that the sludge bed operations in Fiesta Island will remain active through 1998, possibly a few years beyond. Therefore, the development of the Island's southern peninsula into regional parkland, representing about 100 acres, cannot be implemented prior to this date. It would be of significant benefit to the Park, obviously, to secure the abandonment of the sludge beds at the earliest possible date. Abandoning the sludge beds also means the removal of the odor associated with them that affects East Shores and will affect the South Shores new development areas.

PRIORITIES

With a $170 million total implementation cost, of which only about $90 million can be financed under the recommended incremental land lease revenue scenario (see Section X, Economics, Forecast Scenario B), a clear set of priorities should be establish to guide the continuing development of the Park. Such priorities should seek to maximize short term benefit for the least possible cost.

Recommendations

The recommendations below represent a course of implementation based on what can be accomplished to the immediate benefit of the public, without incurring excessive "up-front" costs nor causing undue environmental impacts. Dollar amounts are approximate 1992 development costs.

134. South Shores Development: The proposed parkland areas of South Shores, totalling about $13.5 million in costs (not including the embayment costs), can proceed immediately following the adoption of the Master Plan Update and certification of its Environmental Impact Report (EIR). Comprising over 40 acres of parkland, this area can accommodate over 2,000 people, plus bring nighttime and increased seasonal visitors to the Park (amphitheater and waterfront promenade). Accordingly, the development of South Shores should be a high priority.

In addition to the development of parkland areas, the planned boat ramp and trailer parking should proceed in accordance with the site development adjustments as described in Recommendation 114. Along with the ramp, relocation of the Ski Club should be pursued.

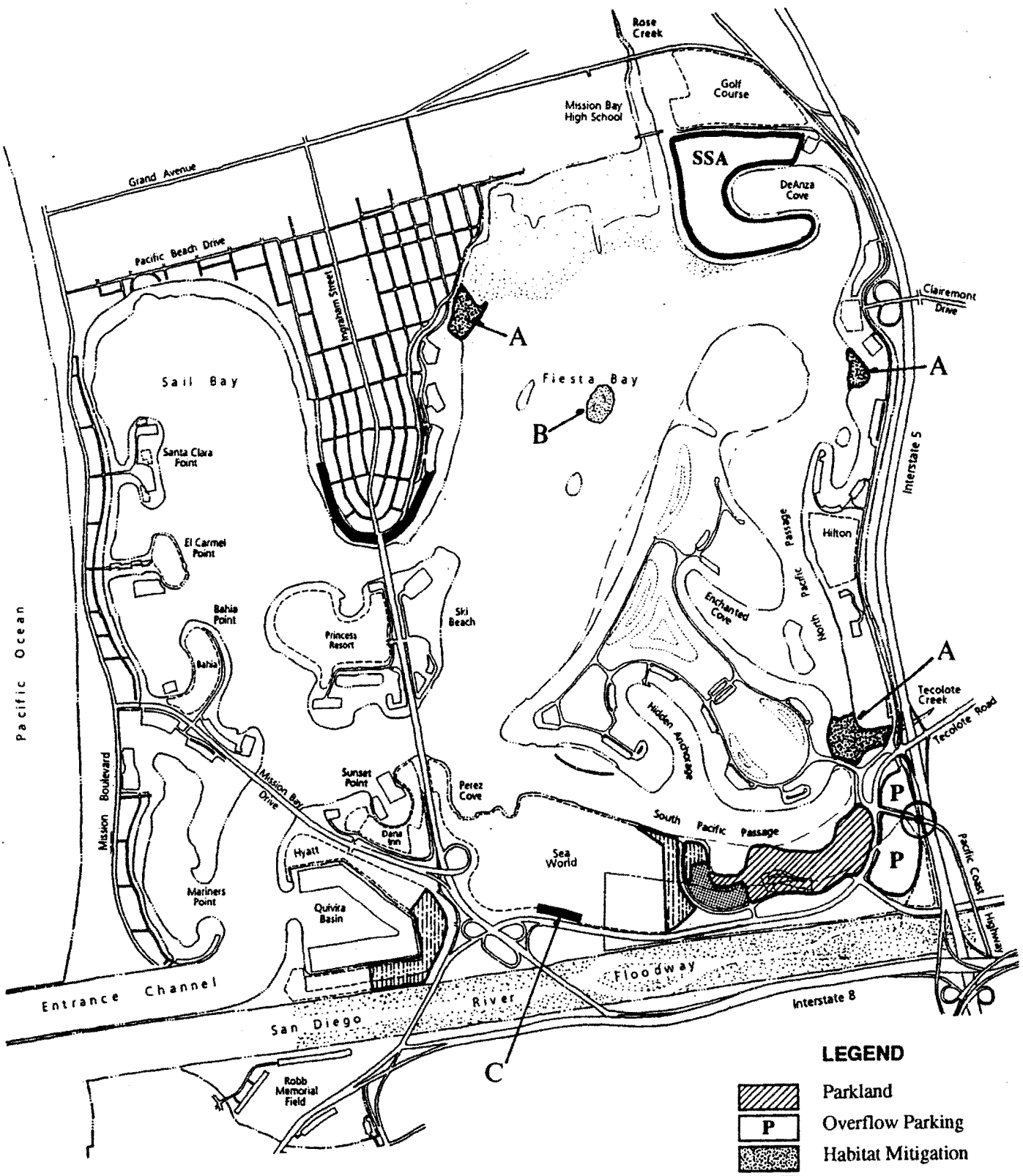
135 De Anza Ramp: Regulated use of the DeAnza boat ramp should proceed immediately following the approval of the Master Plan Update.

136. Overflow Parking: Nearly three quarters of the overflow parking (2,000 spaces) are targeted for special events (Over-the-Line, Thunderboats) and will become "due" when the parkland areas of Fiesta Island are developed following the abandonment of the sludge beds. Until then, this parking can remain in Fiesta Island as currently provided and managed. Therefore, to serve the new parkland areas of South Shores, 500 or so spaces should be developed in the southern portion of the overflow parking area, which could remain unpaved. For evening amphitheater events, the South Shores boat ramp parking could also be pressed to service.

Because such parking would be within convenient walking distance from the South Shores parkland, a tram service would not be required in this initial phase of implementation.

137. Mitigation Areas: Initial park improvements may require mitigation prior to the development of the main habitat area in the northeast quadrant of the Park. However, the following sites would be available for the development of natural habitats immediately following adoption of the Master Plan Update and certification of its EIR:

- Tecolote Creek Marsh: 12 acres, $1.2 million.
- Potential marsh expansion at north end of Crown Point Shores: 5 acres, $0.5 million.
- Marsh area south of Visitor and Information Center: 4 acres, $0.4 million.



LEGEND

- Parkland
- P — Overflow Parking
- Habitat Mitigation
- Commercial Leases
- SSA — Special Study Area
- Pathway Improvement
- Pacific Highway Underpass
- Boat Ramp & Trailer Parking

NORTH 0 800 1600 1/2 MILE ACRES

A Marsh
B Eelgrass
C Overpass

Priority Development Areas

figure 33

138. Bicycle and Pedestrian Paths: New bike and pedestrian paths will be developed as part of the South Shores implementation. Other path improvements receiving priority should be:

- Sea World Drive overpass: $1.2 million. This improvement will allow visitors uninterrupted movement from South Shores to Ingraham Boulevard.

- Crown Point Shores boardwalk: 1,000 linear feet, $0.5 million.

- Tecolote Creek path widening: 500 linear feet, $0.5 million.

These improvements would leave the Rose Creek bridge, a $2 million cost, as the only remaining link towards completing a pathway system around the Park.

139. Commercial Developments: From a revenue standpoint, it would be of clear benefit to the City to facilitate the early redevelopment of as may new commercial leases as possible.

Three lease areas are subject to specific development criteria: De Anza Point, Bahia Point, and Dana Inn at Sunset Point/ Dana Landing. The City should pursue negotiations with these lessees to intensify their leaseholds and achieve this Plan's environmental, recreational, and commercial objectives for these areas.

Other proposed commercial lease areas only require adherence to the Design Guidelines. Of these, the following commercial recreation sites would potentially yield high revenue and could be redeveloped immediately following adoption of the Master Plan Update and certification of its EIR:

- Marina Village: 500-room hotel and conference center.

- South Shores 16.5-acre "best-use" development.

APPENDIX G
DESIGN GUIDELINES

Appendix G

DESIGN GUIDELINES

Prepared by

Wallace Roberts & Todd

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I. OVERVIEW

This report summarizes the Design Guidelines proposed to guide the continuing development of Mission Bay Park as it further matures into a unique, world-class water-oriented recreation area.

The Design Guidelines address functional and aesthetic issues in the following categories: Site Design, Landscape, Architecture, and Signage. By necessity, the Guidelines are general in nature, not site-specific. As the Park develops, more detailed designs will be conducted on a project-specific basis in accordance with the goals and objectives of the Master Plan Update.

USING THE GUIDELINES

The Design Guidelines should be used as a "baseline" from which to develop project and site-specific design solutions for Mission Bay Park. They provide minimum standards, where necessary, along with specific statements of design intent to help designers generate creative and innovative solutions for all Park improvements.

In the relatively unimproved areas of the Park, namely Fiesta Island and South Shores, the Guidelines should be applied fully as new park improvements are contemplated. In established areas of the Park, the Guidelines should be relaxed where overriding existing conditions preempt their implementation. In such cases, the provisions of the Guidelines should be pursued "to the greatest extent possible," as conditions permit.

SPECIAL PROVISIONS

By virtue of their site layout or level of improvement, some areas of the Park require special design consideration and/or exemption from Guideline provisions. Reference to such cases is made in the Guidelines under the heading "Special Condition, page 9."

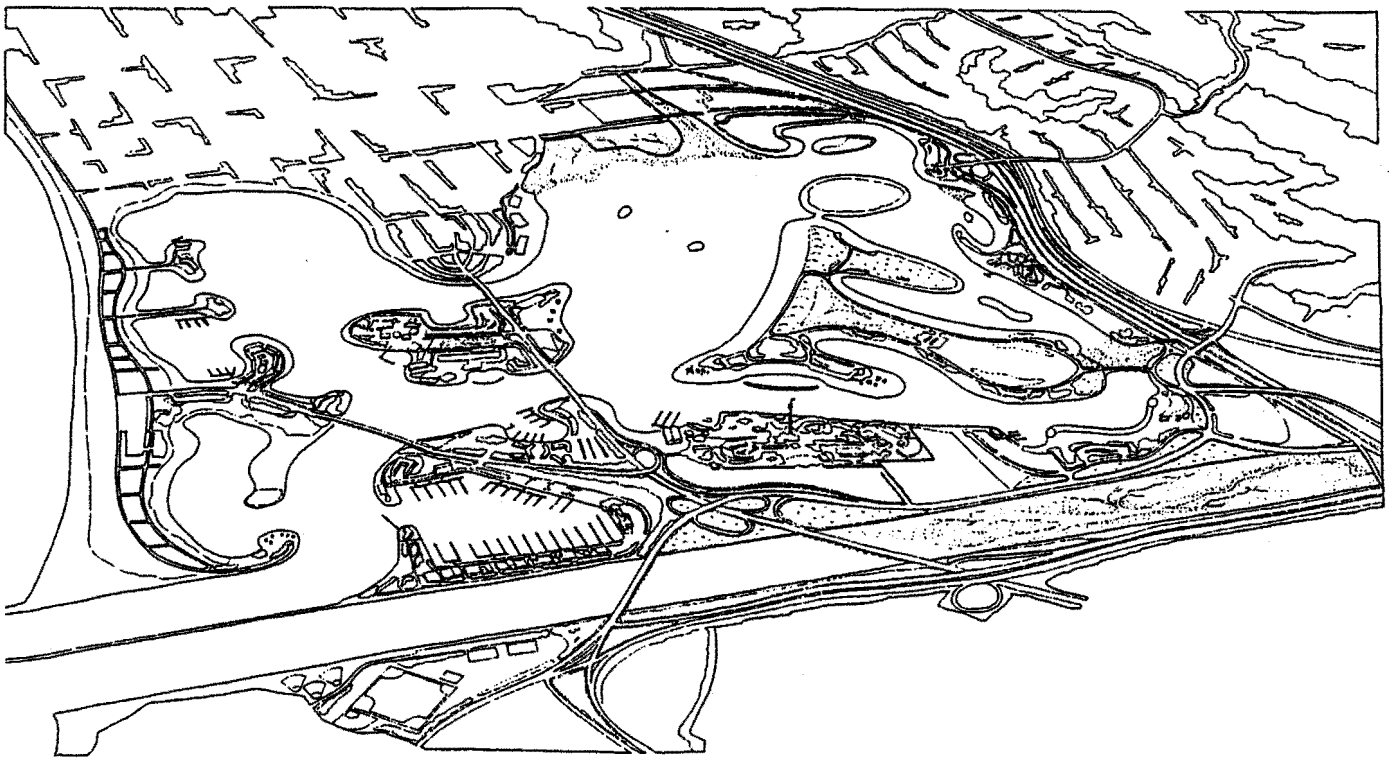
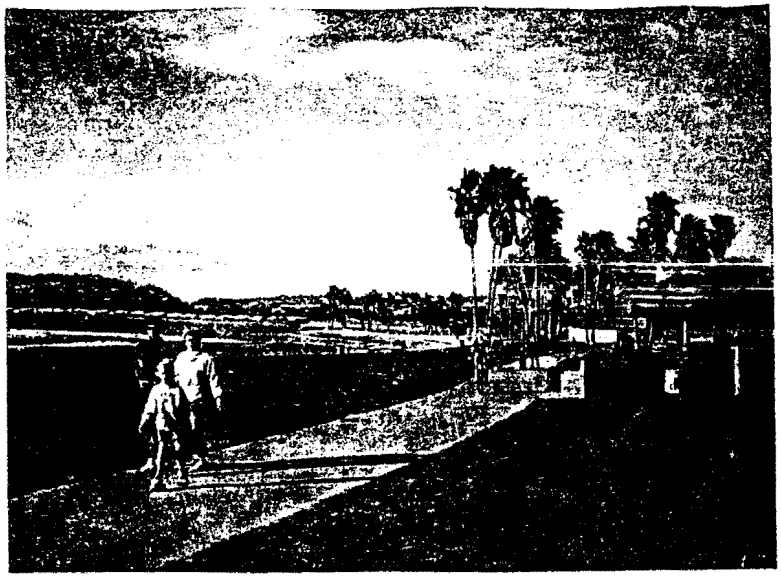


*Fig.1: **Aerial View of Mission Bay Park***
(As described in the Master Plan Update)

II. SITE DESIGN

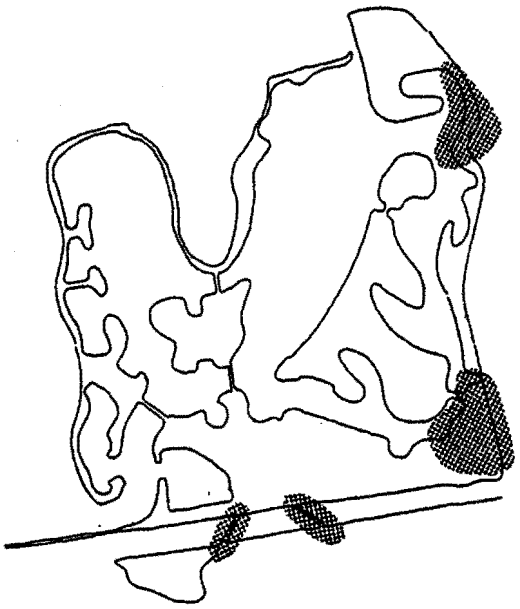


Site design includes the overall control of views, the organization of public recreation areas, roads, parking and paths, and the types of furnishings required to support recreational activity. The general intent of the Site Design Guidelines is to ensure optimum, secure, and comfortable visual and physical access to the shore areas and water bodies of Mission Bay.

VIEWS AND ACCESS

Mission Bay Park is highly visible from a number of public roadways. These include the southbound lanes of I-5 between Grand Avenue and Clairemont Drive; the westbound lanes of I-8; the Friars Road, Pacific Highway, and Mission Bay Drive entrances; the Midway Drive, Ingraham Street and Sunset Cliffs Boulevard bridges; and Clairemont Drive as it descends from the Clairemont hills, among several surrounding roadways. The Park area visible from any one of these vantage points is called a viewshed.

1. **Viewshed Controls:** To ensure as unencumbered and amenable a view of the bay environment as possible, no structure, earthform, or landscape feature should be constructed within the major public view corridors, or viewsheds, so as to impede, diminish or negatively affect the view of the Bay's environment.



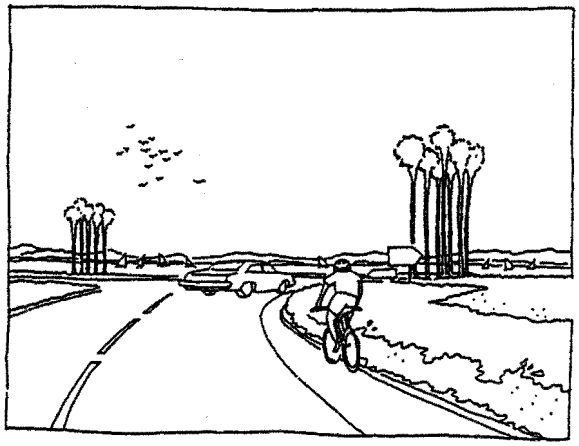
Viewsheds

2. **Public Access Corridors:** Around Sail Bay and the western coves and basins, views of the Bay from public access corridors should be maintained and enhanced. Palm trees or other landscape features placed along the beach to meet the landscape provisions of these Guidelines should not screen more than half the view of the water as seen one block away from the Park from any of the public access corridors (see Figure 2).

Property owners within 300 feet of any proposed beach improvements affecting private view corridors should be notified and allowed input when such projects are in the schematic design phase.

3. **Billboards:** Consideration should be given to examining and enforcing the City's billboard policy with the aim of restricting the placement of billboards that block the view of the Park from surrounding roadways and public access corridors.

4. **Gateways:** It is normal for entrances to urban Parks to be marked or "posted" by signs and special landscaping. However, Mission Bay Park is characterized by its expansiveness, particularly as seen from the approach roads to the Park. Accordingly, the Park's regional gateways (roadways leading to South Shores, East Shores and Fiesta Island) should stress open views into the Bay, containing as little visual clutter and interference as possible. The arrival experience should be felt like a "release," or open view, rather than a "pinch," or framed view. "Welcome to Mission Bay Park" signs should be part of the gateways, but designed as secondary, not primary, features.



Gateway

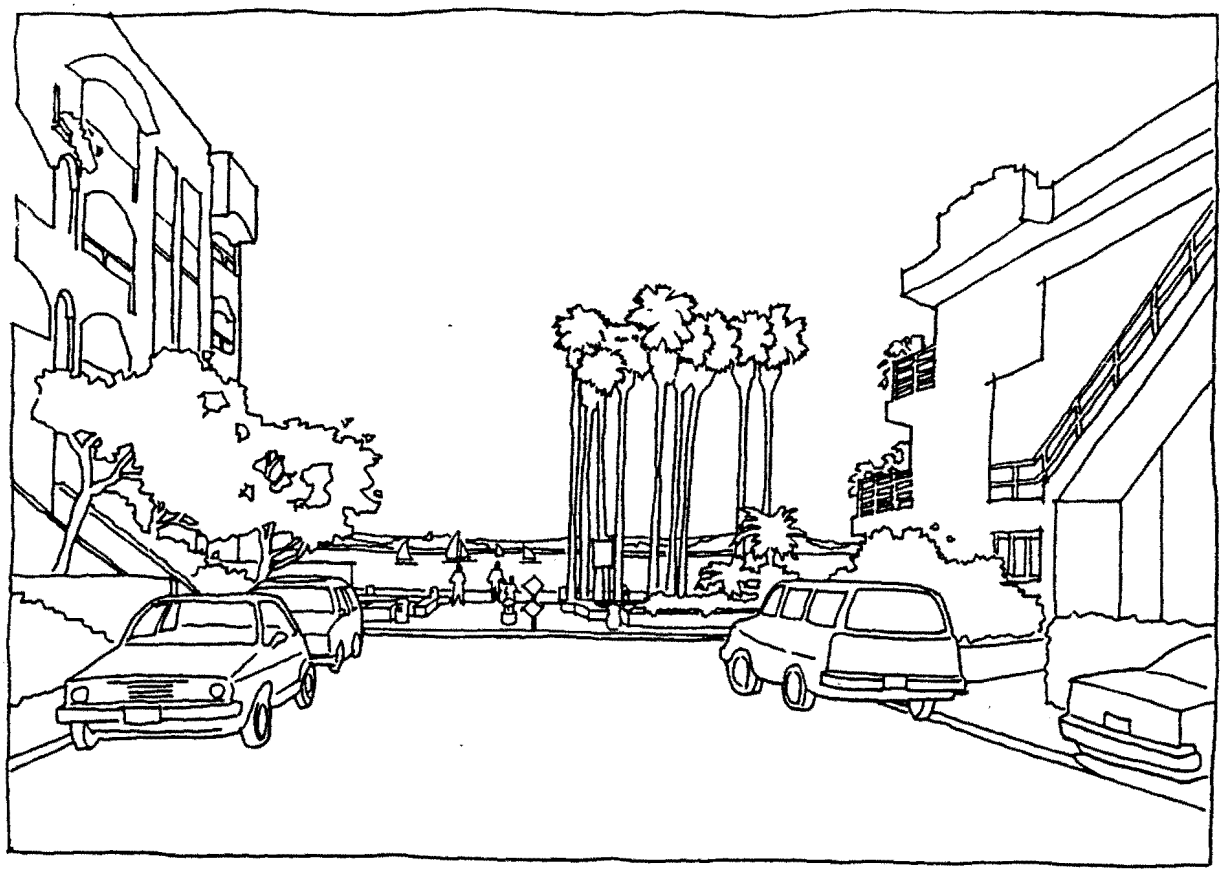
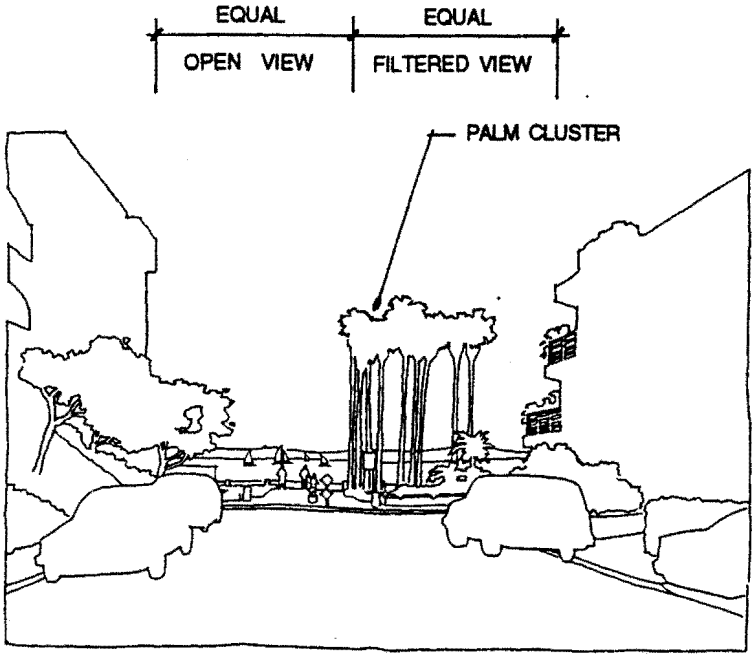


Fig.2: Public Access Corridor



As is discussed further in this report, the perimeter of the Park should have a consistent, naturalistic and coastal-oriented landscape treatment. The intent is for visitors to be aware as they arrive at the Park that they have entered a distinctive area of San Diego. Each entry road, therefore, will function as a gateway, without the addition of artificial, forced "gateway features."

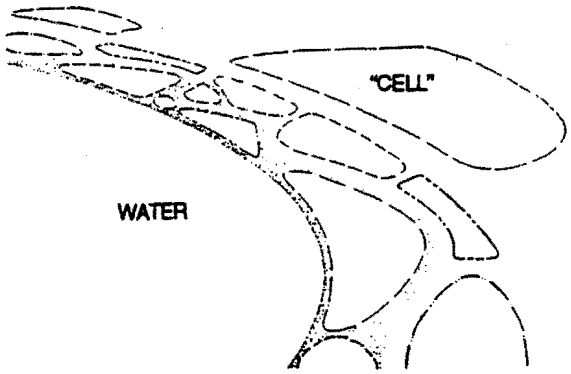
Signage informing visitors of Park events and directing them to their destinations should be part of the Park gateway areas. Such signage, however, should not dominate the view from entrance roadways and paths.

PARKLAND

Parkland is defined as the turfed areas adjacent to the Park's beach and water areas. Parkland areas are used for picnicking, sunbathing, kite-flying, and informal play, and are in very high demand at Mission Bay Park.

5. **Water Influence Zone:** Following on-site investigations, it has been determined that the primary parkland zone in level areas of the Park lies within 300 feet of the water line. Beyond this distance, the water becomes barely visible and the shore becomes difficult to police. Accordingly, new regional parkland areas should be planned to take maximum advantage of this water-influence zone, providing a variety of recreational environments from wide open beach areas to shady, more intimate picnic groves and open play areas. Roadways and secondary recreation facilities should be planned beyond 300 feet from the shore.

6. **Activity "Cells":** Within the primary water influence zone, parkland areas should be designed as a series of discrete recreation "cells," each with its own spatial character according to the planned activity it is intended to accommodate. For example, the turfed areas should have both open "cells" for informal play and shaded, palm-planted "cells" more suitable for lounging and picnicking. Some turf areas should be in close proximity to the water, while



Activity "Cells"

other areas should be more removed, allowing for a deeper beach. Similarly, beach areas should contain wide and narrow areas, used, respectively, for play and for sun bathing "out of the line of fire." The "cell" approach will generate a meandering turf frontage offering a variety of views and spaces in what otherwise is a linear, homogenous landscape.

7. **Active, Informal Play Areas:** Turfed areas lying inward from the park road should be designed to accommodate active, informal play — not scheduled league or tournament activities (excluding Robb Field and the Pacific Beach Athletic Fields). Alternatively, where appropriate, portions of these areas should be mounded or sloped to encourage passive activities with improved views of the water.

8. **Restroom Facilities:** Restroom facilities should be placed to the rear of the parkland zone, proximate to parking areas for easy service and maintenance and to minimize their obstruction of the water.

SHORE ACCESS

As a water-oriented recreation area, the Park's shore should remain accessible for public use throughout its length. Public access to the shore should be secure and safe, providing sufficient visibility from adjoining facilities and allowing access by patrol and emergency vehicles. In addition, such access should be sufficiently wide to permit the Park's landscape to flow through it, maintaining its continuity along the shore.

9. **Public Use Zones:** Within leasehold areas, a 150-foot minimum public use zone should be maintained along the beach areas of the shore measured from the mean high water line (elevation +2.01 MSL datum). Along bulkhead or rip-rap areas of the shore, a 50-foot minimum public use zone should be maintained measured from the top of bulkhead or rip-rap. The Park's combined bicycle and pedestrian path should be sited within the public use zone.

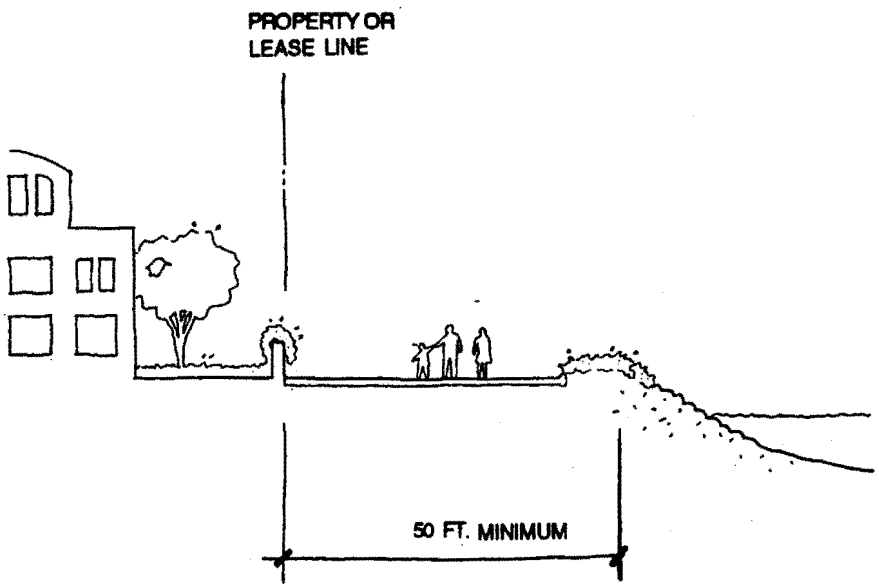


Fig.3: Public Use Zone - Bulkhead/Rip-Rap Areas

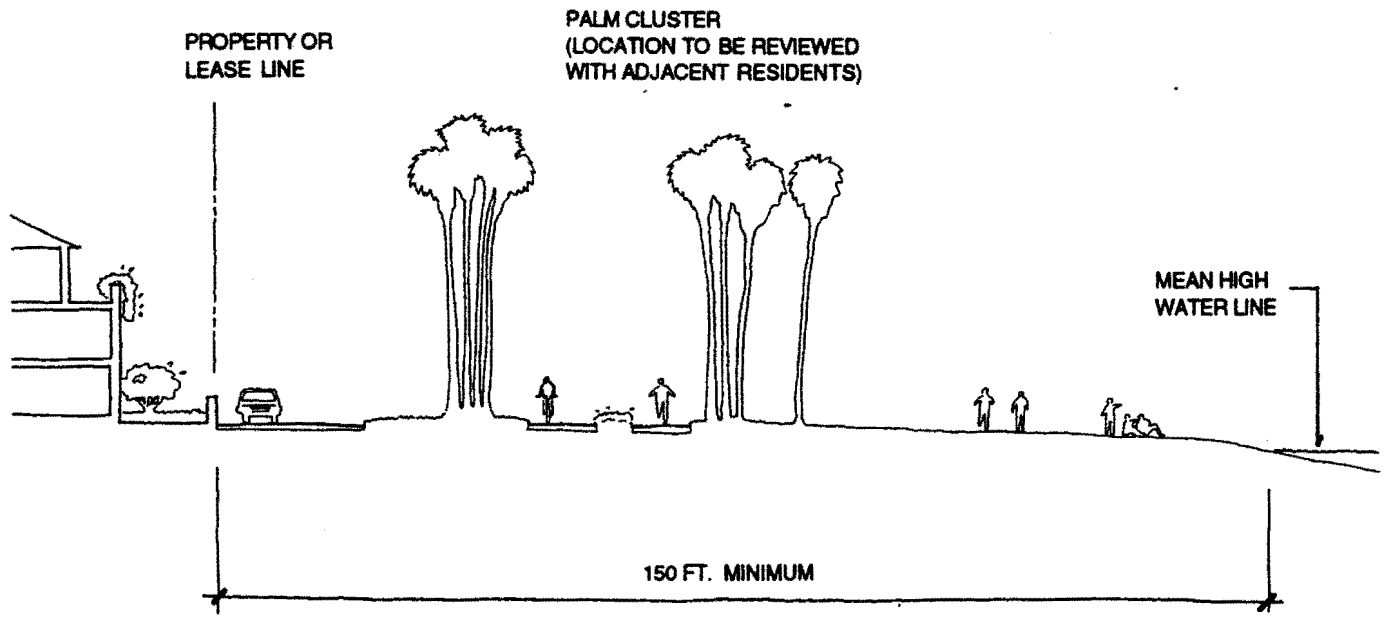
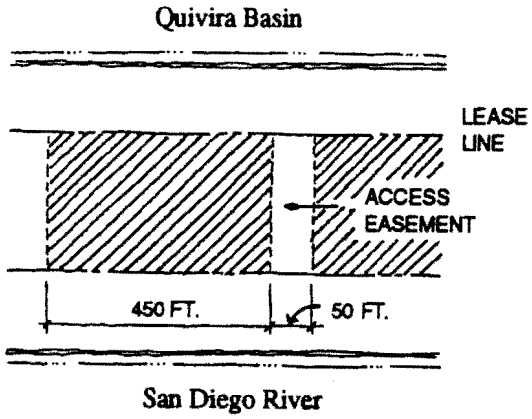


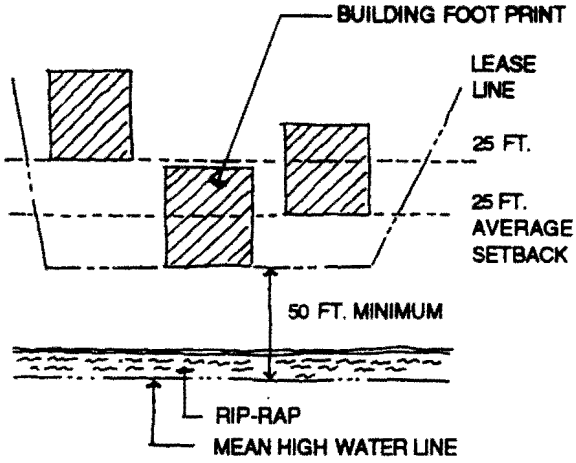
Fig.4: Public Use Zone - Beach Areas

Special Condition - Bahia Point: Because of the narrow land area available for the continuing operation and redevelopment of the Bahia Hotel, the public access zone may be narrower than as stipulated above, so long as a continuous, smooth-curved pathway for bicycles and pedestrians is provided along the entire perimeter of the Point.



Special Condition - Quivira Basin: Due to the proximity of the Bay to the San Diego River in the southern portion of Quivira Basin, access easements between the two shores should be maintained at intervals of not less than 450 feet. For security reasons, and contrary to the public use zone, these would be easements within a leasehold, and should be permitted to be secured after hours. The easements should not be less than 50 feet in width between any proposed buildings.

Special Condition - De Anza Cove: To minimize impact of any proposed development to the envisioned habitat areas at the outfall of Rose Creek, the public use zone should be not less than 100 feet in width on all sides facing the wetland areas, regardless of the shore treatment.



Leasehold Setback

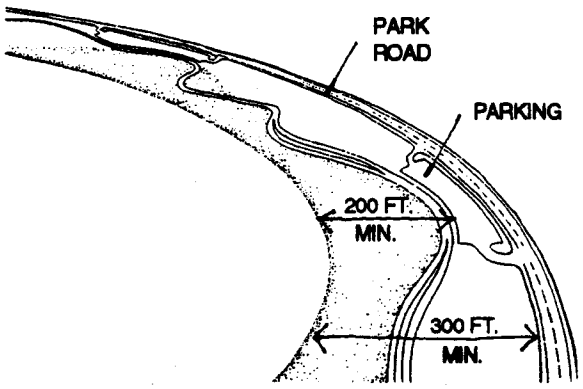
10. Leasehold Setbacks: In leasehold areas, buildings and landscape should be sited with the aim of enhancing the experience and use of the Park's waterfront (see following sections on landscape and architecture). Creating a varied building frontage along the public use zone to allow for landscape planting and other amenities between buildings would support this objective. To this end, along leasehold lines facing the shore, buildings should be set back an average of 25 feet from leasehold lines.

Swimming pools, terraces, lawn and planting areas should be placed in the setback areas. The intent is to use these setback areas as a means to add interest and visual amenity to the public use zone immediately adjacent to the lease areas. For the purpose of computing the average setback depth, buildings sited beyond 50 feet from the leasehold line should not be part of the calculation. This guideline will encourage a varied building frontage ranging from zero to 50 feet, or conversely, a uniform minimum setback of 25 feet.

ROADS & PARKING

The Park's roads and parking areas serve access, emergency and security functions. Such facilities should be conveniently sited to serve the recreation areas of the Park, but without detracting from the landscape, the views, and the physical space required for recreation. Notwithstanding the guidelines that follow, all new roadway and parking improvements should meet design criteria for safety as set by the City's Engineering and Development Department.

11. Waterfront Clearances: Park roads should be placed outside the 300-foot beach frontage zone wherever possible. Parking lots should be spaced along the road and, where physically possible, not closer than 200 feet from the mean high water line. This guideline will result in a 200 to 220-foot minimum parkland depth, which is adequate for flexible play and recreation and for supervising the waterfront from the park road and parking areas. Parking lots should be limited in size (not continuous) along the park road. This would allow for a greater depth of parkland between the lots, which enhances visual access to the water while creating larger areas for picnics and play.



Park Roads & Parking

12. Roadside Parking: To maintain views of the Bay, patrolling of parkland areas, and to enhance circulation safety, curbside parking along the park road should be prohibited in new development areas, and eliminated in existing parkland areas to the greatest extent possible. Any "lost" parking should be regained in the proposed overflow parking area in South Shores, which will potentially be served by a public tram on peak days.

13. Roadway and Parking Design: To reinforce the Park's unique aquatic identity, roadways and parking areas, and all right-of-way features such as lights, signs, curbing, etc. should be uniquely different in material, form, color and texture from that of surrounding city streets. Asphalt paving, for example, should have a coarser texture, or a different stone for aggregate; curbs could be deleted and colorful landscape brought to the edge of the road (where

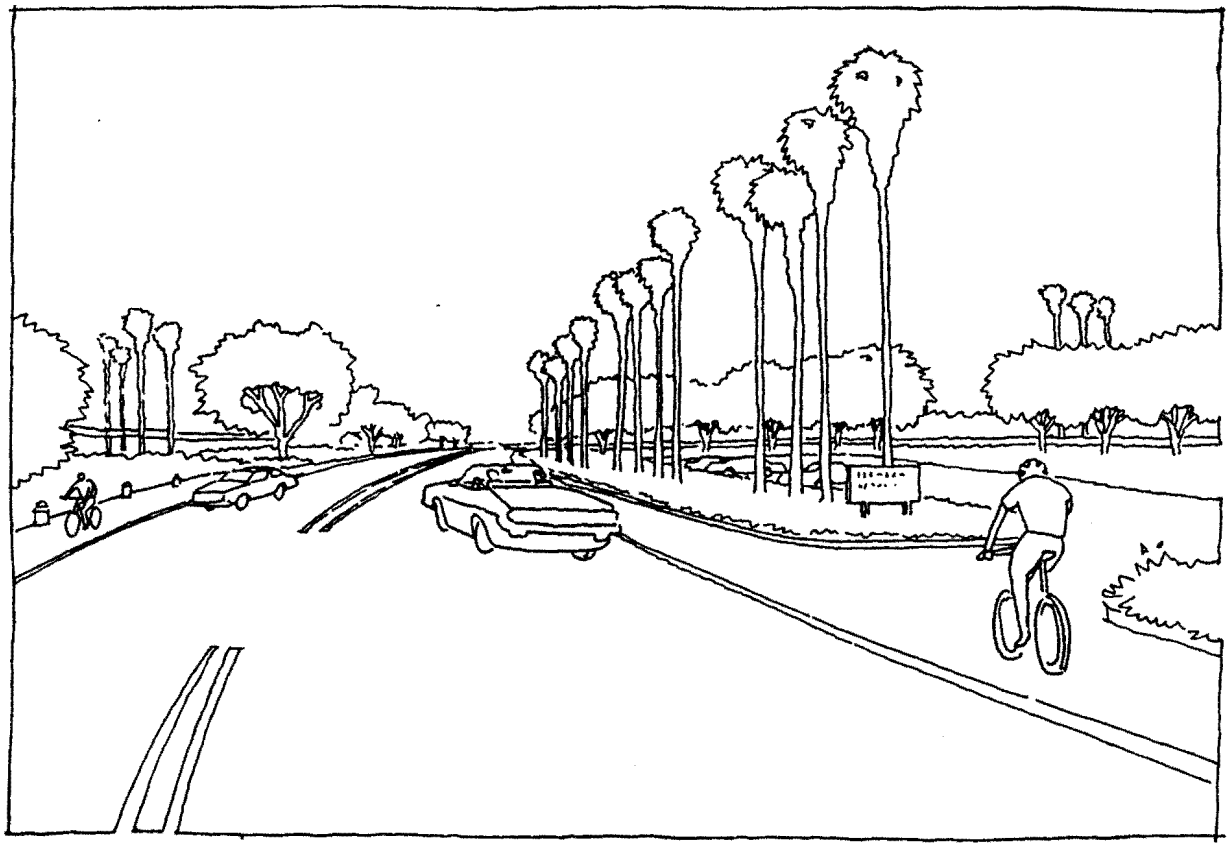
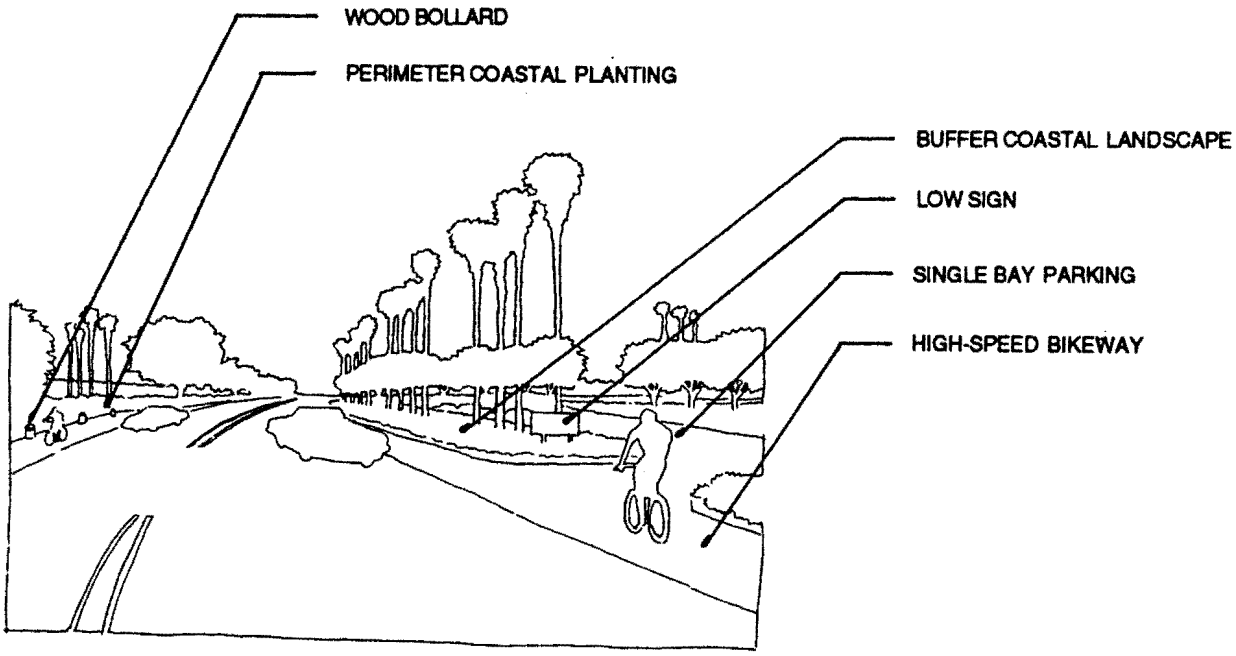


Fig.5: ***Roads and Parking***



vehicle control is necessary, bollards in place of curbs should be considered); and street lights and signage poles should be of a distinctive style.

14. Provisions for Persons with Disabilities: The design of parking areas shall comply with the Americans with Disabilities Act of 1992. In addition, water access for persons with disabilities should be provided throughout the Park, where appropriate.

BIKEWAYS AND PEDESTRIAN PATHS

Recent State-wide, as well as localized, surveys on recreation confirm that walking, jogging and bicycling are highly preferred recreation activities in California. This is also the case in Mission Bay Park according to the telephone survey conducted as part of the Master Plan Update. Functionally, the paths should afford the highest possible degree of safety and suitability for moving around the Park. Because of their high use, the paths should be envisioned as a likely target for the Park's art program, both as a means to guide people to art installations and as art works in and of themselves. In the words of artist David Antin, "the paths should be viewed as a vehicle for 'terrain drama,' whereby sections of the walkways, with the use of distinctive materials, could express the unique qualities of every environment in the Park."

15. Types and location of Paths: The Park's paths serve two main user groups: pedestrians, joggers, and other individuals on foot; recreational bicyclists, in-line roller skaters and other individuals on wheels. To meet the needs of each group, each type of path should be designed as a separate and dedicated Park facility.

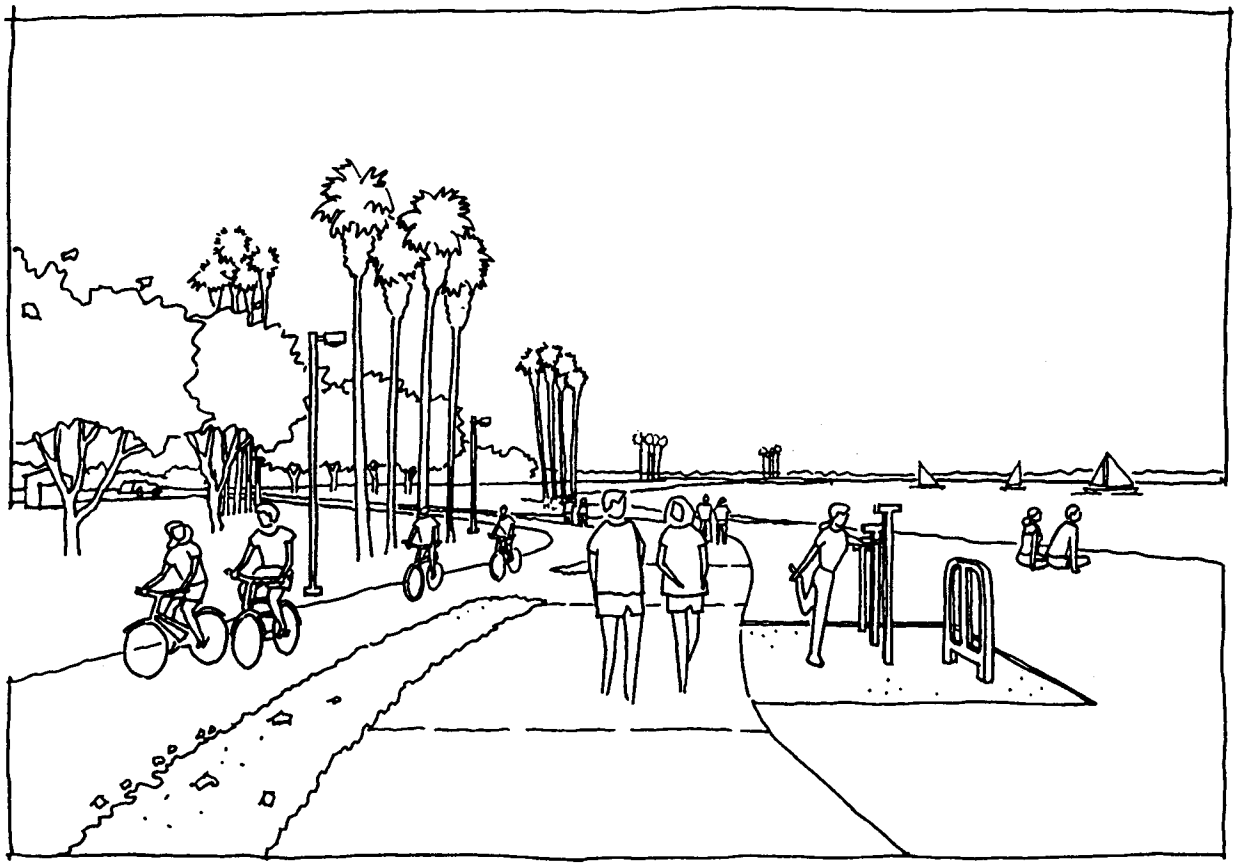
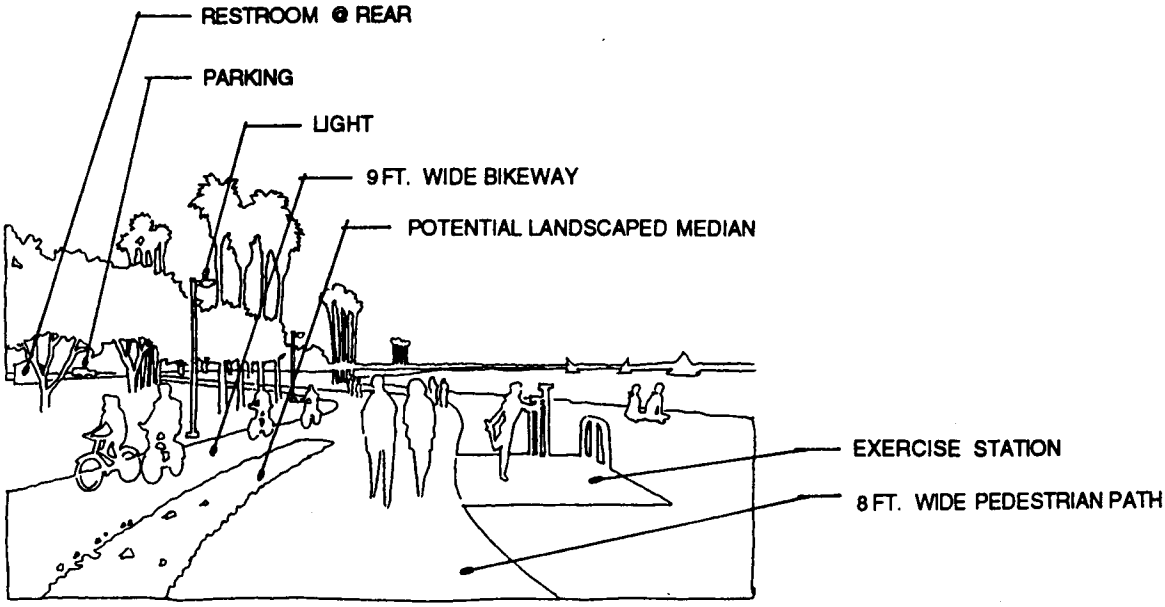


Fig.6: Low-Speed Bikeway and Pedestrian Path

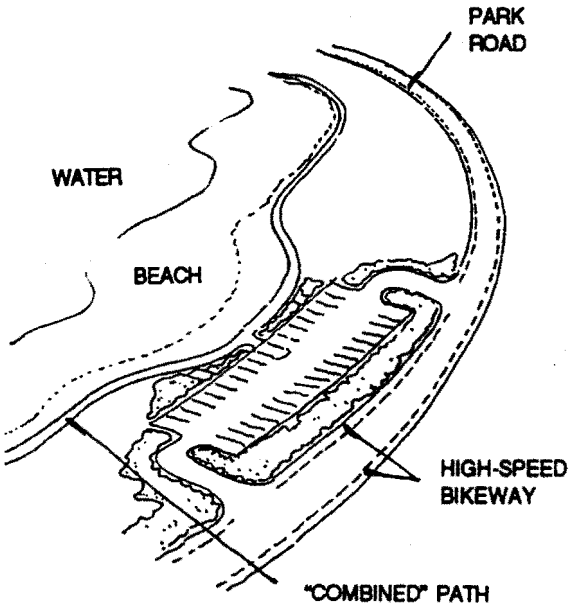


The conflict between pedestrians and cyclists/skaters primarily involves individuals that ride for exercise and/or commute on bicycles rather than for a casual, relaxed recreation. The first group, or touring cyclists/skaters, prefers to ride on the park road to avoid potential conflict with pedestrians. For this reason, dedicated class 2, paved bicycle lanes should be provided along the park road, while a "combination" pedestrian and bicycle (low-speed) path should be provided within the parkland, beach and waterfront promenade areas of the Park.

16. "Combined" Pedestrian and Bicycle Path: The combined pedestrian and low-speed (posted 5 m.p.h.) bicycle path should have a minimum width of 17 feet: 9 feet dedicated for bicycles and skaters (and service and emergency vehicles), and 8 feet dedicated for pedestrians. Pedestrians should circulate in the section closest to the water. A four to ten-foot landscape strip should separate the two sections wherever possible. The combined path should also meander along the parkland, varying in proximity to the water to afford as diverse and enjoyable an experience of the Bay as possible.

In constrained, narrow areas of the waterfront, the landscaped median may be dispensed; in such cases, the overall width of the path should not be less than 16 feet, and a painted line should separate the foot path from the bikeway.

In all cases, clearly marked symbols or signage should inform park users of the function of each path.

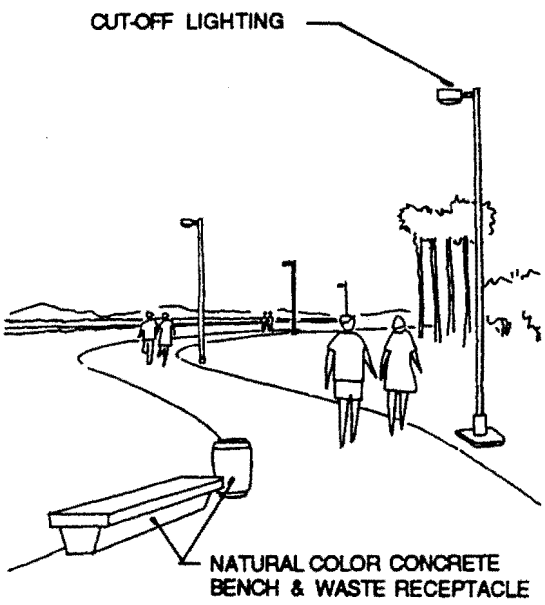


"Combined" Path & High-Speed Bikeway

LIGHTING

Lighting in the Park serves two functions, security and nighttime use. Currently, no areas of the Park are lit for nighttime use, which encourages the use of illicit or undesirable activities while limiting the Park's potential hours of legitimate operation.

17. Parking and Path Lighting: In recognition of their recreational and functional value, the Park paths and parking areas should receive a continuous level of illumination for nighttime use and security purposes. As nighttime use would be less than daytime use, only a portion of each parking lot should be lighted, preferably that area closest to the water to provide residual illumination into parkland or beach areas.



Lighting & Furniture

18. Lighting Standards: Lighting should be provided by cut-off, non-glare pole fixtures. The height of light fixture shall be 12 to 15ft above the adjacent surface of the path. 2-1/2 to 3-1/2ft height bollard-type lights should be used where the combined path fronts residential and/or resort hotel areas so as not to affect the nighttime view of the Bay from residences and guest rooms. The level of illumination should be a minimum of 1/2 footcandle at ground level. Average to minimum uniformity ratio shall be no greater than 4 to 1 within the paved area.. Ambient light supplied by surrounding buildings should be considered when determining the lighting requirements for the Park.

FURNISHINGS AND FENCES

Park furniture includes picnic tables, benches, waste receptacles, drinking fountains, lighting, flagpoles, bike racks, hot-coals dispensers and other miscellaneous features. The Park's furniture should be durable and vandal resistant. More importantly, it should be inconspicuous; that is, be a background element that serves its purpose without detracting from the landscape.

19. Furnishing Standards: The Park's furnishings should be reasonably consistent and compatible in style throughout the Park, and of durable materials and forms that blend with the landscape. Light sand blasted, natural color concrete is a durable and inconspicuous outdoor furniture material. It should therefore be predominant in the Park.

To blend with the landscape, any necessary metal furnishings, such as bike racks, for example, should be painted in neutral, matte tones, or be plastic coated. Bike racks should be placed to the land side of the bicycle path. Free-standing, portable, metal waste receptacles should be phased out.

20. Fences and Walls: One of the amenities of Mission Bay Park is its openness. In most areas of the Park, the eye can rove around without being obstructed by walls, screens and other barriers. Some barriers are unavoidable, however, such as fences between public areas and private leaseholds. In such areas, utility or security fences should be as inconspicuous as possible and be screened by landscaping. In no case should barriers, hedges or fences exceed a height of 7 feet; taller fences would become too prominent in the context of the Park and begin to be seen as a visual barrier rather than an access control feature.

III. LANDSCAPE

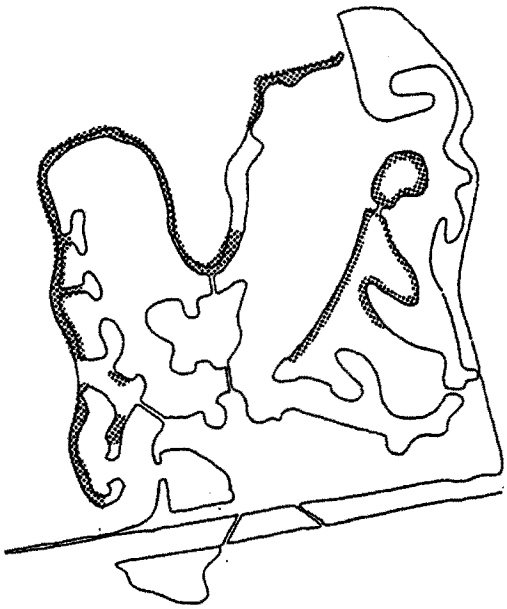
The general aim of the Park's landscaping is to help define Mission Bay Park as a special recreation resource, uniquely different from other City parks in form and character, and attuned to the Bay's coastal setting. It is also and objective to reduce the consumption of water for irrigation by emphasizing the use of drought-tolerant plants wherever not in conflict with the Park's recreation and land use functions. To meet these objectives, and to ensure that the Park's landscape efficiently accommodates the various planned recreation activities, four broad landscape types are recommended: Beach/Coastal Strand; Coastal Sage Scrub; Mediterranean; and Parkland. These landscape types reinforce the overall land use pattern proposed for the Park as defined in the Master Plan.

BEACH/COASTAL STRAND

The Beach/Coastal Strand landscape is associated with the open beach areas, such as in Sail Bay or the west side of Fiesta Island.

21. Coverage and Intent: In the Beach/Coastal Strand landscape, the sandy (beach) areas should be "backed up" by front line dune and strand plants such as Beach Sand-Verbena (Abronia maritima, A. umbellata), Beach Evening Primrose (Oenothera spp.), and Beach Saltbush (Atriplex leucophylla). The placement of these plants should be restricted to buffer areas and non-activity zones like the stretch on Sail Bay between the public path and the residential fencing. The intent is twofold: 1) to add low-scale color and texture to the long stretches of sand, and 2) to create more naturalistic recreation areas emphasizing the native coastal landscape.

The Beach/Coastal Strand landscape should also border the Park's existing and proposed marsh areas so as to establish and ecologically integrated wetland and upland landscape to the greatest extent possible.



Beach/Coastal Strand

22. Use of Palm Trees: Mexican Fan Palms should be among the plants to be considered in the Beach/Coastal Strand landscape. These plants would break the long stretches of sand providing shade and more intimate gathering areas. The palms should be placed in widely spaced clusters, sited to minimize their impact upon the views from adjoining homes, apartments or Park access roads. Palms should not be placed in the vicinity of Least Tern nesting sites.

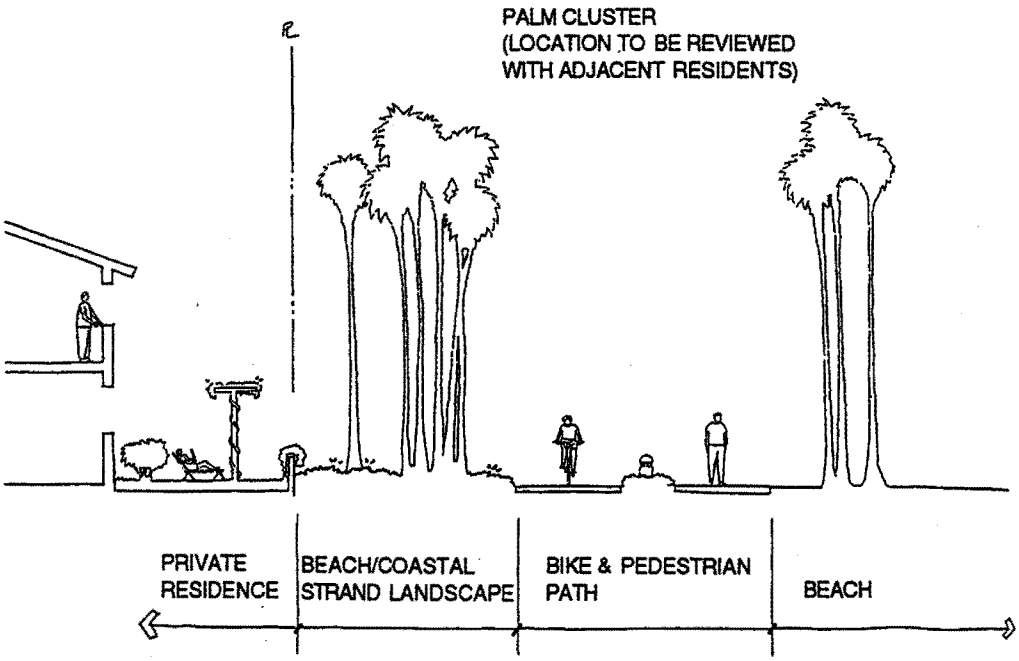


Fig.7: Beach/Coastal Strand Landscape at Sail Bay

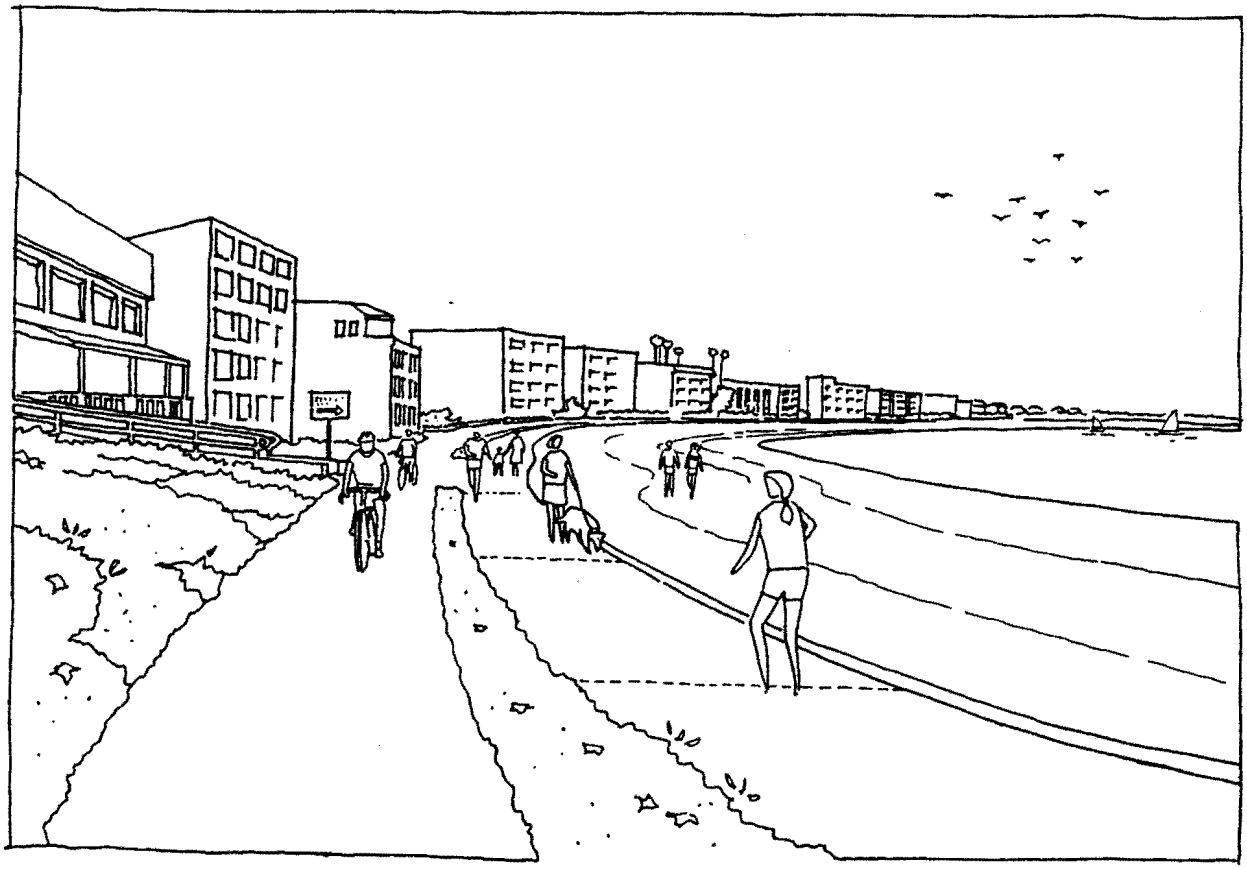
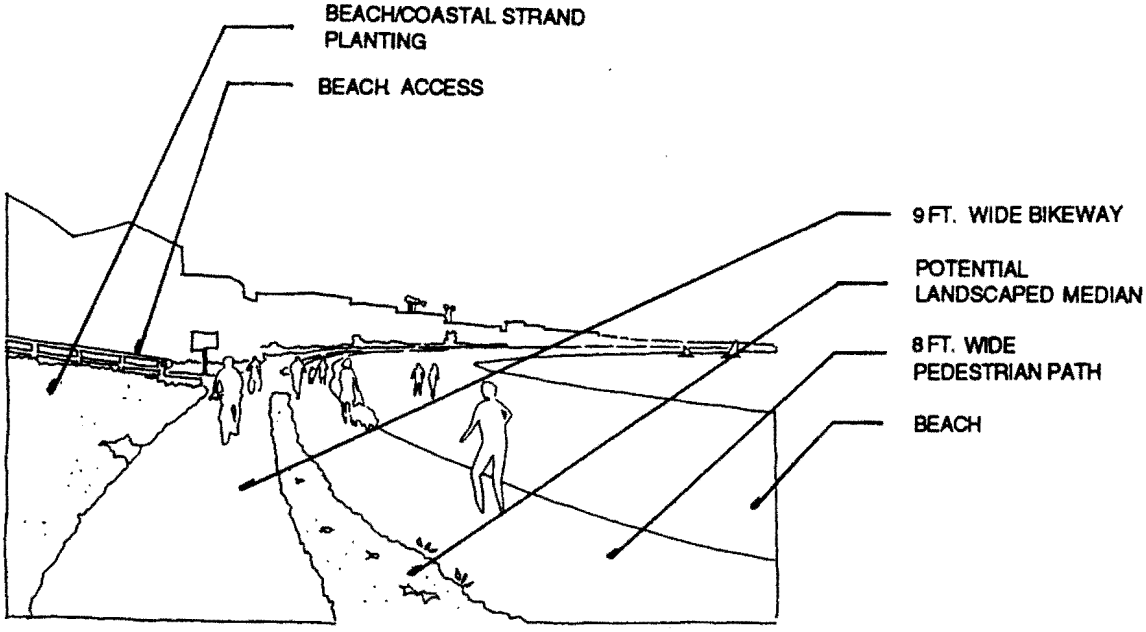
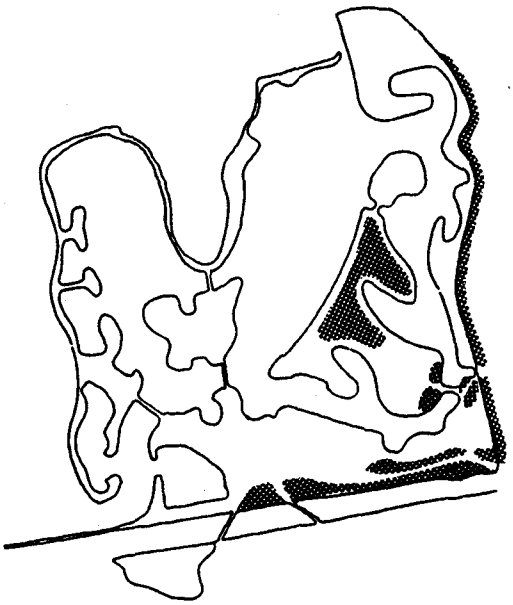


Fig.8: ***Beach Side Landscape***



COASTAL SAGE SCRUB

The Coastal Sage Scrub landscape is associated with the Park's upland habitat areas, buffer and perimeter areas, and non-recreational areas such as roadway berms, parking islands, etc.



Coastal Sage Scrub Landscape (Main Areas)

23. Coverage and Intent: This landscape consists of shrubs, ground cover, palms and trees typical of the coastal environment such as Coreopsis (Coreopsis spp.), Bush Poppy (Dendromecon harfordii, D. rigida), California Sagebrush (Artemisia californica), Wild Lilac (Ceanothus spp.), Hollyleaf Redberry (Rhamnus crocea ilicifolia), Torrey Pine (Pinus torreyana), Coastal Live Oak (Quercus agrifolia) and Coral Tree (Erythrina spp.). These types of plants are drought-tolerant, require little sustained maintenance, and impart a naturalistic character appropriate to a coastal environment. Accordingly, all areas of the Park not directly used and dedicated for active recreation and play should be landscaped with Coastal Sage Scrub plant species. Such areas include upland habitat areas as defined in the Plan, land bordering natural preserves, the stretch of land in East Shores between Mission Bay Drive and I-5, other roadway berms, parking islands, and areas around directional signs, gateways, utility buildings and fences.

The placement of the Coastal Sage Scrub plants should be naturalistic rather than linear or geometric. This will permit the "micro-management" of the landscape to account for special public views, entrances, low or high terrain, etc. Coordination with Caltrans should be exercised to achieve an integrated perimeter landscape between I-5 and Mission Bay Drive.

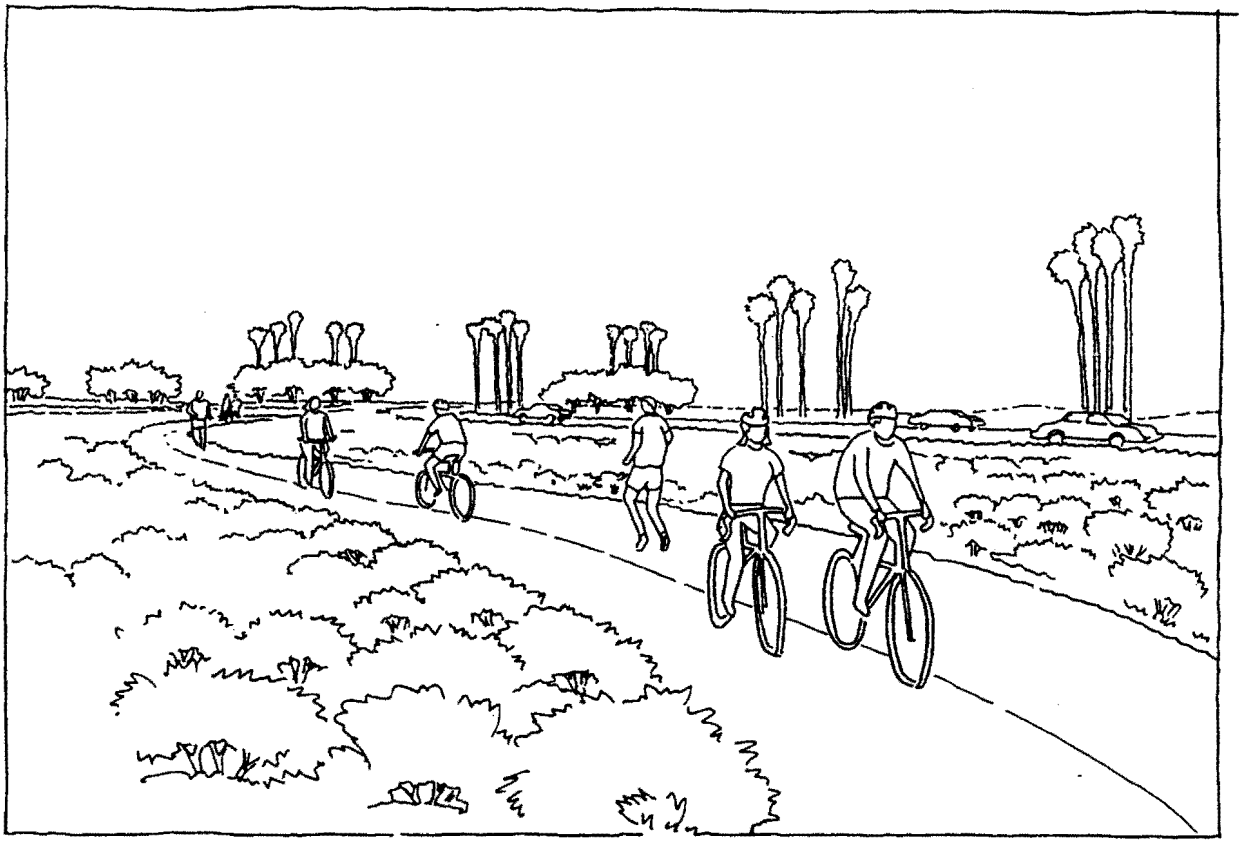
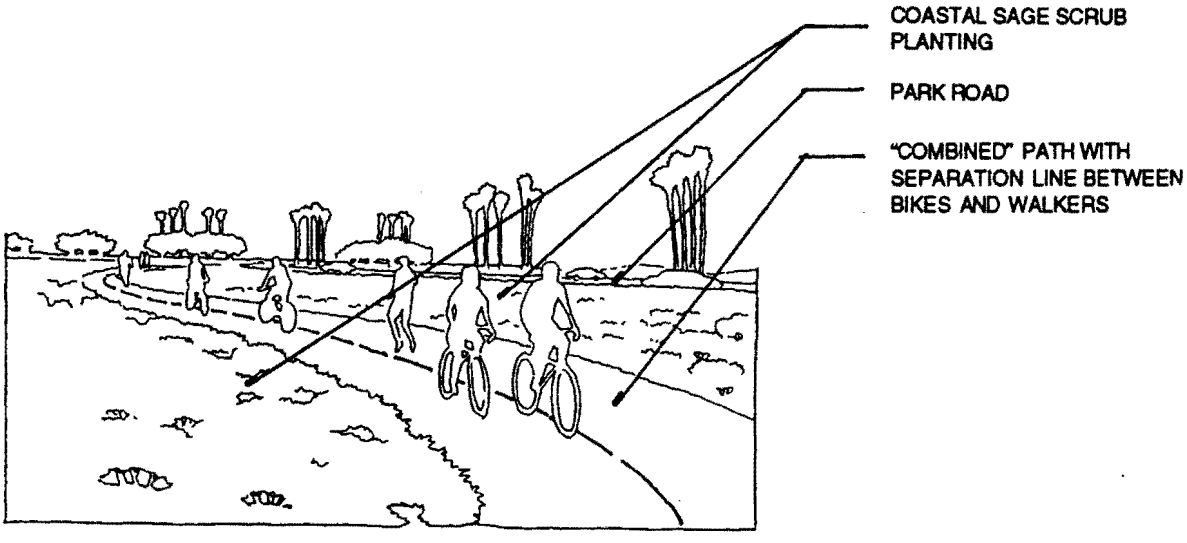
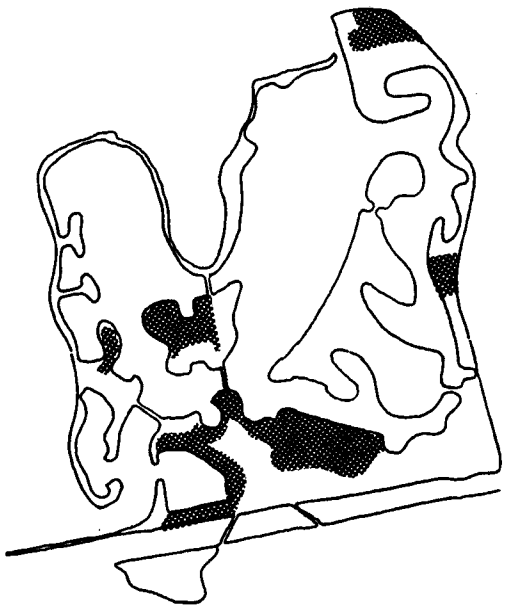


Fig.9: Coastal Sage Scrub Landscape



MEDITERRANEAN

The Mediterranean landscape is associated with the resort hotels, theme park, and other commercial and non-profit lease areas in Mission Bay.



Mediterranean Landscape

24. Coverage and Intent: The Mediterranean landscape consists predominantly of native plants and selected, drought-tolerant species endemic to the world's Mediterranean climates. A typical plantscape would include exotic plants such as Bougainvillea (Bougainvillea spp.), Jasmine (Jasminum spp.), Lantana (Lantana spp.), Jacaranda (Jacaranda mimosifolia), and Date Palms (Phoenix spp.), and natives such as Aloe (Aloe spp.), Yarrow (Achillea spp.), Lupine (Lupinus spp.) and Mazanita (Arctostaphylos spp.). This class of plants is colorful, attractive, water conserving, and highly appropriate in resort areas, hotels and other pedestrian-intensive areas. Canopy trees like Eucalyptus or non-native conifers are inappropriate to the Bay's coastal setting and should not be permitted. Similarly, plants native to the tropics such as Hibiscus, Philodendron, Musa, etc., should be avoided.

The Mediterranean landscape should also emphasize the use of textured paving, planters, arcades, and pergolas; features that can showcase the plants and mediate between the buildings and landscape.

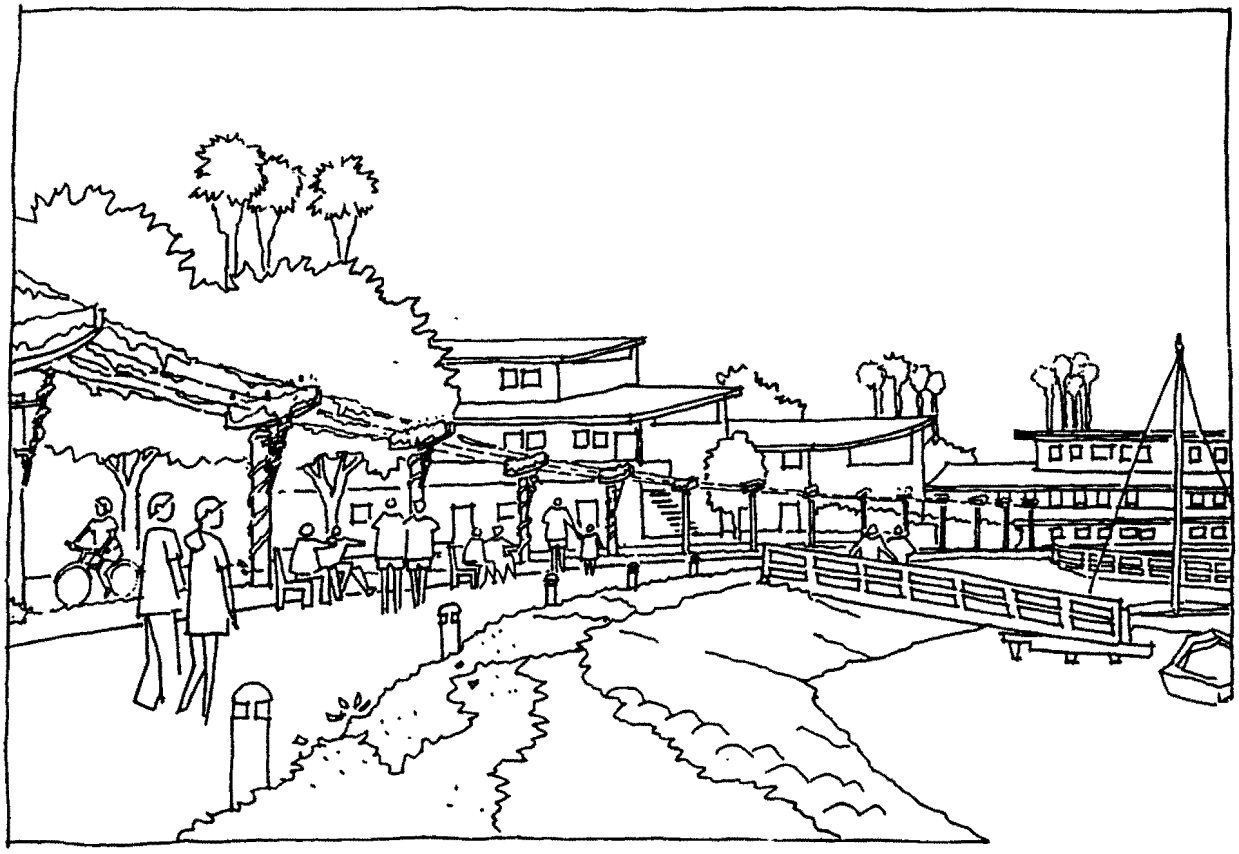
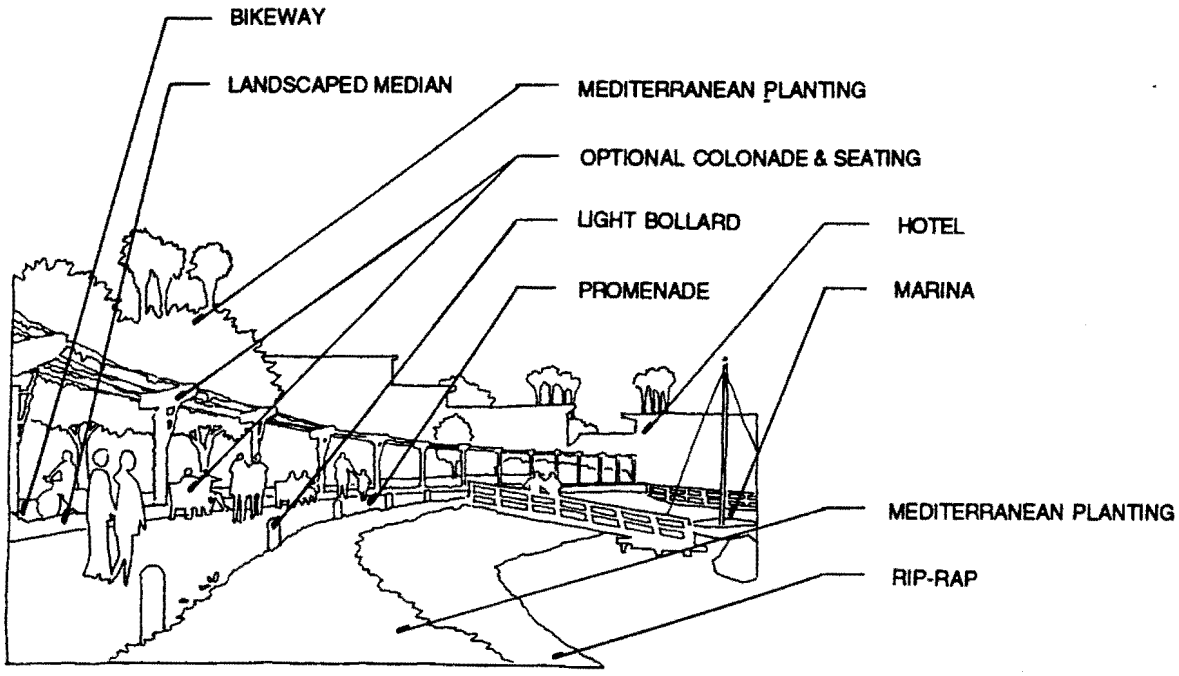
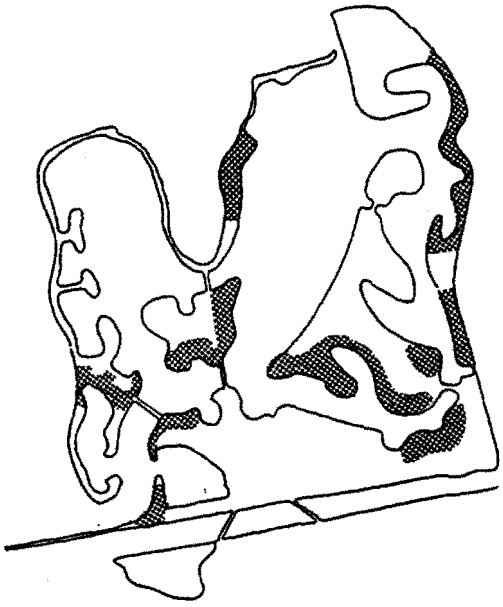


Fig.10: Mediterranean Landscape



PARKLAND

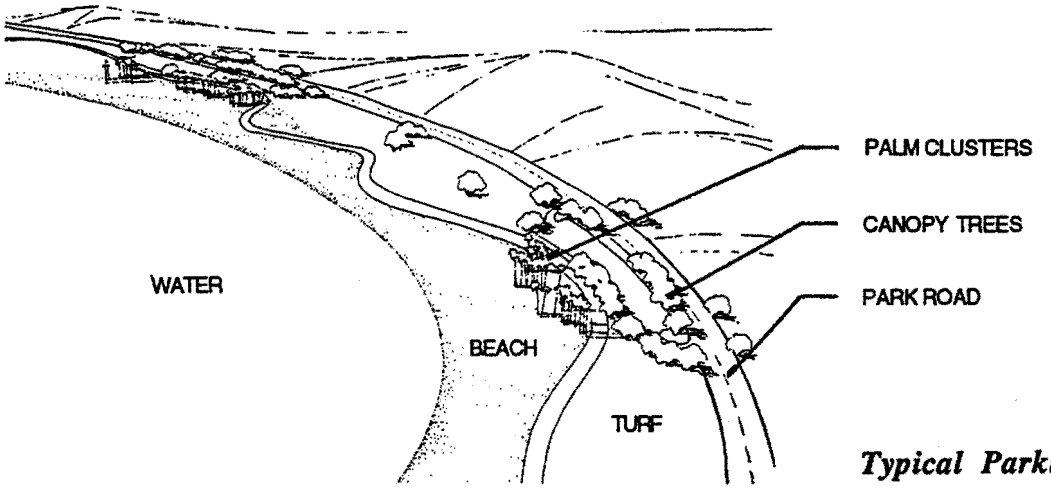
The Parkland landscape is associated with the more intensive recreation areas requiring turf coverage, openness, and proximity to the shore and beach areas.



Parkland Landscape

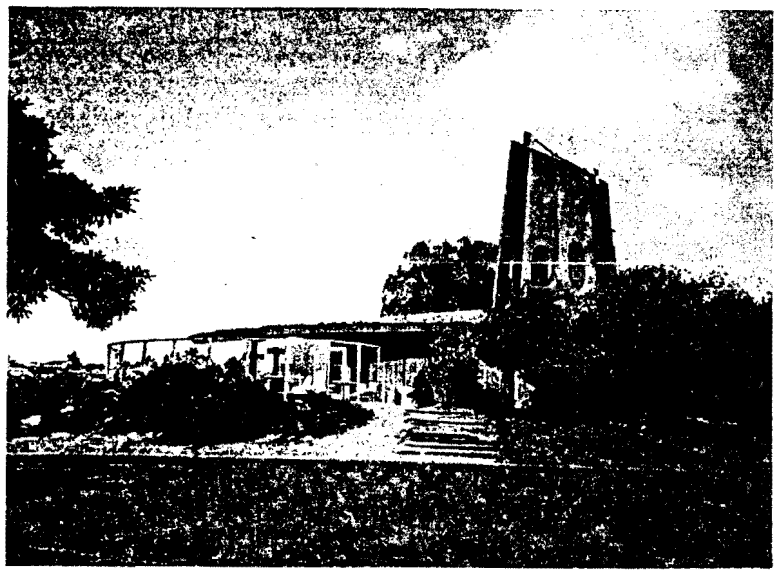
25. Coverage and Intent: Because turf areas are regularly mowed, fertilized and irrigated, the Parkland landscape is high in maintenance. To minimize the use of water, reduce the use of chemicals and fertilizer that can pollute the Bay waters, and to reduce the Park's overall maintenance burden, turfed areas in the Park should be restricted to the areas planned for picnicking and active play. Edges, buffer zones, parking islands and other non-recreation areas within the Parkland zone should revert to the Coastal Sage Scrub landscape. Swales should be provided in the Parkland areas to channel and collect irrigation and precipitation runoff to the extent possible. This would further reduce the potential for contamination of the Bay waters.

Canopy plants within the Parkland areas should consist mostly of native palms and drought-tolerant trees like the Mexican Fan Palm (Washingtonia robusta), Cork Oak (Quercus suber), New Zealand Christmas Tree (Metrosideros excelsus), Rustyleaf Fig (Ficus rubiginosa) and Coral Tree (Erythrina spp.). Palms and other trees should be arranged in bundled drifts along the length of the Parkland, with the palm trees closer to the shore, and the canopy trees closer to the parking areas and park roads. The intent is to create alternating open and enclosed areas along the Parkland areas, and increasingly open views of the water as the shore is approached. As in the Mediterranean landscape, Eucalyptus trees should not be permitted.



Typical Parkland Area

IV. ARCHITECTURE



The architectural guidelines apply to the design of new facilities, as well as to the renovation/rehabilitation of existing ones. In the latter case, however, exemption to the Guidelines should be considered, depending on the degree to which the Guidelines conflict with a project's feasibility or otherwise result in unreasonable design solutions. In such cases, the qualitative spirit of the Guidelines should be followed in lieu of their specific, quantitative provisions. This criterion applies equally to private and public buildings, including restroom buildings and picnic shelters.

OVERALL INTENT

26. Architectural Character: The character of the Park buildings, whether private or public, can contribute significantly to the image of Mission Bay as a water-oriented recreation environment. As the Bay is a unique feature in San Diego, so should be the Park's architecture. For this reason, the Park's architecture should be contemporary and responsive to the aquatic environment, avoiding excessive or exaggerated thematic styles.

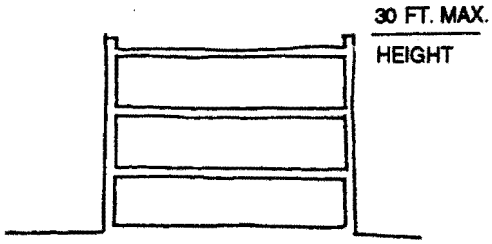
The intent is to preclude from Mission Bay Park a "theme park" architecture. Rather, through the manipulation of building form, details, materials and color, the Park's architecture should aim to capture and express the special marine quality of the Bay. This objective does not intend to establish a uniform aesthetic for the Park nor should it be construed as limiting design creativity. On the contrary, each Park building should strive to achieve a uniquely appropriate interpretation of the Bay's landscape context according to its site, function, and intended user.

BUILDING HEIGHT AND MASSING

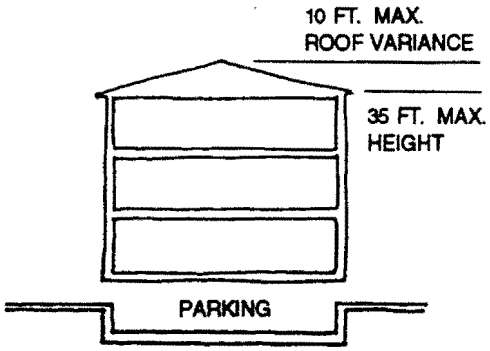
27. Low Rise Emphasis: Mission Bay is an expansive area with wide and open views of the ocean from the surrounding hillsides. Low-scale buildings reinforce the open quality of the bay while minimally obstructing views to the sky and distant landforms. For this reason, and in recognition of the public mandate for a 30-foot height limit within the City's coastal areas (Municipal Code 101.0451), the Park buildings should continue to be low-rise.

28. Roofscape Variance: Three levels of habitable space can be achieved within the current allowable 30-foot height limit. However, as floors normally require a nine to ten-foot ceiling height, only a flat roof profile is possible under the current height restriction on three story buildings. Given the visibility of the Park from high vantage points (surrounding hillsides, Sea World Tower, airplanes), more varied, appealing roof profiles (sloped roofs, for example) is highly desirable. In addition, if properly designed, sloped roofs can help reduce the mass of buildings and soften their presence in the landscape.

In recognition of the above, a 10-foot "roofscape variance" should be pursued for the Park buildings to promote the design of more interesting and graceful roof profiles. Therefore, the maximum building height should be 40 feet. This height increase should be strictly limited to roof forms. No additional habitable space should be gained as a result of this guideline.

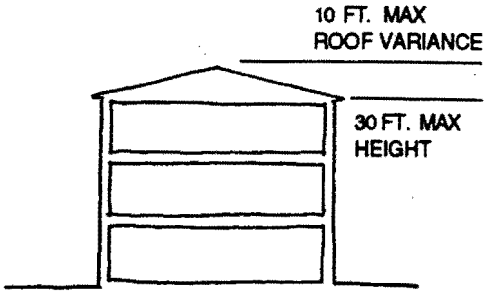


CURRENTLY PERMITTED



PROPOSED

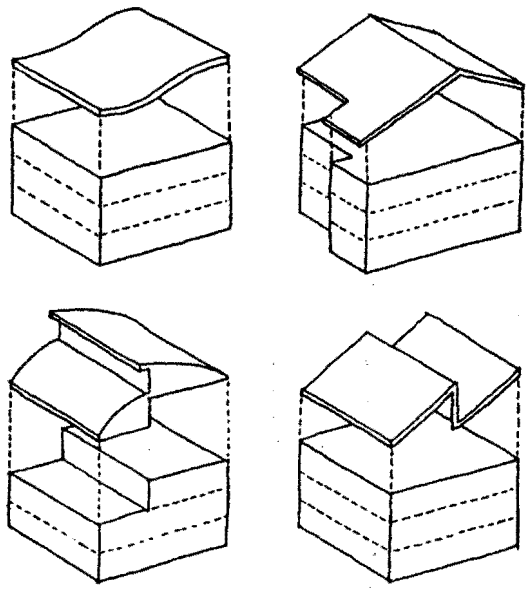
- QUIVIRA BASIN
- DANA INN



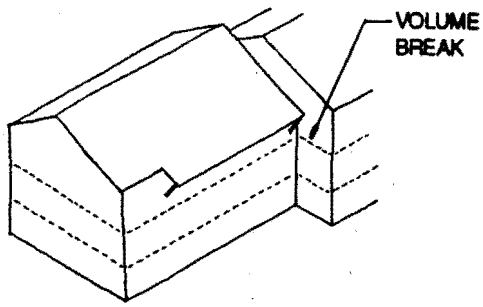
PROPOSED

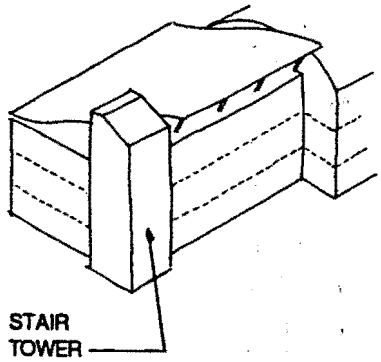
- BAHIA POINT
- VACATION ISLE
- SOUTH SHORE
- DANA LANDING

Building Height



Roofs





Building Massing

Special Condition - Quivira Basin and Dana Inn: Because of the limited land available for development in these lease areas, it would benefit the Park to have one level of parking below any new proposed development. More land would then become available for landscaping and other site amenities. To implement this measure, the overall habitable building height should increase to 35 feet in these two areas, which allows half of a parking level to be placed below grade. With the addition of the 10-foot "roofscape variance," the overall permitted height in Quivira Basin and the Dana Inn would increase to 45 feet.

29. Roofs: Because of the Park's prominence from high vantage points (surrounding hillsides, Sea World Tower, airplanes), buildings should have well conceived, interesting roof profiles that can add grace to the architecture and unify the building masses from above (See Guideline 27). More importantly, roofs can also help express the interaction between land and air inherent to a coastal environment, where the latter transforms itself into condensing currents as it rises over the coastal landform. Roofs, therefore, should be sloped, stepped, curved, or otherwise shaped to provide a graceful transition between the sky and the building massing.

Excessively long and/or repetitive roof profiles should be avoided. Rather, roofs should be "sectionalized" or divided into segments following the breaks in the building massing.

30. Building Massing: Ground level views of the Bay are characterized by horizontal streaks of color corresponding to the Bay's water, rip-rap, sand, marshes, grass and in certain directions the hills surrounding Mission Bay. Buildings can either enhance or detract from the Bay's horizontal visual disposition: if the building's massing is long and uninterrupted, creating a new horizontal band, the character of the landscape will be diminished. Contrarily, if the building massing is interrupted, allowing vertical divisions between building blocks, the landscape streaks will be accentuated and enhanced.

Accordingly, buildings in Mission Bay Park should stand in contrast to and accentuate the Bay's inherent horizontal visual character. Building massing should be broken at suitable intervals to establish consistent vertical planes, recesses, openings or projections that can act as counterpoints to the landscape. Vertical features may include building end walls, building side walls at jogs or insets, stair towers, or other special features.

MATERIALS AND FACADE TREATMENT

Building materials have, as all objects do, an "emblematic" value or evocative quality. Stone, for example, is often used in institutional buildings because of its "staid" quality evoking stability and permanence. In Mission Bay Park, the "emblem" is the water, the sky, the shore, and all of the Park's marine components. To this end, building materials, their form, and assemblage should be perceived to accommodate the marine environment, both in function and empathy.

31. Facades: "Heavy," staid materials such as stone or concrete add visual weight to a building. Accordingly, such materials should be used on the lower parts of the buildings, as if to "anchor" the mass to the ground and "stand-up-to" the elements. Conversely, "lighter" materials such as wood, metals, or plaster panels should be used on the upper portions of the building, as if to embrace the elements. The intent is to make the building facades increasingly "lighter" as they rise from the ground. To this end, wall openings and recesses should appear to increase in area, and columns and posts diminish in girth as the facade rises.

32. Roof Materials: Heavily textured, dark-tone roof materials (such as clay barrel tiles) tend to "weigh-down" a building, contrary to the facade treatment intent. To mitigate their visual weight, clay barrel tiles roofs, for example, should terminate on a narrow eave and be suspended on posts or columns rather than rest on wall sections. In addition, the tiles should be buff or pale in tone rather than bright red or dark terra-cotta.

SeaWorld
ADVENTURE PARK
San Diego

MASTER PLAN UPDATE

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MASTER PLAN UPDATE

FINAL DRAFT

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March 23, 2001

THE SEAWORLD VISION:

To Be Recognized Globally
For Achieving New Levels
Of Distinction And Respect
By Leading the Industry
With Live Marine Animal Experience,
Innovative Entertainment, Education,
Research and Conservation
That Ensures Our Growth and Success.

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EXECUTIVE SUMMARY

PURPOSE

The SeaWorld Master Plan Update sets forth the long-range conceptual development program, development parameters, and project review procedures for the future renovation of the SeaWorld Adventure Park.

CONTEXT

The master plan reflects the short product development process of the theme park industry. SeaWorld, like all theme parks across the nation, makes final project decisions very late in the planning cycle to meet the demands and desires of consumers, to incorporate technologies and to react to the competition in the marketplace. Consequently, this plan provides detailed descriptions of those site-specific attractions that are known today. Other potential development sites within the theme park are shown because it is anticipated that in the long-term these sites are candidates for renovation or development. For these sites, design parameters, guidelines and restrictions are provided to give a sense of future attraction options.

PLAN OBJECTIVES

The goal of this plan is to ensure that the potential environmental impacts of future planning decisions are taken into account and that the basic parameters to achieve this goal are clarified. The plan's major objectives are 1) to establish an updated baseline of existing uses and leasehold entitlements 2) to identify site-specific development proposals 3) to define development criteria for future conceptual development areas and 4) to address the concerns identified in the community outreach process.

SITE-SPECIFIC PROPOSALS

All attractions currently planned for the park are specifically identified. Those are:

- A splashdown ride with an aquatic theme and storyline that integrates technology, flumes, rail, and marine life displays. The attraction will not exceed 95 feet at its tallest point and trees will be planted to soften the visual impact from adjacent land and water areas of Mission Bay Park.

- A multi-story education complex that includes classrooms, dormitory, auditorium and learning labs. The site location adjacent to guest parking will allow children direct access to the complex without entering the theme park.

- A renovation of the front gate and entrance areas is being planned to create a greater sense of arrival to SeaWorld and to enhance the guest's experience. The facility will include visual icons to leverage the park's unique animal distinctions and strengthen SeaWorld's marine theme. No part of the renovation would exceed 90 feet in height.

- A special events center is planned to accommodate the increased demand of the city's convention delegates. The expanded facility will include ballrooms, catering facilities and meeting rooms with an aquatic theme. Roof articulation will bring the facility to 40 feet in height and an icon will be permitted – not to exceed 60 feet.

DEVELOPMENT CRITERIA

To remain competitive, SeaWorld must frequently refresh its attraction offerings. The norm in the industry is to provide something different to its customers every 1-3 years. Given this industry standard, and the park's history of capital investment, SeaWorld has identified eight future candidates for renovation or development. The intent is to ensure that all future development will be distributed and constructed in a manner that harmonizes with the established visual quality of Mission Bay Park. Therefore, several restrictions and guidelines on future redevelopment are identified.

- No more than 25% of the theme park area can eventually be developed to heights exceeding 30 feet, and the majority of that must be below 60 feet (existing tree level on the park's west side).
- A maximum of 8.77 acres (10% of the theme park area) scattered throughout the entire theme park area can be redeveloped for attractions above 60 feet. Preliminary studies indicate attractions below 60 feet have little or no visual impact. Bulk plane setbacks will be incorporated 25 feet from the shoreline and 20 feet from all other park boundaries.
- A 20-foot wide landscaped area shall be provided along all exterior leasehold boundaries emphasizing trees and shrubs of varying heights to add visual interest, provide screening and maintain long-range views to the water.
- The aquatic feel and balanced portfolio of attractions specified in the SeaWorld Master Plan will be maintained.
- Design guidelines addressing landscaping, lighting, architecture, and signs will assure aesthetically pleasing public views of SeaWorld from outside its leasehold.

ADDITIONAL PROJECT REVIEW

The additional height of some attractions allowed by the passage of the SeaWorld Initiative under the SeaWorld Master Plan Update creates the need for greater public input to ensure that the quality of recreation and the visual character of Mission Bay Park will be maintained. SeaWorld is proposing additional reviews as outlined in the implementation section of the plan. These reviews are far more stringent than the park's existing requirements incorporated in its 1985 Master Plan.

THEMATIC CONTINUITY

SeaWorld is the strongest advocate of the themes on which it has built its reputation. Its vision – *to be recognized globally for achieving new levels of distinction and respect by leading the industry with live marine and animal experiences, innovative entertainment, education, research and conservation that ensures our growth and success* – would not fit a Six Flags Magic Mountain or Disneyland. The park's competitive advantage lies in emphasizing its points of distinction – Shamu and the sea. Commitment to its traditional emphasis areas will be carried forward into all new development proposed for the park.

I. INTRODUCTION

In the late 1940's, the City of San Diego embarked upon the creation of a regional aquatic-oriented park, Mission Bay Park. The idea for an aquarium-oceanarium or marine zoo within the park dates back to at least 1939 and appears in all subsequent plans for Mission Bay Park. The 1958 Mission Bay Master Plan, which provided specific leasehold recommendations for the new aquatic park, envisioned a marine theme park devoted to entertainment, recreation and education. In 1961, the City leased the existing site for development of the marine park, and in 1964, SeaWorld was opened.

From its inception, SeaWorld has been developed, maintained and operated to the highest standards. The key to its success is family oriented entertainment that serves the needs of all age groups. Although entertainment and recreation has always be the mainstay of the park, SeaWorld is much more. During its 36-year history, the park has expanded its education, research and conservation emphasis.

A. PURPOSE AND NEED

SeaWorld Adventure Park serves the recreational and educational needs of San Diegans and visitors. It is a nationally known tourist attraction with an estimated $1 billion economic benefit to San Diego. In order to maintain its long-term economic vitality, SeaWorld must continue to improve and provide facilities that meet the public's needs and desires. The purpose of the SeaWorld Master Plan Update is to create a framework for continued improvements and renovations to the park into the new century.

Since 1985, SeaWorld has been operating pursuant to a master plan that has largely been fulfilled. An update is required to set forth the long-range conceptual development program, development parameters, and project review procedures for the future renovation of SeaWorld. In 1998, SeaWorld sponsored, and San Diego's voters approved, the SeaWorld Initiative to amend the City's Coastal Height Overlay Zone allowing improvements within the SeaWorld leasehold to be constructed to half the height of the SeaWorld tower (160 feet). This plan responds directly to the uses for which the additional height allowance is intended, and will become a part of the SeaWorld lease with the City of San Diego. This plan also addresses the integration of SeaWorld in Mission Bay Park and the surrounding residential communities.

B. PLANNING PROCESS

In November 1998, the voters of the City of San Diego approved the SeaWorld Initiative, Proposition D, which amended the City of San Diego Municipal Code to allow development up to a maximum height of 160 feet on the SeaWorld leasehold in Mission Bay Park. Passage of the SeaWorld Initiative created an inconsistency between the Municipal Code, and the Mission Bay Park Master Plan Update, which serves as both the community plan and the Local Coastal Program (LCP) for Mission Bay Park. The Mission Bay Park Master Plan Design Guidelines prohibit development above 30 feet. To eliminate the inconsistency caused by passage of the SeaWorld Initiative, the Mission Bay Park Master Plan and LCP must be amended.

Subsequent to voter approval, SeaWorld began updating the SeaWorld Master Plan and requested the initiation of the Mission Bay Park Master Plan Amendment from the City of San Diego Planning Commission to integrate the height limit change into the Plan. The Planning Commission granted the request for initiation of the plan amendment process at a public hearing in October 1999. At this hearing the City of San Diego Planning Commission requested that SeaWorld undertake a public outreach program to solicit input regarding the issues associated with the Plan Update and how they may guide development of SeaWorld's Master Plan Update. The public outreach program is described in Section I-C, Community Outreach and Issues Analysis.

The SeaWorld Master Plan provides descriptions of proposed renovations and new development in the park. This serves as the "Development Plan" described in the lease between SeaWorld and the City of San Diego. The SeaWorld Master Plan is also incorporated by reference into the Mission Bay Park Master Plan and LCP Land Use Plan.

C. COMMUNITY OUTREACH AND ISSUES ANALYSIS

At its October 14, 1999 hearing to initiate an amendment to the Mission Bay Park Master Plan, the San Diego Planning Commission requested SeaWorld to involve the public in the SeaWorld Master Plan Update process. In response to this request, SeaWorld undertook an extensive two-phased public outreach program. Public forums were held throughout the city at various times and locations to make them accessible to the largest number of people. The first phase was conducted in January 2000, and included public forums at four locations: Carmel Mountain, Del Cerro, Mission Beach, and Sherman Heights. The second phase was conducted in June 2000, also at four locations: Normal Heights, Emerald Hills, Rancho Penasquitos, and Clairemont. A total of 225 participants attended, and over 500 comments were generated from all eight public forums. At the conclusion of the public outreach program a City of San Diego Planning Commission Workshop was held in July 2000, at SeaWorld to familiarize the Planning Commissioners with the SeaWorld operation and the Master Plan Update.

The input from the public forums and subsequent Planning Commission workshops identified six major land use issues. These issues are stated below along with a brief summation of how each one is addressed in the SeaWorld Master Plan Update. The Appendix provides additional analysis of these issues.

- **Potential change in emphasis away from SeaWorld's marine animal and educational themes.**

  The SeaWorld Master Plan Update emphasizes SeaWorld's commitment to its traditional emphasis areas of entertainment, education, research and conservation. These emphasis areas, together with the live marine animal experience, will be carried forward into all new development proposed for the park. Consistent with SeaWorld's vision statement, no single attraction type should predominate.

- **Potential impacts to views and viewshed due to increased height of buildings and attractions.**

  Voter approval of the development height limit change allowed the entire leasehold to be developed with structures up to 160 feet in height. During the early preparation of the Master Plan Update, SeaWorld reduced the area where development could exceed 30 feet in height. Subsequent to the first series of public forums in January, SeaWorld again revised the Master Plan to further reduce the Theme Park Area height allowance for development above 30 feet.

  The SeaWorld Master Plan Update contains numerous development criteria designed to work together to mitigate potential view blockage and visual impacts. Among these criteria, the plan limits height in the main SeaWorld Theme Park to reasonable percentages that decrease with each successive increase in height level. No development within the SeaWorld Theme Park will block an existing view.

- **Noise impacts from attractions and special events (including fireworks).**

  The SeaWorld Master Plan Update acknowledges SeaWorld's ongoing commitment to comply with the existing City of San Diego Noise Ordinance and Council Policy 500-06 (Regulation of Firework Displays). Located over one-half mile from any residential areas, noise generated from SeaWorld attractions has a lower impact than most major theme parks. Additionally, SeaWorld's firework displays are a long-standing tradition and will not be affected by any of the proposed development in the

SeaWorld Master Plan Update. Firework displays are consistent with permits issued by the City of San Diego Fire Department.

- **Effects of park expansion/intensification on traffic congestion.**

The SeaWorld Master Plan Update anticipates a gradual cycle of park renovation and expansion that may not result in the need for additional traffic improvements for several years to come. Near term goals are to reach previous park attendance levels achieved earlier in the 1990's. As new attractions are built and daily attendance reaches threshold levels defined in the plan, SeaWorld will contribute to the needed improvements. The SeaWorld Master Plan Update also shows a possible transit station for MTDB's Automated People Mover Technology (now under study) and contains guidelines for integrating the station into the future SeaWorld parking garage.

- **Potential impacts to water quality in Mission Bay.**

The SeaWorld Master Plan Update acknowledges SeaWorld's ongoing efforts to protect the water quality of Mission Bay. SeaWorld has developed an extensive treatment program to ensure that the aquaria water discharged into Mission Bay is as clean or cleaner than upon intake. Additionally, a large proportion of the storm water runoff is treated through the aquaria water filtration system while the remainder is diverted into the City storm drain system. SeaWorld has committed itself to a program of nearly 100 percent runoff treatment in the future, far surpassing any business within the entire Mission Bay watershed. Existing water treatment capacity is expected to be adequate to handle any increased needs generated by attractions anticipated in the SeaWorld Master Plan Update.

- **The appropriateness of a new hotel in Mission Bay Park (also relates to views, viewshed, and traffic issues).**

Prior to a formal project submission, the SeaWorld Master Plan Update requires a traffic study and an economic feasibility analysis assessing the need for another hotel in Mission Bay Park. Additionally, any hotel will require a City Council public hearing where the viewshed and traffic impacts can be assessed and discussed in the context of a specific proposal.

SeaWorld
ADVENTURE PARK
San Diego

Site location Map

1. Belmont Park
2. Dana Inn Hotel & Marina
3. Hyatt Islandia
4. Presido Park
5. Princess Resort
6. SeaWorld Marina
7. South Shores Boat Launch
8. Sports Arena

N

Not to Scale

Figure II-1

MASTER PLAN UPDATE

Source: SeaWorld

B. OVERVIEW

This SeaWorld Master Plan Update is intended to integrate conceptual elements of SeaWorld's capital facilities and park planning program into the context of the City of San Diego's land use planning process. The plan reflects SeaWorld's commitment to its traditional water oriented marine animal theme and the four emphasis areas of family entertainment, education, conservation, and research. As with any capital facilities program, public or private, the further out projections are made, the less certain the outcome. This principle is even more applicable to the theme park industry where competition and changes in consumer preferences require the ability to shift priorities within a very short time frame. The need for such flexibility lies at the center of a different, but very rigorous, internal planning process that must respond to many factors well beyond the scope of this plan.

It is, however, the goal of this plan to ensure that the future planning decisions provide for the highest standards of development, consistent with the City's goals and policies. The basic parameters to achieve this goal are clarified for the benefit of all decision makers and stakeholders.

This plan has four major objectives:

- To establish an updated baseline of existing uses and leasehold entitlements.
- To identify future site-specific, conceptual development proposals.
- To define leasehold development criteria for future development.
- To address the concerns identified in the community outreach process.

C. EXISTING FACILITIES AND ENTITLEMENTS

The SeaWorld Master Plan adopted in 1985 consists primarily of a site plan and list of conceptual development proposals. Over the ensuing years, nearly all of the proposed facilities have been built, with the notable exception of the marina expansion and hotel in the Perez Cove Shoreline area. These entitlements are carried forward into the SeaWorld Master Plan Update and revised in accordance with the new conceptual development program set forth in Section II-D.

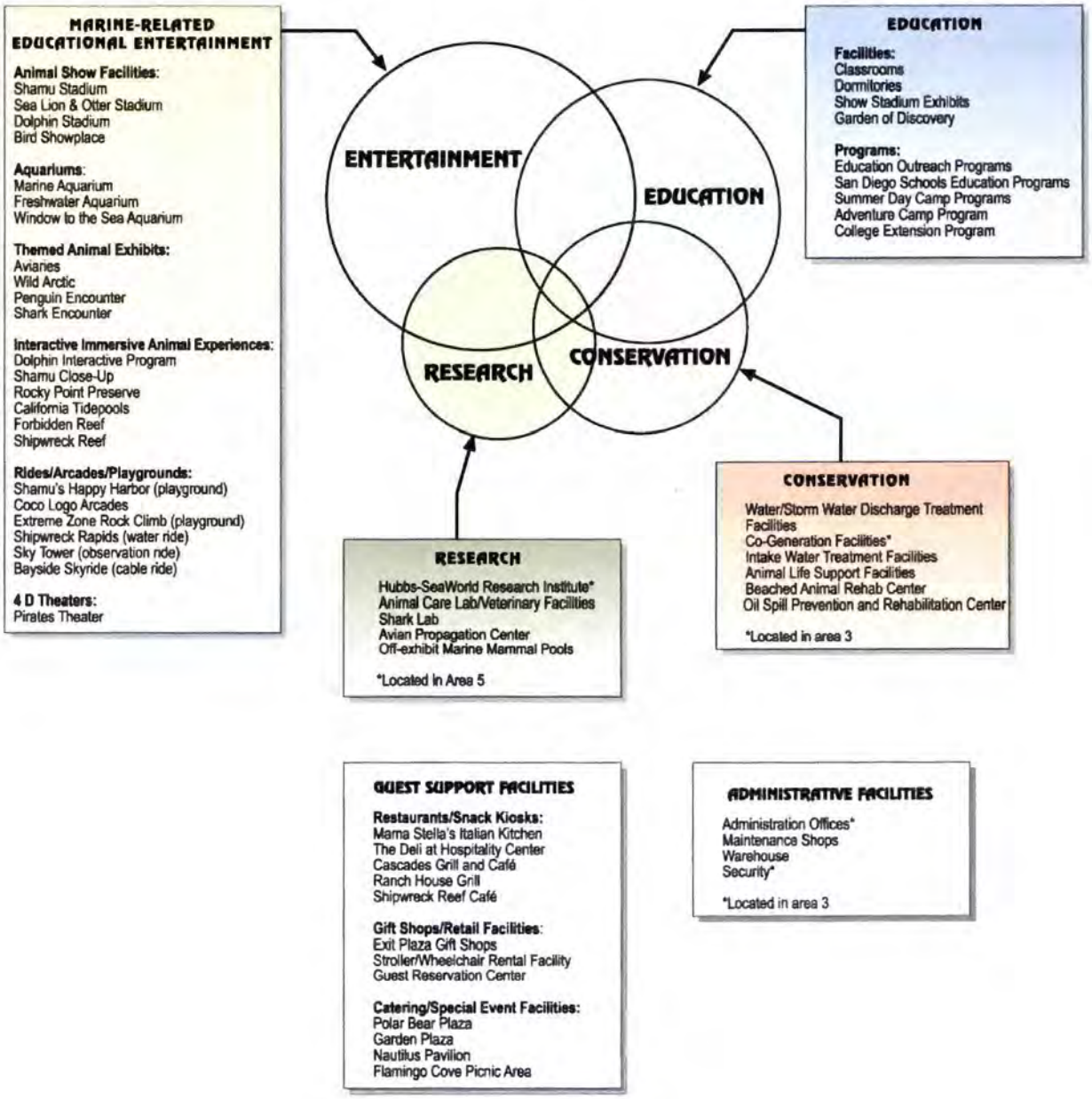
The SeaWorld Master Plan Update identifies five functional areas within the leasehold property. Below is a description of the existing land use and facilities within each area:

Area 1: SeaWorld Theme Park

The SeaWorld Theme Park area consists of 87.7 acres bounded by the South Pacific Passage channel of Mission Bay to the north, the Administration and Support area to the west, the South Shores area of Mission Bay Park to the east, and the Guest Parking area to the south. This area includes seven acres of open water area used for water shows at Waterfront Stadium.

The Theme Park area is developed with a variety of marine-related attractions and support facilities. The SeaWorld Tower, at 320 feet is a prominent landmark and focal point for all of Mission Bay Park and beyond. Within the park, the existing facilities reflect the dominant marine animal theme and the primary emphasis areas of entertainment, education, research, and conservation as set forth in SeaWorld's vision statement. A high degree of integration and overlap is common as any single attraction or facility may incorporate two, three, or all four primary emphasis areas. This is illustrated in the following list of existing park facilities.

Area 1 Facilities



Area 2: Guest Parking

The Guest Parking area comprises 63.5 acres along the south side of the leasehold between the SeaWorld Theme Park and Sea World Drive. A total of 6,692 paved parking spaces are available within the area. Approximately 450 spaces in the northwest portion of the parking area are used for employee parking, leaving 6,242 spaces for guest usage. Another 922 guest spaces are located in the eastern portion of Area 1 providing a total of 7, 164 guest spaces for the entire park. The east side of the area contains a portion of the inactive Mission Bay Landfill which was closed in 1959 (see Figure II-2). The landfill area is generally unsuitable for building. Existing parking areas above the landfill are covered with a "chip-seal" paving surface which is impervious to water, but allows for gas diffusion. The remaining parking areas are paved with asphalt. The main vehicular entryway to the SeaWorld site is located in the southwest corner of the Guest Parking area. The main exit is located near the middle of the area at a signalized intersection with Sea World Drive.

Area 3: Administration and Support

The Administration and Support Area consists of 8.5 acres of land located immediately to the west of the SeaWorld Theme Park (Area 1) between the SeaWorld Marina and the Guest Parking area. This area contains many of the support facilities needed for the operation of the SeaWorld Theme Park. These include administrative offices, security, cogeneration, water treatment, storage, and other facilities. A reserved parking/carpool lot is also located in the south portion of the area.

Area 4: SeaWorld Marina

The SeaWorld Marina contains a small shoreline land area of 1.0 acres and an open water area of 10.0 acres. The water area contains a 200-slip marina operated by SeaWorld. The marina complex includes a launching crane, a dry storage facility for 37 boats, and restroom and lounge facilities for marina guests. On the east side of the marina is the water intake platform, one of two intake areas that provide seawater for SeaWorld's marine animals. The filter plant for the intake is located just to the south in Area 3.

The 1985 SeaWorld Master Plan entitles an expansion of the marina to include 200 additional boat slips. The entitlement is being reduced to 115 additional boat slips in this Master Plan Update and is included as a proposed future development.

Area 5: Perez Cove Shoreline

The Perez Cove Shoreline area consists of 11.4 acres of land between the Perez Cove shoreline on the east and Perez Cove Way on the west. The northern portion of the area contains the Hubbs-SeaWorld Research Institute and parking lot. Additional asphalt parking areas and landscaping cover the remaining area. The parking area serves marina guests and is an auxiliary lot for SeaWorld employees.

The 1985 SeaWorld Master Plan entitles the development of a 300-unit hotel and landing pier. The entitlement is retained in this Master Plan Update and is included as a proposed future development.

The following table summarizes the existing land and water use within the SeaWorld leasehold:

TABLE II-1
SeaWorld Existing Land/Water Use

Area	Description	Facilities	Land/Water Use		Acres	%
1	Theme Park	Exhibits, rides, shows, guest support, park support and multi purpose facilities.	Building Coverage		11.6	13
			Hardscape/Pathways		23.6	27
			Landscaping		35.3	40
			Pools		3.0	3
			Open Water		7.0	8
			Unimproved		7.2	8
				Total	**87.7**	**100%**
			Parking Spaces	922		
2	Guest Parking	Main parking area for theme park.	Hardscape/Internal Roadways		28.2	44
			ChipSeal Pavement		21.0	33
			Landscaping		5.1	8
			Unimproved		9.2	14
				Total	**63.5**	**100%**
			Parking Spaces	6,692		
3	Administration and Support	Theme park support facilities, administrative offices and visitor parking lot.	Building Coverage		1.5	18
			Hardscape/Pathways		7.0	82
				Total	**8.5**	**100%**
			Parking Spaces	142		
4	SeaWorld Marina	Boat docks, dry boat storage, and marina support.	Hardscape/Pathways		1.0	9
			Open Water		10.0	91
				Total	**11.0**	**100%**
			Boat Slips	200		
			Dry Boat Storage	37		
			Parking Spaces	65		
5	Perez Cove Shoreline	Hubbs-SeaWorld Research Institute, employee parking lot.	Building Coverage		0.5	4
			Hardscape/Pathways		4.4	39
			Landscaping		6.5	57
				Total	**11.4**	**100%**
			Parking Spaces	650		
			Summary		**Acres**	**%**
			Building Coverage		13.6	7
			Hardscape/Pathway/Roadways		64.2	33
			ChipSeal Pavement		21.0	11
			Landscaping		46.9	25
			Pools		3.0	2
			Open Water		17.0	9
			Unimproved		16.4	9
			Additional right-of-way		7.3	4
			Total Land		**172.4**	**91%**
			Total Water		**17.0**	**9%**
			Total Leasehold		**189.4**	**100%**
			Total Parking	8,471		

SeaWorld
ADVENTURE PARK
San Diego

Existing SeaWorld Facilities and Site Map

- Food & Beverage
- Merchandise
- Show
- Exhibit
- Ride
- Restroom
- Service

Figure II-2

MASTER PLAN UPDATE

Source: SeaWorld
Date: January 2001

D. PROPOSED CONCEPTUAL DEVELOPMENT PROGRAM

This conceptual development program sets forth the anticipated development and redevelopment needs for the entire SeaWorld leasehold. The general scale and intensity of the conceptual development program is described in this section of the Master Plan Update. Additional design description is provided in Section III, Development Criteria and in Section IV, Design Guidelines.

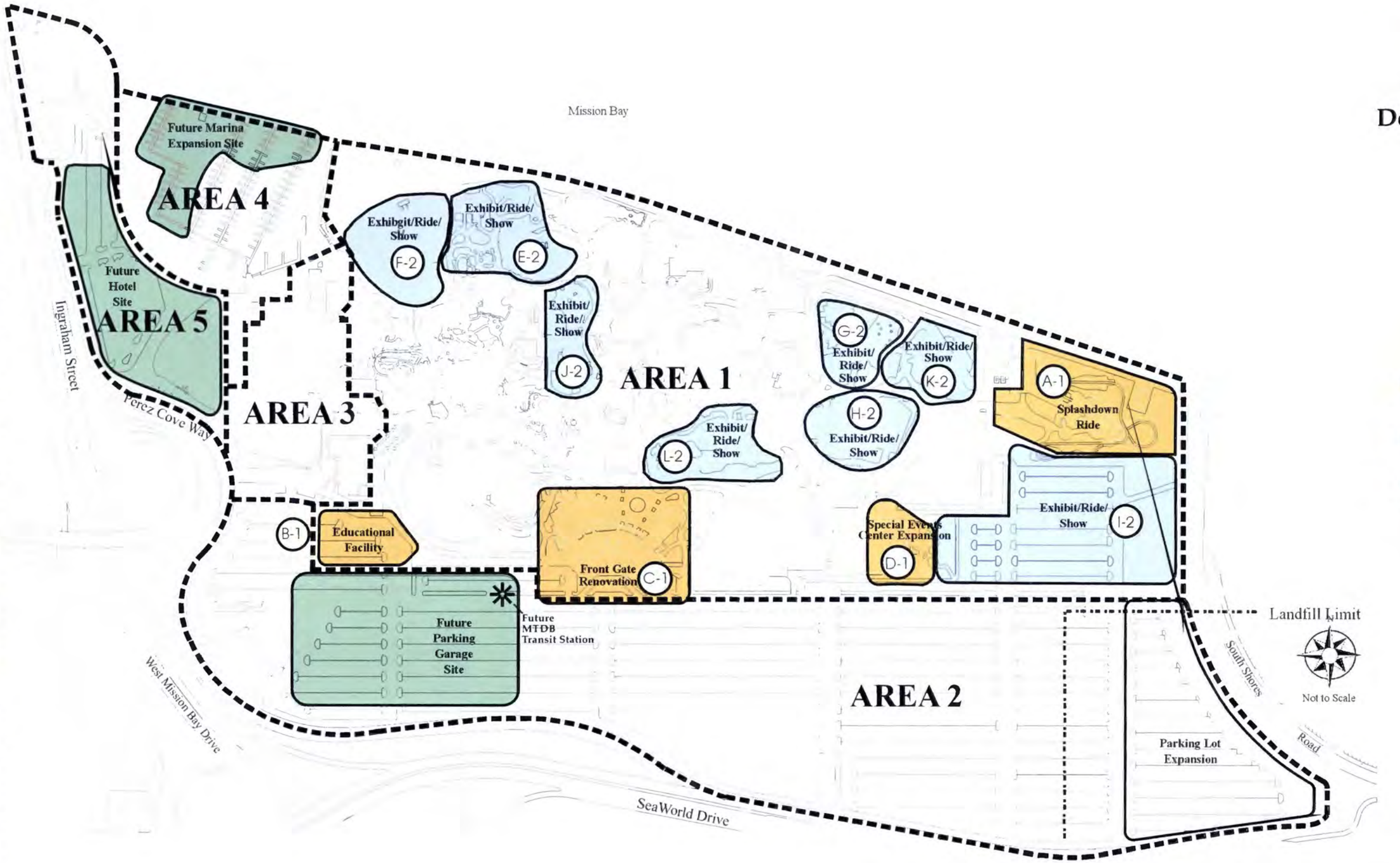
The conceptual development program is divided into three categories:

- **Tier 1** identifies sites and projects where new development or park renovations will be processed concurrently with the SeaWorld Master Plan Update or are likely to be initiated shortly after its adoption. All Tier 1 projects occur within Plan Area 1. Proposed projects consist of a Splashdown Ride, Educational Facility, Front Gate Renovation and Special Events Center Expansion. Descriptions of these proposed projects are provided further in this section.

- **Tier 2** identifies sites within Area 1 that are candidates for redevelopment, however, no specific project is proposed for the immediate future. Submittals for individual projects will be made over a span of many years. Descriptions of the sites are provided further in this section.

- **Special projects** are conceptual development proposals that have been identified for sites within Areas 2, 4 and 5. Like Tier 2 projects, these are not proposed to be built for many years. Unlike the Tier 2 projects, specific uses have been identified for each of these sites. The 1985 SeaWorld Master Plan-entitled Marina and Hotel expansions have been included in this category. Descriptions of the sites and proposed conceptual development are provided further in this section.

Figure II-3 illustrates the conceptual development sites within SeaWorld. The specific locations of each individual development site may vary (+/- 100 feet) as actual development is implemented.



SeaWorld ADVENTURE PARK San Diego

Conceptual Development Plan

- Tier 1 Projects
- Tier 2 Projects
- Special Projects

Figure II-

MASTER PLAN UPDAT

Source: SeaWorld
Date: January 2001

Tier 1 Projects

Tier 1 sites and projects include new development or park renovations that will be processed concurrently with the SeaWorld Master Plan Update or are likely to be initiated shortly after its adoption. The existing site, proposed project and project design criteria are described below.

Splashdown Ride (Site A-1)

Existing Site and Use:

The site is located on 4.5 acres of land on the northeast corner of Area 1. Existing uses on the site include a landscape nursery and associated storage areas, trash compactor, and recycling facilities that will be relocated to other service sites within Area 1. The eastern portions of the site are undeveloped.

Proposed Project:

The splashdown ride is a water flume and tracked ride attraction consistent with SeaWorld's vision statement. The attraction will include guest services along with structures to support the rail and flume elements of the ride. The main structures consist of three tower elements connected by the water flumes and track. The largest tower is approximately 95 feet high and 50 feet in diameter. The second tower is 83 feet high and 35 feet in diameter, and the third tower is 89 feet high and 24 feet in diameter. The combined footprint of the towers will be approximately 3,400 square feet.

Design Criteria:

- Limit total height of structure to 95 feet.
- Limit structural bulk and mass above the 40-foot level.
- Provide extensive tree plantings particularly on the north and east sides to soften the visual impact of the structure from adjacent land and water areas of Mission Bay Park. Selected species should have the potential to provide dense year-round foliage and attain heights of 60 feet at maturity.
- Low-level lighting may be used to highlight sculptural details of the structures. Harsh lighting or glare directed toward the Bay or upward into the night sky shall not be allowed.

Figure II-4 Conceptual Splashdown Ride Site Plan

Figure II-5 Conceptual Splashdown Ride Elevation

Educational Facility (Site B-1)

Existing Site and Use:

The proposed 1.8-acre site is located near the southwest corner of Area 1 behind the Shamu Stadium. Current use of the site is for parking and parking access.

Proposed Project:

SeaWorld San Diego's new Educational Facility will be a three-story building to support the park's successful Camp SeaWorld Day Camp program, Adventure Camp resident camp program, Teacher Education programs, adult education courses for college credit, in-depth educational tours, and birthday party program. State-of-the-art classroom and wet lab facilities and a 130-seat auditorium will complement opportunities in the park for live animal observation and immersion educational experiences. The building will be approximately 22,000 square feet, and include space for sleeping, classrooms, recreational activities, and supporting uses. Approximately 55 parking spaces would be removed to make way for the educational facility.

Design Criteria:

- The height of the building shall not exceed 45 feet.
- Any parking spaces lost through the development of the Education Facility shall be made up in the east parking area (Area 2 expansion) prior to the commencement of construction.

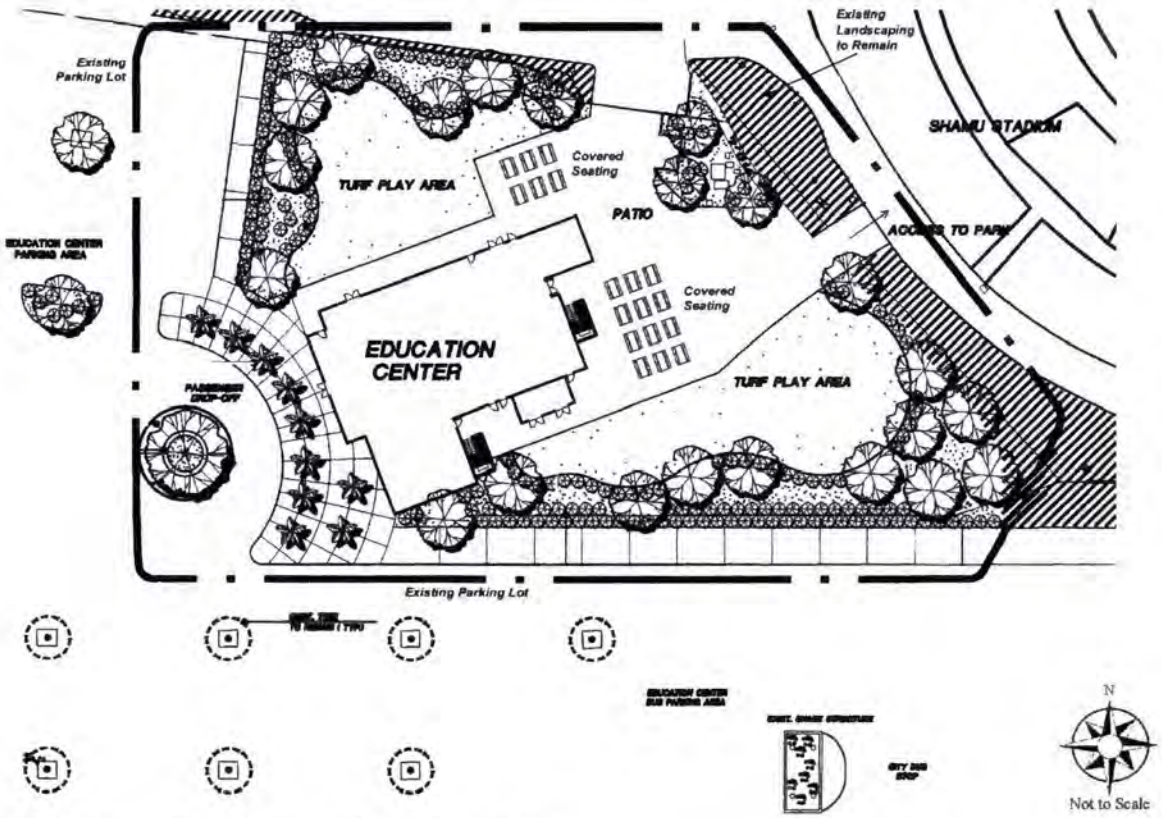


Figure II-6 Conceptual Educational Facility Site Plan

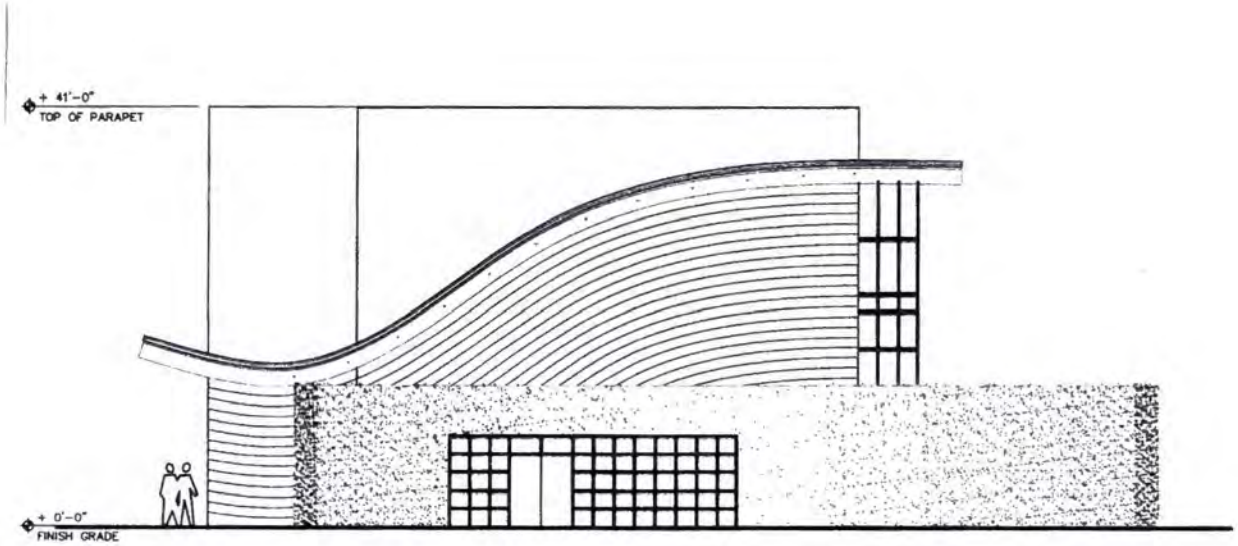


Figure II-7 Conceptual Educational Facility Elevation

Front Gate Renovation (Site C-1)

Existing Site and Use:

The proposed project is a renovation of the existing 5.2-acre front gate site. Existing uses in this area include ticket booths, information center, reservation center, wheel chair/stroller rental, lost and found, gift shops and stage.

Proposed Project:

A renovation of front gate and entrance area is planned to create a greater sense of arrival to SeaWorld. The facility will include visual icons to enhance and strengthen SeaWorld's marine park theme. The preliminary concept (Figure II-8) involves a small harbor theme, including a water body with docked boats, a wharf and lighthouse. The buildings along the wharf would house various guest support facilities including several gifts shops.

Design Criterion:

- Buildings shall not exceed 40 feet in height provided that one icon with a marine or aquatic theme may be provided not to exceed 90 feet in height.

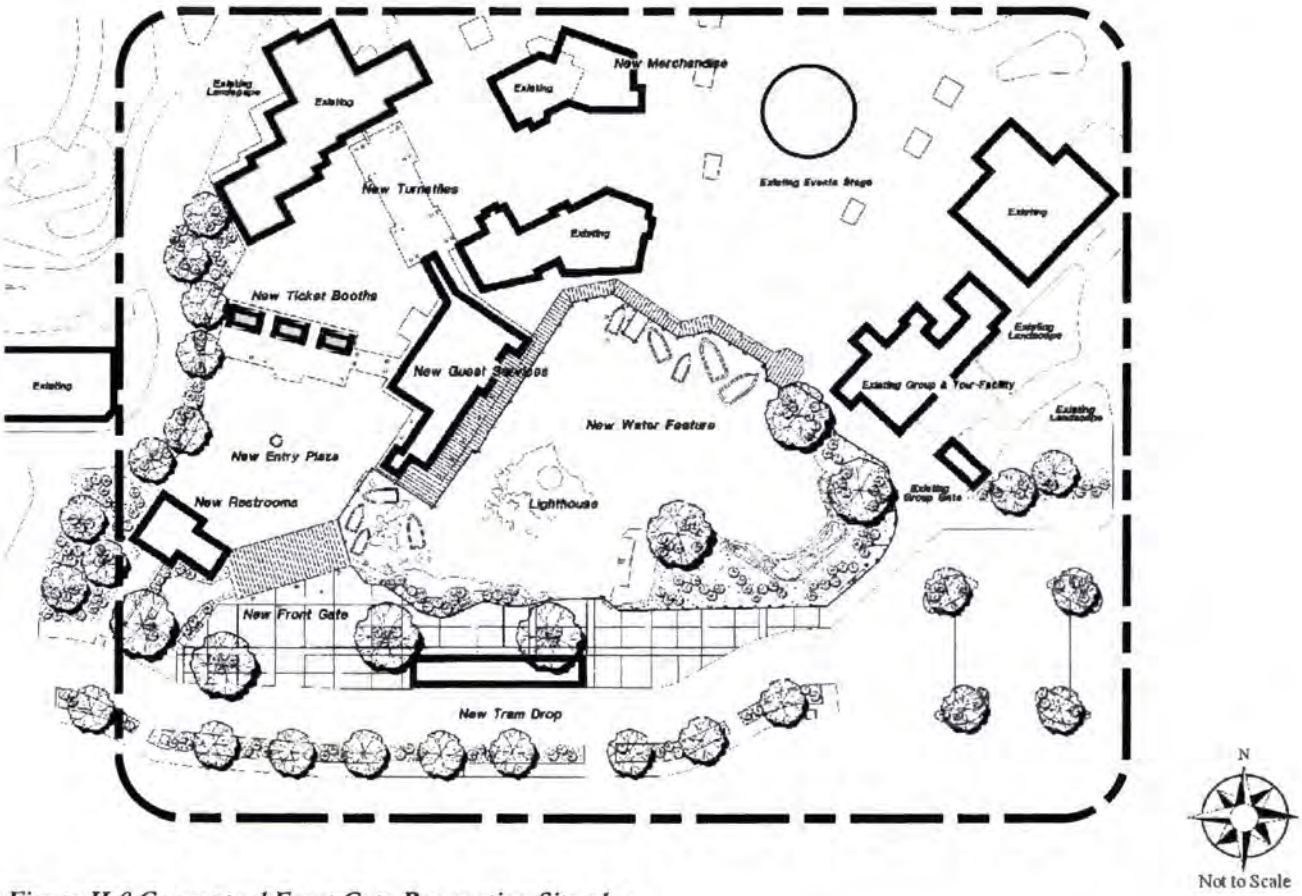


Figure II-8 Conceptual Front Gate Renovation Site plan

Figure II-9 Conceptual Front Gate Renovation Perspective Drawing

Special Events Center Expansion (Site D-1)

Existing Site and Use:

The 1.5-acre project site is located on the south boundary of Area 1 to the east of the Hospitality Complex. The site is currently used for guest parking. A special events center, under 30 feet in height, with a capacity for 1,000 people has been proposed to the west of the site but has not yet been approved by the Coastal Commission. The proposed facility would contain a ballroom, catering facilities, and meeting rooms (Figure II-10). The site is accessible from the adjacent guest parking area without the need to enter the theme park.

Proposed Project:

The proposed project involves the second phase expansion of the currently proposed special events center. The expansion would occur to the east, approximately doubling the size of the currently proposed center. The Special Events Center Expansion would provide capacity for 1,000 people and may have structural elements exceeding 30 feet in height.

Design Criteria:

- The bulk of the structural addition shall be 30 feet in height with allowance for roof articulation to a height of 40 feet to avoid a flat roof effect.
- One icon structure shall be permitted to a maximum height of 60 feet above ground level.

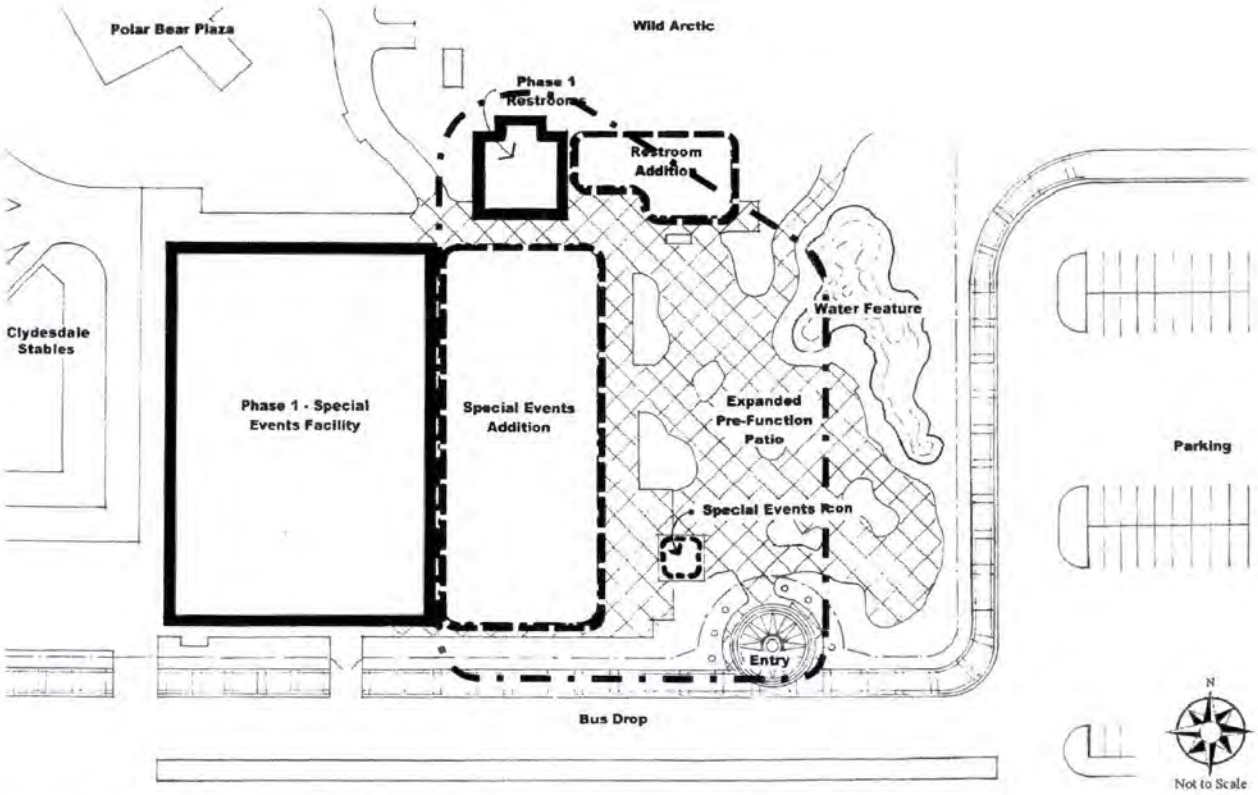


Figure II-10 Conceptual Special Events Center Expansion Site Plan

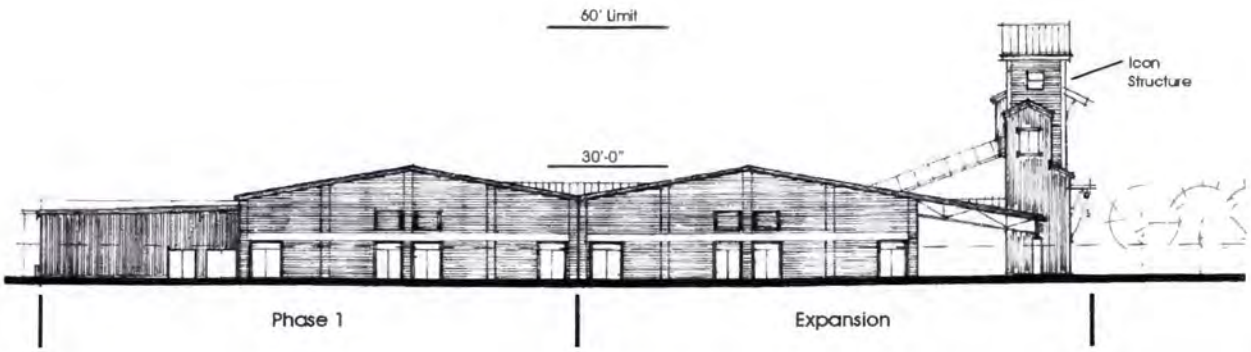


Figure II-11 Conceptual Special Events Center Elevation

Tier 2 Projects

Tier 2 project sites are candidates for renovation, expansion or redevelopment. Submittals for individual developments will be made over a span of many years. Within the eight identified Tier 2 conceptual development sites a wide variety of attractions will be considered for development. Consistent with SeaWorld's vision statement, no single attraction type should predominate. Tier 2 projects may include but are not limited to the following:

- aquariums
- special-effects theaters
- land-based adventure rides
- pelagic fish exhibits (large fish tanks)
- water play attractions
- themed track or water rides
- special format projection attractions
- playgrounds
- wildlife performance venues
- boat rides
- historic reenactment presentations
- research facilities
- live performance venues
- wildlife exhibits.

The eight Tier 2 sites are described in the following pages.

Site E-2

One of the park's oldest sites, this 2.9-acre shoreline site contains the Harbor Side Café. Due to the condition of the building, the restaurant has been closed. Surrounding the restaurant is a small "off-exhibit" holding area for seals and sea lions, a seldom-used special events/picnic area, the skyride barn, and the Caribbean flamingos exhibit. Considering the site's underutilization and age, it is likely to be among the first Tier 2 redevelopment projects. Several options are under consideration.

Site F-2

This unique 2.6-acre shoreline site is developed with the Waterfront Stadium. The site overlooks a small cove of open water area, which is also within the leasehold boundary. A small island is located in the cove, which, in addition to the water area, serves as a stage. Over the years, a variety of aquatic oriented shows and educational seminars have been performed at this venue and various set changes have been required. In its current configuration, however, the stadium has not completely fulfilled its potential and various alternative uses are being studied for this site. As a design criterion for the site, no new development or filling shall be allowed in the open water areas of the site, including expansion of the existing island. Temporary facilities, that will not permanently damage the eelgrass habitat within the water area, are exempted.

Site G-2

This 1.5-acre site contains the Nautilus Pavilion special events facility and picnic area which hosts hundreds of day and night parties for mid- to large-sized groups each year. Demand for the Nautilus Pavilion is expected to decline however, as the new state-of-the-art special events center planned for the front of the park is constructed as one of the Tier 1 projects.

Site H-2

This 2.1-acre site contains a 4,500 seat multi-use stadium which currently supports bird and animal related shows. The facility is also used as a summer season venue for ice skating and acrobatic shows. The odd shaped venue does not offer premiere viewing from all bleacher locations. Several options are under consideration to improve the attraction including complete redevelopment of the site.

Site I-2

This 8.0-acre site is located on the eastern boundary of the leasehold. The central and western portions of the site are paved and used for bus and guest parking. The eastern portion is unimproved and is used on rare occasions as a guest parking overflow lot.

Site J-2

This 1.7-acre site is developed with the Cascades food service complex, gift shops, and exhibit support facilities. These facilities are among the oldest in the park. Various options, including upgrading the adjacent sea lion facilities into a multi-species attraction, are under study.

Site K-2

This 1.8-acre site contains the Penguin Encounter exhibit. Alternatives under consideration include renovation and expansion of the existing exhibit as well as redevelopment options.

Site L-2

This 2.2-acre site contains the Shamu's Happy Harbor children's playground area. This "just for kids" area is a favorite of frequent visitor and passmember children who are looking for repeatable experiences. The playground attractions are periodically updated to maintain their vitality and provide new experiences for the children.

Hotel and Marina Expansion (Areas 4 and 5)

Proposed Project:

As provided in the 1985 Master Plan, SeaWorld proposes to expand the existing marina by extending the three existing docks and adding a fourth dock to the west. The marina expansion would add 115 water berths for a total of 315 berths. This total represents an 85 berth reduction from the 1985 Master Plan entitlement. Additionally, the existing hotel entitlement, also provided in the 1985 Master Plan, would be expanded from 300 to 650 rooms. The conceptual proposal includes, a ballroom, meeting rooms, surface parking and a parking structure. A small landing dock, for hotel guests, will be built on the Perez Cove Shoreline directly behind the hotel. Additional access from the shoreline to the marina docks will be provided on the north side of the site. Prior to project review, SeaWorld will provide an economic feasibility analysis assessing the need for another hotel in Mission Bay Park.

Design Criteria:

- The maximum height of the hotel shall not exceed 90 feet above the finished grade.
- A minimum 10-foot wide public accessway (vertical access) from Perez Cove Way to the shoreline shall be provided in the general area shown in Figure II-12, with the precise location to be determined when final plans are submitted for review. The accessway shall be located and designed to facilitate connection with the existing bikeway and pedestrian path along Perez Cove Way.
- A public shoreline walkway (lateral shoreline access) along the waterfront shall be incorporated into the hotel design.
- Adequate parking and access for the marina shall be provided as a condition of the hotel and marina expansion plans.

E. FIREWORKS DISPLAYS

Fireworks displays have been a significant part of SeaWorld's entertainment since 1968 and will continue to be an integral part of the park's "end of the evening" experience. The frequency of SeaWorld's fireworks displays has increased over the years as a result of changing theme park industry entertainment standards, competitive demands and public expectations. From 1968 to 1985, fireworks were used for special events, July 4th celebrations and private parties. Every summer since 1985, fireworks have been used nightly from mid-June through Labor Day, and since 1997, the schedule has expanded to include three additional weekends starting on Memorial Day weekend. SeaWorld also continues to use fireworks for special events, private parties and celebrations.

Fireworks are used extensively by theme parks to enhance the evening entertainment program, to recreate the experience parents had as children when fireworks were the final event at fairs, carnivals or Independence Day celebrations. Because fireworks have become such a popular theme park attraction, SeaWorld anticipates the following annual fireworks displays could take place in the future:

Display Type	Approximate Show Length	Shell Average	Maximum nights per year
Typical	6 minutes	250 shells	217
Special	12 minutes	1000 shells	25
Major	20 minutes	1750 shells	11

Typical displays take place in the summer, at 9:50 p.m., last about six minutes, and use approximately 250 shells varying in size from two to six inches in diameter. Special events shows, for festivals or conventions, use about 1000 shells and last about 12 minutes. Major shows, such as July 4th, New Year's Eve, Super Bowl, World Series or Holiday Bowl, last about 20 minutes and use 1750 shells. Future displays of any type could occur in conjunction with other major holiday seasons (Christmas, Easter or Halloween) or special San Diego celebrations or events (sports victory parties or political conventions).

SeaWorld complies, and will continue to comply, with all state and local fireworks permitting requirements. These include filing a pre-display report with the State of California Department of Forestry and Fire Protection and obtaining two permits from the City of San Diego, from the Fire Department and the Park and Recreation and Department. Following each fireworks display, a post-display report is prepared and submitted to the State of California Department of Forestry and Fire Protection. Fireworks shows are most often shot from a barge anchored in Mission Bay near the south end of Fiesta Island Pacific Passage. Major shows are shot from Fiesta Island, due to the increased number of shells used. After each show, SeaWorld performs a water sweep for duds and/or debris. Early each morning, a beach sweep on Fiesta Island is performed to retrieve any duds and/or debris that may have washed up on shore.

SeaWorld complies with City of San Diego Council Policy 500-06 Regulation of Fireworks Displays, which does not permit fireworks displays after 10:00 p.m. on evenings prior to a workday or 11:00 p.m. on evenings prior to a weekend day or holiday. The policy also limits fireworks displays that use salutes or reports to three events per 30-day period in each zip code area. SeaWorld's displays do not, and will not, exceed this limitation on salutes and reports.

SeaWorld
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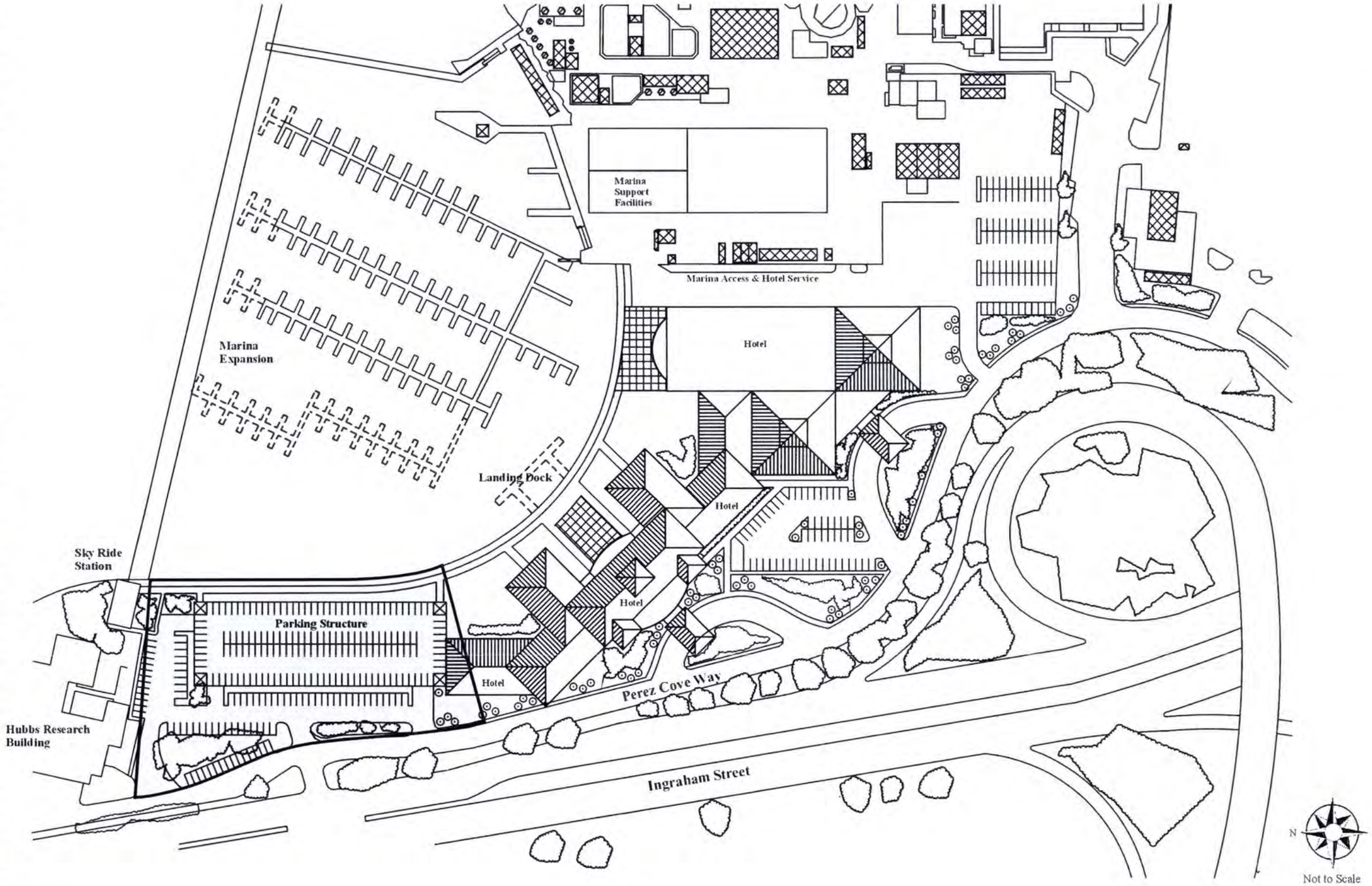
Conceptual Hotel and Marina Site Plan



Minimum 10-foot wide public access way from Perez Cove Way to shoreline required within zone.

Marina Expansion

Figure II-12

MASTER PLAN UPDATE

Source: SeaWorld
Date: January 2001

III. DEVELOPMENT CRITERIA

This section sets forth the development parameters applicable to the entire leasehold or specific leasehold areas identified in this plan. The intent is to ensure that all future development will be distributed and constructed in a manner that, to the extent feasible, harmonizes with the established visual quality of Mission Bay Park. The interior renovation or replacement of an existing structure within the same footprint, height and building envelope as the original structure shall be exempted from the setback and bulk-plane requirements but shall be counted in the total height distribution.

A. DEVELOPMENT HEIGHT

Leasehold Height Distribution

Not more than 25% of the total 189.4-acre leasehold area shall exceed 30 feet in height.

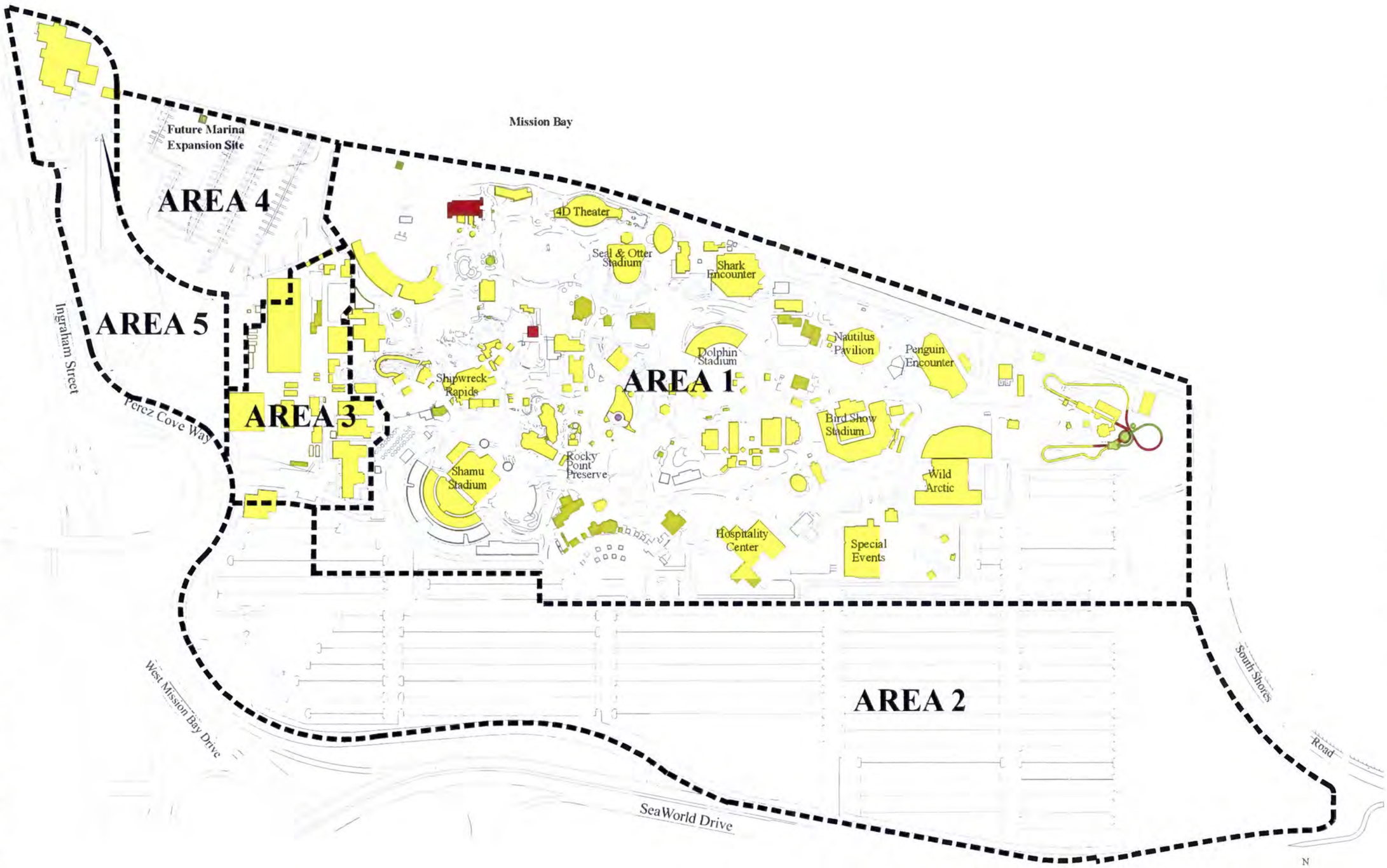
Theme Park Height Distribution

- Within **Area 1** (see Figure III-1) the maximum height allocation as a percentage of the 87.7-acre area shall be as follows:

Height	Acreage	% of Area 1
30+ – 60 feet	13.1 acres	15%
60+ – 100 feet	6.1 acres	7%
100+ – 130 feet	1.8 acres	2%
130+ – 160 feet	0.88 acre	1%

- Within **Area 1**, not more than four (any four) conceptual development sites, identified in Figure II-3, shall be developed with structures exceeding 100 feet in height.

The following map (Figure III-1) depicts the current height distribution for the entire SeaWorld site as well as the Area 1 height distribution (including the proposed Tier 1 Splashdown Ride). The map will be updated and a copy submitted to the Real Estate Assets Department each time a major project is proposed.



SeaWorld
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Height Analysis

- 0 - 30′
- 30′+ - 60′
- 60′+ - 100′
- 100′+ - 130′
- 130′+ - 160′

Percentage of Overall Leasehold Over 30′

Current*	Allowed
0.23%	25%
(0.44 ac.)	(47.35 ac.)

Area 1: Percentage Height Distribution Over 30′

	Current*	Allowed
30′+ - 60′	0.18%	15%
60′+ - 100′	0.25%	7%
100′+ - 130′	0.00%	2%
130′+ - 160′	0.01%	1%

Date: 3-27-00
* Current or Proposed

Figure III-1

MASTER PLAN UPDATE

B. SETBACKS AND BUFFERS

Shoreline Setback

A minimum 25-foot shoreline setback shall be required of all future development except for water- or shoreline-dependent uses such as marina facilities, water intake and discharge facilities, or park attractions oriented towards open water use. The setback shall begin at the top edge of the existing rip-rap revetment or the bluff edge, whichever elevation is greater.

Landscape Buffer Area

A minimum 20-foot-wide landscaped area shall be provided along the eastern and southern boundaries of the leasehold (See Figure III-2). Plantings shall be consistent with the Design Guidelines.

Shoreline Bulk Plane Setback

All new development (except in Areas 4 & 5) shall be setback behind a bulk plane line beginning at the shoreline setback (25 feet from the existing rip-rap revetment or the bluff edge) at a height of 30 feet and inclined at a one-to-one angle (45°) until the 160-foot height limit is reached.

Perimeter Bulk Plane Setback

All new development shall be setback behind a bulk plane line beginning at the perimeter landscaped area (20 feet from the perimeter on the eastern and southern leasehold perimeter boundaries) at a height of 30 feet and inclined at a one-to-one angle (45°) until the 160-foot height limit is reached.

SeaWorld
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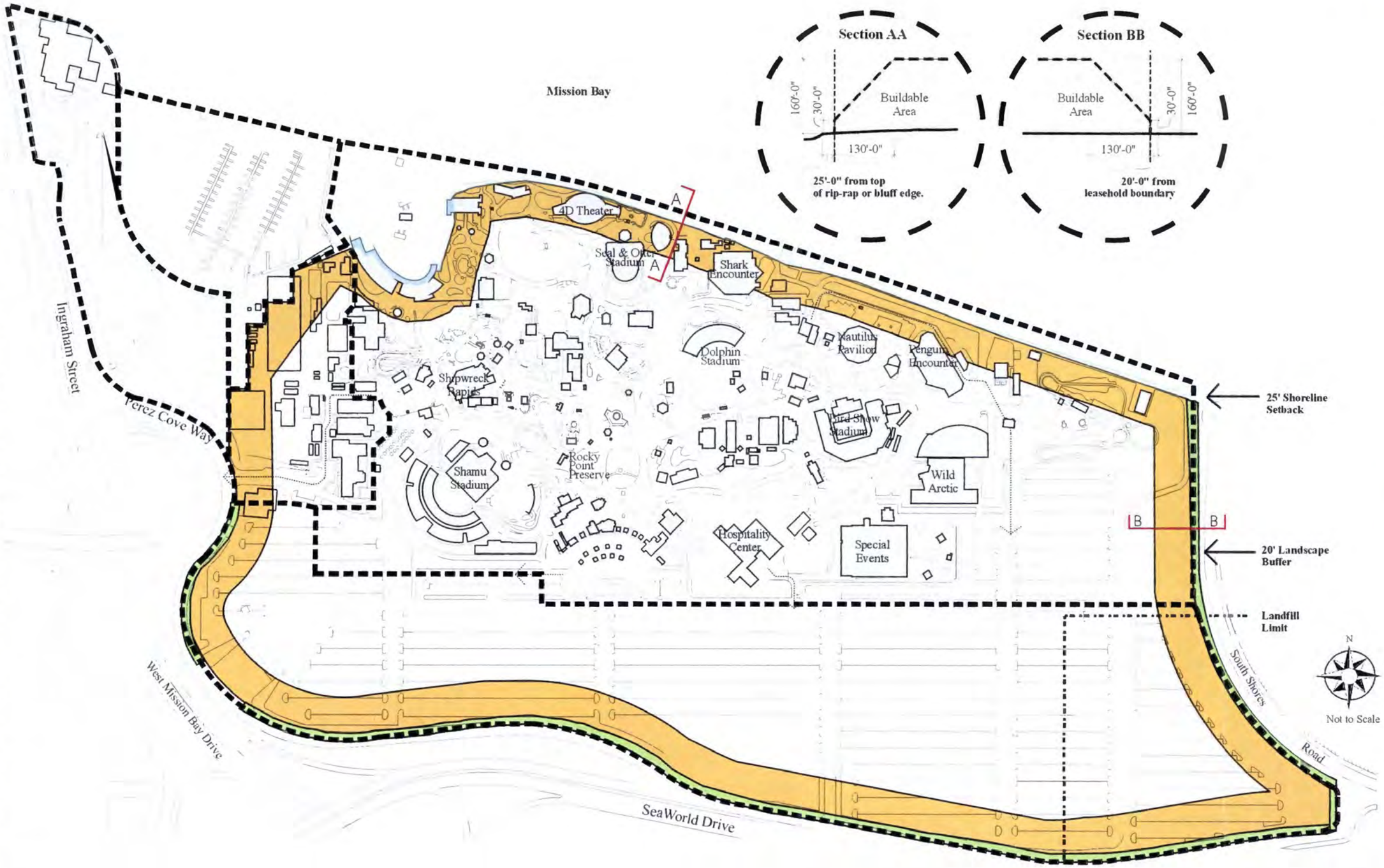
Setback & Landscape Buffer Plan



Source: SeaWorld
Date: January 2001

Figure III-

MASTER PLAN UPDAT

C. ADDITIONAL CRITERIA

Transparency

Within **Area 1** all structural bulk above 100 feet in height shall be at least 50% open to light and air, unless the structure consists of a single tower.

Structural Separation

No structural connection between any of the conceptual development sites identified in Figure II-3 shall be permitted.

Landscaping, Lighting, Signage and Architecture

Building forms, color, materials, landscaping, exterior lighting, and signs shall be consistent with the SeaWorld Master Plan Design Guidelines set forth in Section IV.

Noise

Noise generated by any new ride, exhibit, or show, including mechanical sounds, or amplified sound shall comply with the City of San Diego Noise Ordinance, Chapter 5, Article 9.5 of the Municipal Code. Firework displays shall be consistent with Council Policy 500-6 (Regulation of Firework Displays) and with City of San Diego Fire Department Permit Regulations.

IV. DESIGN GUIDELINES

The guidelines are intended as standards to be used by SeaWorld designers of buildings, landscaping, signage and lighting as well as by maintenance personnel. The City of San Diego Real Estate Assets, Park and Recreation and Planning Departments, parks advisory committees and City Council will utilize the design guidelines as a standard for evaluation of proposed new projects or for modifications to existing development. These guidelines also assure the San Diego community that SeaWorld acknowledges its place as a landmark in the city and will continue to maintain the highest standards of design. The design guidelines support the goal of the Mission Bay Park Master Plan Update, "to guide the continuing development of Mission Bay Park as it further matures into a unique, world-class water-oriented recreation area."

The primary focus of the design guidelines is to assure aesthetically pleasing public views of SeaWorld from outside its leasehold. For this reason, the design guidelines address the perimeter and some limited areas within the leasehold. The guidelines are not intended to regulate the internal design, operations and maintenance of SeaWorld that are not visible from public view outside the leasehold.

Section V, Regulatory Framework describes the review process for proposed development. The design guidelines provide standards by which proposed projects may be evaluated in that review process. These guidelines address landscape, lighting, signs and architecture.

A. LANDSCAPE DESIGN

The Mission Bay Park Master Plan Update landscape design guidelines identify two objectives: to use the landscape to define the park as a special recreation source and to reduce the consumption of water for irrigation by emphasizing the use of drought tolerant plants. The Master Plan design guidelines identify the area encompassing SeaWorld as a Mediterranean landscape consisting predominantly of native plants and drought tolerant species endemic to the world's Mediterranean climate.

These design guidelines support the Master Plan objectives. SeaWorld recognizes its special place within Mission Bay Park and not only provides a beautiful landscape, but one that is distinctive, educational, and environmentally responsible. During its 36 year history, SeaWorld has been a horticultural leader in San Diego. Over 4000 species of plants are currently cultivated and SeaWorld continually tests new plant species and horticultural methods that are shared with the community. On-going maintenance and enhancement of SeaWorld provides an opportunity for design flexibility and continual improvements.

The following are general landscape design guidelines:

- Maintain the aesthetic landscape qualities that identify SeaWorld as a landmark in San Diego.
- Maintain the wide variety of plant species that enhance SeaWorld as a botanical garden.
- Preserve mature trees and relocate mature trees within SeaWorld where possible.
- Continue to plant drought tolerant species, particularly in perimeter landscapes.
- Avoid introduction of species or horticultural practices that may be harmful to the Mission Bay ecosystem.
- Utilize dense plantings of shrubs and trees to screen utility areas, where feasible.
- Utilize tall trees to provide partial screening and soften views of tall structures, where feasible.
- Utilize trees, shrubs, vines and groundcovers to enhance and soften the appearance of buildings and fences.

Landscape Design Zones

Six distinct landscape design zones are identified and described by these guidelines. Each of these landscape zones has unique characteristics that are not only an integral part of the SeaWorld experience, but contribute to the landmark status of SeaWorld in San Diego. Each of the zones has special functions that require specific design treatment. The landscape zones are:

- Sea World Drive and South Shores Road Landscape
- Mission Bay Drive, Perez Cove Way and Ingraham Street Landscape
- Bayside Landscape
- Inner Park Edge
- Parking Lots
- Theme Park

Plant palettes for each of the landscape zones are provided in Table IV-1, Existing Plant Palette section. Figure IV-1 illustrates the locations of the landscape zones.

SeaWorld
ADVENTURE PARK
San Diego

Landscape Design Zones

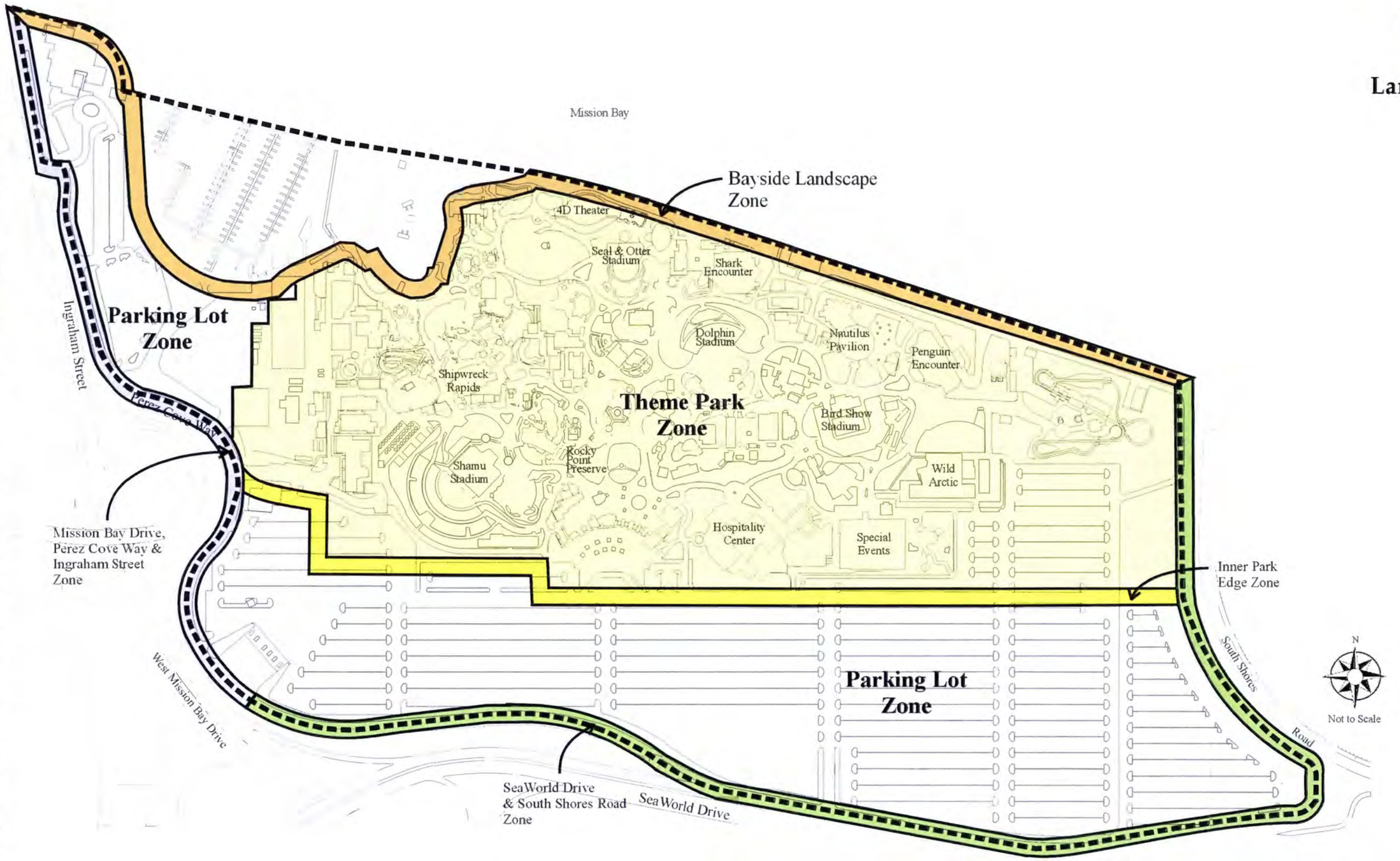


Figure IV-1

MASTER PLAN UPDATE

Source: SeaWorld
Date: January 2001

Sea World Drive and South Shores Road Landscape

The design concept for Sea World Drive and South Shores Road is to create a vibrant scenic drive landscape that screens the SeaWorld parking lot from public view. SeaWorld designed and implemented the north side of the Sea World Drive landscape in 1992. To date, at approximately 12 feet in height, the landscape provides dense, effective screening. The landscape design consists of a 20-foot-wide parkway with a 3-foot-high berm. The bermed landform adds interest to the otherwise flat landscape and adds height for optimum screening of parked cars and headlights. The dense planting includes shrubs and groundcovers to provide texture and color at varying heights. Torrey pines were selected as the theme street tree for several reasons: they are a theme tree within the environs of SeaWorld, a drought-tolerant San Diego native, their open form provides partial, but not dense, screening from distant views, they provide a shade canopy over the pedestrian/bike trail at the edge of the parkway, and they are complementary to the river landscape. The Torrey pines in the landscape will reach approximately 15 to 20 feet within the next 10 years and 40 to 60 feet at maturity, in approximately 30 years. In addition to the area at the perimeter of its leasehold, SeaWorld maintains the median planting in Sea World Drive between the southwest park entrance and Friars Road to the east.

The landscape plan for South Shores Road will continue the design theme of Sea World Drive. The west side of the South Shores Road landscape is scheduled for implementation in 2001-2002. Figures IV-2 through IV-5 illustrate these landscapes.

Figure IV-2 - Sea World Drive

Figure IV-3 - Sea World Drive

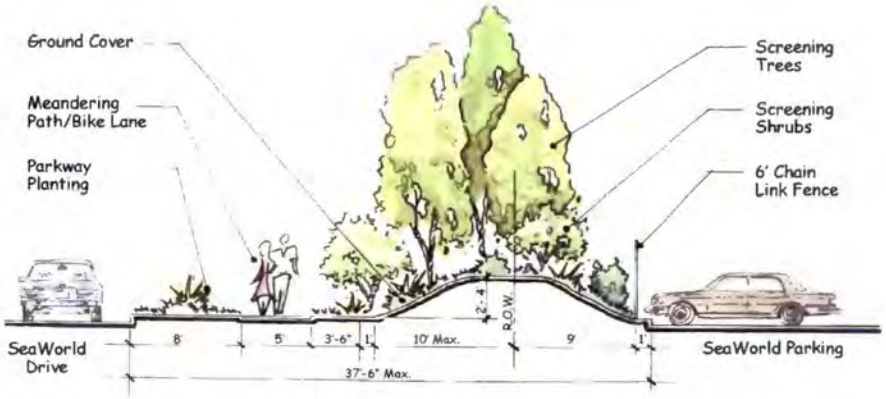


Figure IV-4 - Sea World Drive Section

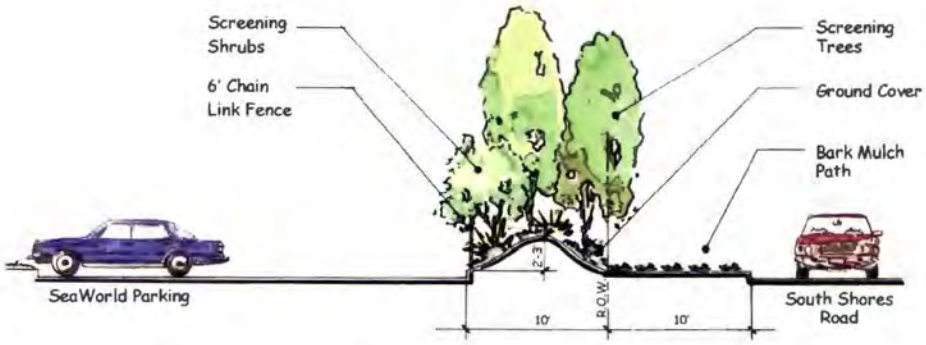


Figure IV-5 – South Shores Road Section

Mission Bay Drive, Perez Cove Way and Ingraham Street Landscape

The Mission Bay Drive, Perez Cove Way and Ingraham Street landscape consists of lawns, shrubs and mature trees that contribute to the scenic qualities of Mission Bay Park. Public views towards SeaWorld from the west are quite limited due to the topography of the Ingraham Street/Mission Bay Drive cloverleaf interchange. There are some public views towards SeaWorld from Ingraham Street; however, most of the views are screened by existing mature landscaping.

The existing mature landscape consists of bermed areas planted with lawns, groundcovers and shrubs, and Torrey pines as the theme tree with groves of Washingtonia palms in accent areas. The landscape will continue to be maintained by SeaWorld in its present design. Future development in Master Plan Area 5 may necessitate modification of the landscape. Future modifications will maintain mature trees to the extent possible and improve and enhance the park-like atmosphere of the area.

Figures IV-6 and IV-7 - Existing Perez Cove Way Landscape

Bayside Landscape

The bayside area on the north perimeter of SeaWorld is visible from various areas within Mission Bay Park. With the exception of views from Fiesta Island and the water, most of the views are from a distance that minimizes the visual details of this area. Two distinct landscapes occur along the bayside: the Perez Cove shoreline and the shoreline between the Waterfront Stadium and South Shores Road.

Perez Cove Shoreline

In the northern portion of Perez Cove near the Hubbs-SeaWorld Research Institute, the shoreline consists of naturalistic landscaping with mature trees, shrubs and groundcovers. A portion of this area is planned as a future hotel site with a boat-landing pier. Future development will maintain the existing mature landscaping to the extent possible and add new improvements. Pedestrian paths will be maintained along the shoreline to enhance the waterfront experience for hotel guests and the general public.

Figure IV-8 Existing Landscape Between the Marina and Hubbs –SeaWorld Research Institute

The SeaWorld Marina landscape consists of boats, docks, a launching crane, dry boat storage, rest room and lounge facilities for marina guests. On the east side of the marina is an intake facility that provides seawater for SeaWorld's marine animals. The marina landscape is a significant element in the makeup of Mission Bay Park as an aquatic recreation area. The dense cluster of structures and the movement and colors of boats add a picturesque vitality to the park. The functional aspects of the boating and water intake facilities necessitate their locations on the water's edge. Existing landscaping in this area consists primarily of mature trees in parking areas that serve as a backdrop to the marina. Future development is not expected to alter the bayside views, however, if landscape areas should become available in this area, they would be planted in accordance with the design concepts established for the northern portion of Perez Cove.

SeaWorld's Waterfront Stadium is located to the east of the SeaWorld Marina. The "stage" area, a dark metal grid structure, is located on a small island in the cove and partially screens views of the expanse of stadium seating inside. The island and perimeter areas visible from the bay are lushly landscaped with trees, flowering shrubs and groundcovers to soften the appearance of the structures. Landscaping in this area will continue to be maintained in its existing state.

Figures IV-9 and IV-10 – SeaWorld Marina and Waterfront Stadium

Waterfront Stadium to The Shark Encounter Exhibit

The landscape in the western portion of this shoreline is designed to enhance the nearby buildings, screen utilitarian areas, and provide opportunities for SeaWorld guests to enjoy views and proximity to the water. Planting and walkways cover the area to the rip-rap at the water's edge. Landscape in this area is lush, yet utilizes drought tolerant species and water-conserving irrigation practices. Theme plantings, including a succulent garden, are included as a complement to the adjacent attractions and exhibits. Plants in this area are labeled and function as a botanical garden. The high standard of design and maintenance will be maintained in this area and extended to the shoreline area to the east as development in that area occurs.

Figures IV-11 and IV-12 – Existing Landscape Between Waterfront Stadium and Shark Encounter

The Shark Encounter Exhibit to South Shores Road Shoreline

The shoreline extending east to South Shores Road is the primary emergency and service access for SeaWorld. The functional aspects of the area require open access to loading and maintenance areas. The existing landscaping is primarily drought tolerant species that are compatible with Mission Bay wetlands. Moderate height trees and shrubs in this landscape provide partial screening of fencing and exhibit buildings. The easternmost area is undeveloped, but planned for future theme park attractions.

Future development will include trees and landscaping adjacent to structures within the park. Trees and shrubs of varying heights will be selected to add visual interest and provide screening. At the perimeter of the park, the area will be fenced for security. The proposed fencing is black vinyl mesh, which tends to blend best in the landscape. The fence will be planted with vines to soften its appearance, where feasible.

Landscaping along the shoreline must be compatible with the Mission Bay wetlands. Irrigation is either minimal or not provided in order to eliminate runoff into the Bay and deter weed growth. SeaWorld does not use fertilizers or weed control chemicals in proximity to the bay. It should be noted that these environmentally responsible practices also result in slower growth of ornamental and screening plants.

Figure IV-13 – Existing Shoreline Between Shark Encounter and South Shores Road

Figures IV-14 and IV-15 – Views of Existing Shoreline

Inner Park Edge

The inner park edge is the area between the SeaWorld guest parking lot and the theme park area. The landscape in this area creates an attractive façade, softens the sharp edges of buildings and structures, and screens structures, fencing and utility areas. The existing landscaping, implemented in 1993, consists of a dense screen of acacias and Brisbane Box trees. The trees along the walkway are expected to reach approximately 30 feet in the next 10 years and ultimately 60 feet at maturity.

Some future attractions in SeaWorld are proposed to be taller than the existing buildings. As new attractions are located, the tall-growing trees within this landscape will provide partial screening. Additional tall-growing trees may be located in this area if it is determined that they are necessary to add screening. A dense mass of tall trees should be avoided in order to preserve long-distance views to the water from surrounding higher elevation neighborhoods.

Figures IV-16 and IV-17 – Existing Inner Park Edge Landscape

Parking Lots

Parking lots at SeaWorld are effectively screened from public view by perimeter landscaping along surrounding streets as described previously. Trees planted in the parking lots also improve public views towards SeaWorld and provide shade, reduce glare and soften views of large expanses of pavement for guests. In order to accommodate traffic flow in the parking lots, large landscape islands consisting of trees, shrubs and groundcovers are located to define the travel ways.

The parking lots for the Hubbs-SeaWorld Research facility and SeaWorld Marina contain fairly mature Rustyleaf Fig trees located in curbed planter areas. Future development in this area will maintain the existing design concept and, where feasible, existing trees will be maintained or relocated on site.

Figures IV-18 and IV-19 - Existing Parking Lot Landscape

The SeaWorld guest parking lot is planted with Alders, Italian Stone Pines, Southern Live Oaks and New Zealand Christmas trees. Parking lot trees are located in curbed planters between parking spaces and in larger planters that form the driveways within the parking lots. The eastern parking, expansion scheduled for 2001-2002, will be similarly planted and use Torrey Pines and Catalina Ironwood as the parking lot theme trees.

Figures IV-20 and IV-21 – Existing Guest Parking Lot Landscape

Theme Park

These design guidelines provide direction for perimeter landscapes that are visible from outside SeaWorld. The guidelines do not apply to the overall interior landscapes of the SeaWorld theme park, which are not within public view. SeaWorld strives to maintain the highest quality of design and maintenance for the interior landscapes, which are fundamental to the theme park atmosphere. However, interior landscape that is intended to screen and mitigate views of tall structures is subject to City design review.

It is expected that the existing perimeter landscaping will provide most of the necessary screening. Proposed buildings and special attractions will be reviewed to determine if they will be visible from public areas outside of SeaWorld and if landscaping is needed to enhance or screen public views. If it is determined that interior landscaping is necessary to provide screening, such landscaping will be subject to City design review. Typical screening measures would be the addition of tall trees in strategic locations either in perimeter landscape areas or within the park adjacent to proposed tall structures. Dense groves of trees should be avoided to preserve long-range views to Mission Bay Park.

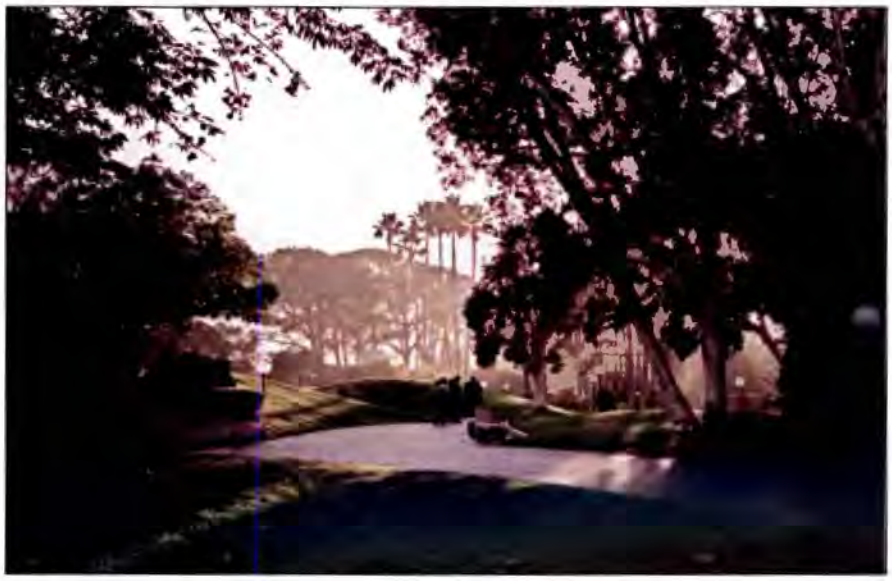


Figure IV-22 – Theme Park Interior Landscape

Existing Plant Palette

SeaWorld takes great pride in creating a highly aesthetic and environmentally responsible landscaped theme park. As a horticultural leader in San Diego, SeaWorld grows over 4000 species of plants and continually tests new plant species and horticultural methods that are shared with the community. On-going maintenance and enhancement of SeaWorld provides an opportunity for design flexibility and continual improvements. The following plant palette lists some of the most common tree species that are used within the landscape zones identified by these guidelines. This list is provided as a sample, and is not intended to be comprehensive or restrictive.

Table IV-1
Representative Plant Palette

Sea World Drive and South Shores Road Trees	
Eucalyptus ficifolia	Red Flowering Gum
Eucalyptus lehmannii	Bushy Yate
Lyonothamnus flor, asplenifolius	Catalina Ironwood
Pinus torreyana	Torrey Pine
Mission Bay Drive, Perez Cove Way and Ingraham Street	
Acacia baileyana 'Purpurea'	Purple-Leaf Acacia
Acacia baileyana	Bailey Acacia
Agonis flexuosa	Peppermint Tree
Erythrina x sykesii	Coral Tree
Eucalyptus ficifolia	Red Flowering Gum
Ficus rubignosa	Rustyleaf Fig
Pinus torreyana	Torrey Pine
Washingtonia robusta	Mexican Fan Palm
Bayside	
Erythrina coralloides	Naked Coral Tree
Melaleuca quinquenervis	White Paperbark
Inner Park Edge	
Acacia subporosa 'Emerald Cascade'	River Wattle
Afrocarpus (Podocarpus) gracilior	African Fern Pine
Pyrus kawakamii	Evergreen Pear
Parking Lots	
Acacia cognata	River Wattle
Alnus rhombifolia	White Alder
Lophostemon confertus	Brisbane Box
Metrosideros excelsa	New Zealand Christmas Tree
Agonis flexuosa	Peppermint Tree
Pinus pinea	Italian Stone Pine
Pinus torreyana	Torrey Pine
Theme Park	
Arbutus Unedo	Strawberry Tree
Archontophoenix cunninghamiana	King Palm
Callistemon viminalis	Weeping Bottle Brush

Cinnamomun camphora	Camphor Tree
Erythrina caffra	Coral Tree
Ficus benjamina	Weeping Fig
Ficus rubignosa	Rustyleaf Fig
Liquidambar styraciflua	American Sweet Gum
Lophostemon confertus	Brisbane Box
Melaleuca quinquenervis	White Paperbark
Metrosideros excelsa	New Zealand Christmas Tree
Pinus brutia	Calabrian Pine
Pinus canariensis	Canary Island Pine
Pinus eldarica	Russian Pine
Pinus pinea	Italian Stone Pine
Pinus roxburghii	Chir Pine
Pinus torreyana	Torrey Pine
Syagrus romanzoffianum	Queen Palm
Washingtonia robusta	Mexican Fan Palm

Furnishings and Fences

The Mission Bay Park Master Plan Update design guidelines describe furnishings as being consistent throughout the park, durable, and inconspicuous. Similarly, utility and screening fences should be as inconspicuous as possible and screened by landscaping. The Master Plan design guidelines include the following standards for furnishings:

- Light sand blasted, natural color concrete outdoor furniture should be used for durability and inconspicuous appearance.
- Metal furnishings , such as bike racks, should be painted in neutral, matte tones, or be plastic coated.

The Master Plan description of the Mediterranean landscape type to be used in the SeaWorld environs includes a reference to furnishings. The Master Plan states the landscape should emphasize the use of textured paving, planters, arcades and pergolas; features that can showcase the plants and mediate between the buildings and landscape.

The public park access areas in and surrounding the SeaWorld leasehold will adhere to the Mission Bay Park Master Plan Update design guidelines for furnishings and fences. However, at the entry gates and within the theme park area, furnishings will be specially designed to complement and enhance the unique architecture and landscape of SeaWorld. All furnishings will be durable and use the highest quality of design and materials.

Figures IV-23 and IV-24 – Typical Furnishings

Landscape Management

Landscape management practices within SeaWorld are in conformance with the City of San Diego, California Coastal Commission and Regional Water Quality Control Board landscape requirements. SeaWorld employs Best Management Practices (BMP) for maintenance of the landscape.

With much of the SeaWorld land area covered with plants and trees, the landscape serves as a type of storm water BMP by providing erosion control, filtration and vegetative uptake of pollutants. The landscape also serves as a buffer zone between the northern boundary of the park and Mission Bay.

SeaWorld implements herbicide/pesticide and fertilizer management practices designed to minimize storm water contaminants from landscape applications. Pesticides are used only as a last resort and only the most specific, "caution" level (the least toxic) are used. Specific irrigation practices and mulches are used to minimize weed growth. When necessary, herbicides are applied only to the specific problem site. Fertilizers are used sparingly, and only applied to lawns on a regular basis. All landscape chemicals are only used in areas well away from Mission Bay.

SeaWorld uses drought tolerant and low water consumptive plant materials for all perimeter and background landscapes. Higher water use plants are limited to accent areas within the park. SeaWorld uses state-of-the-art irrigation systems to conserve water. Irrigation rates are set to levels less than the soil absorption capacity using evapotranspiration rate technology and equipment. Computer-controlled leak detection equipment shuts down water systems until repairs can be made. All irrigation systems are maintained for optimal performance.

B. LIGHTING

SeaWorld lighting adheres to the City of San Diego Municipal Code Light Pollution Law general requirements and approved materials and methods of lighting and the Mission Bay Park Master Plan Update design guidelines. The Master Plan describes lighting as serving two functions: security and nighttime use. Lighting standards in the Master Plan are as follows:

- Paths and parking areas should receive a continuous level of illumination.
- Lighting should be provided by cut-off, non-glare pole fixtures. The height of light fixtures shall be 12 to 15 feet above the adjacent surface of the path.
- Bollard lights 2 ½ to 3 ½ feet in height should be used where the combined path fronts residential and/or resort hotel areas so as not to affect the nighttime view of the bay from residences and guest rooms.
- The level of illumination should be a minimum of ½ foot candle at ground level. Average to minimum uniformity ratio shall be no greater than 4 to 1 within the paved area.
- Ambient light supplied by surrounding buildings should be considered when determining the lighting requirements for the park.

Future lighting in SeaWorld will continue to uphold a high standard of excellence in conformity with the Code and Master Plan. However, SeaWorld's nighttime functions require a unique approach to lighting that is not addressed by the Mission Bay Park Master Plan Update design guidelines. Additional guidelines are provided here to describe special lighting that will enhance function, safety and aesthetics within the parking and activity areas of SeaWorld. While adequate lighting is necessary in SeaWorld, it will be balanced with considerations for sensitive habitats in Mission Bay and neighboring park and community uses. The following guidelines shall be followed for SeaWorld lighting:

- Lighting shall provide a desirable level of illumination to promote safety for pedestrians and vehicles.
- Lighting should be directed to use areas and not spill over into areas adjacent to SeaWorld.
- Parking lot lighting shall be directed downwards and designed in conformance with City standards.
- Lighting shall be used to accentuate architectural features and landscaping and provide ambient lighting for pedestrian areas.
- Accent lighting of buildings and structures over 30 feet in height shall be located to minimize spillover outside the leasehold.
- Accent and decorative lighting shall avoid excessive illumination and use of multiple colors.
- Theme park attraction and ride lighting may be used to enhance the design theme and accentuate the sculptural aspects of the structure. Garish, "carnival" style lighting with excessive illumination, colors and motion (chaser lighting) is not permitted.
- Holiday seasonal lighting is permitted in conformance with City standards.
- The use of search lights, lasers and other moving lighting shall be limited to special events and used in conformance with City standards.
- All lighting should be of type that conserves energy in conformance with City standards. Where feasible, functional and aesthetic lighting shall be combined to reduce energy costs and avoid over-illumination.
- Sign lighting shall be illuminated from the exterior and on the sign face only.

Figures IV-25 and IV-26 - Typical Parking and Pedestrian-Scaled Lighting

C. SIGNS

A goal of the Mission Bay Park Master Plan Update design guidelines is to better integrate the design of commercial, informational, interpretive and regulatory signs into a coordinated system unique to the park. Existing signs associated with SeaWorld are Mission Bay Park directional signs located on surrounding streets. The SeaWorld parking lot entry gate is the only area of the park where signs may be visible to the public outside the park. This area currently has decorative banners attached to light standards and wall/window signs within the ticket booths. Other signs within SeaWorld, including pedestrian gate entry signs and directional signs are not visible to the public outside the park. These signs are discrete and complementary to the surrounding landscape and architecture.

Future development and renovation within SeaWorld may prompt the addition of entry signs on the surrounding streets. For example, the proposed hotel site may require an identification monument sign. The existing SeaWorld theme park pedestrian entry gate may be remodeled and incorporate signage. A visual assessment would be made to determine if the proposed entry gate features would be visible to the public from outside the park. If the area is determined to be visible, the City would review the proposed design and consider conformance with sign guidelines.

For any proposed signs that are visible to the public from outside the park, the following Mission Bay Park Master Plan Update commercial sign standards that will be applied:

- As a general rule, free-standing commercial signs shall be low, close to the ground and shall not exceed eight feet in height and shall be placed in a landscaped setting.
- Exceptions may be granted to accommodate sign designs or site identification within other architectural features such as entry walls or gatehouses.
- Motorist sight-lines should be considered when locating signs near roadways.
- Signs attached to buildings should be designed to blend with the architecture rather than appearing as a billboard.
- Rooftop signs are prohibited.

Figure IV-27 – Existing Wall Sign

D. ARCHITECTURE

The Mission Bay Park Master Plan Update identifies the character of buildings as contributing to the image of Mission Bay as a water-oriented recreational environment. The Master Plan goals and objectives are:

- Park architecture should be contemporary, responsive to the aquatic environment and avoid excessive or exaggerated thematic styles. The intent is to preclude from Mission Bay Park a "theme park" architecture.
- Through manipulation of building form, details, materials and color, the architecture should aim to capture and express the special marine quality of the Bay.
- Each park building should strive to achieve a uniquely appropriate interpretation of the Bay's landscape context according to its site, function, and intended use.

SeaWorld recognizes the importance of the Master Plan architectural goals and objectives in creating a cohesive image for Mission Bay Park. Existing SeaWorld buildings that are visible from outside the leasehold adhere to those goals and objectives. However, within its leasehold, SeaWorld is a theme park and utilizes authentic architectural styles and images, based on classical design, to enhance the aquatic environment and create a festive atmosphere.

The functional aspects of the theme park area of SeaWorld require design flexibility that allows for on-going renovations of exhibits and attractions to keep the park fresh and exciting for visitors. In order to provide design flexibility, buildings and attractions within the theme park that are not visible from outside the SeaWorld leasehold are not regulated by these design guidelines. Proposed projects that will be regulated by these design guidelines are those which may be visible from outside the SeaWorld leasehold.

Building Design

Proposed new buildings that may be visible from outside the park, such as the hotel and parking garage, will adhere to the Mission Bay Park Master Plan Update architectural design guidelines. The Mission Bay Park Master Plan Update provides architectural guidelines for building height and massing, roof design and materials, façade treatments and ornamentation. The following guidelines should also be applied:

- Large expanses of strong or bright colors on exterior building walls shall be avoided.
- Large expanses of highly reflective materials on exterior building walls shall be avoided.
- Use of thematic elements shall be used with taste and discretion near the perimeter of the theme park where they may be visible from outside the park.
- Although the majority of the bayside perimeter should be screened by landscaping, interesting and appropriate architectural elements such as bay-view restaurants, patios or decks with trellises, building façade treatments, banners and awnings may be used to create a sense of openness and connection to the Bay. Signs, logos or elements that may be perceived as advertising are not permitted in this area.
- Mechanical equipment and storage areas shall be screened from public view by elements such as architectural treatments, fencing and landscaping.
- New mechanical equipment and storage areas should be located away from the leasehold perimeter where feasible, to avoid public views towards unsightly utilitarian areas.

Theme Park Attractions

Proposed theme park attractions that may be visible from outside the park will adhere to the SeaWorld Master Plan Update allowances for height, mass and transparency. SeaWorld is committed to designing aesthetically pleasing attractions and utilizing the highest quality of materials and construction. The following guidelines will apply to theme park attractions that are visible from outside the park:

- Theme park attractions and rides shall use light or neutral colors for large mass areas and reserve bright colors and reflective surfaces for accents.
- Theme park attraction lighting may be used to enhance the design theme and accentuate the sculptural aspects of the structure. Garish, "carnival" style lighting with excessive illumination, colors and motion (chaser lighting) is not permitted.
- High quality building materials and construction practices shall be used throughout SeaWorld.

Figure IV-28 – Existing Architecture

Figure IV-29 and IV-30 – Existing Architecture

V. REGULATORY FRAMEWORK

A. GOVERNING ACTS, DOCUMENTS, POLICIES AND AGENCIES

California Coastal Act

SeaWorld, as well as all of Mission Bay Park, is located in the California Coastal Zone. At present, all projects within Mission Bay Park require a Coastal Development Permit or administrative waiver to be issued by the California Coastal Commission. The Coastal Commission reviews projects for consistency with the Coastal Act and the Mission Bay Park Master Plan, which is the approved LCP Land Use Plan.

Mission Bay Park Master Plan

The Mission Bay Park Master Plan serves as both the Community Plan and the Local Coastal Program (LCP) Land Use Plan for all of Mission Bay Park. The plan contains a comprehensive set of recommendations and design guidelines for development within the Park. In general, the City requires that all development be consistent with the applicable Community Plan and the California Coastal Commission requires Coastal Development Permits to be consistent with adopted LCP Land Use Plans.

City Charter and Council Policy

The SeaWorld site and all of Mission Bay Park is affected directly by a provision in the City Charter that restricts total land lease of Mission Bay Park to 25% of the total park area. The entire SeaWorld site is designated for commercial use in the Mission Bay Park Master Plan and falls within the 25% threshold. Additionally, Council Policy 700-08 contains a number of policy statements pertaining to Mission Bay Park. The Council Policy expresses a desire to develop, operate and maintain Mission Bay Park as an aquatically-oriented recreational resource for the use of the general public. The Council Policy also states that private capital will be encouraged to develop and maintain, under a lease program, those facilities which provide services not normally provided by the City that are needed to enhance the usability of Mission Bay Park.

SeaWorld Leasehold

SeaWorld is located on a 189.4-acre commercial leasehold within Mission Bay Park. The right to use the property is controlled by the terms and conditions of its existing 50-year lease. Pursuant to the terms of the lease, uses within the SeaWorld leasehold must be consistent with the City-approved SeaWorld Master Plan. Before any substantial new development may occur at SeaWorld, City staff must make a determination that it is consistent with the lease and the SeaWorld Master Plan. The City's Real Estate Assets Department administers the lease and initiates the project review process. The Park and Recreation Department and Planning Department also contribute to the project review.

The SeaWorld Master Plan Update includes review procedures to accommodate the added design flexibility envisioned in the Mission Bay Park Master Plan and enabled by the SeaWorld Height Initiative. These procedures include the thresholds for determining the level of public review necessary for different types of SeaWorld projects and are found in Section V-B, Project Review Process.

Permitting Agencies

Additional discretionary actions that may be required to implement individual development projects when they are proposed include: California Coastal Commission Coastal Development Permit, Regional Water Quality Control Board General Construction Activity Stormwater Permit, Section 10 of the Rivers and Harbors Act, and U.S. Army Corps of Engineers 404 Permit

B. IMPLEMENTATION

SeaWorld Development Process

SeaWorld, San Diego is a subsidiary of Busch Entertainment Corporation (BEC), which is in turn a subsidiary of Anheuser-Busch (A-B) Incorporated. In addition to SeaWorld San Diego, BEC operates SeaWorld Adventure Parks in Florida and Texas. The company also operates Busch Gardens theme parks in Virginia and Florida.

The long-range planning process for SeaWorld and BEC theme parks emphasizes multiple development scenarios and flexible development options. Individual project development is a highly creative process that depends on extensive concept development and market testing. Final project decisions are made late in the planning cycle to meet the demands and desires of customers, to incorporate the latest technologies and to react to the competition in the marketplace. Once BEC or A-B approvals are obtained, projects must be developed and brought to market in a very short time frame.

Project Review Process

SeaWorld proposed projects will be reviewed by the City of San Diego and the California Coastal Commission. The City will determine whether a proposed project conforms to the SeaWorld Master Plan. The Coastal Commission retains original jurisdiction over the SeaWorld site, therefore, the Coastal Commission will issue the required Coastal Development Permit.

Although the City does not issue SeaWorld's Coastal Development Permits, SeaWorld has committed to submitting projects for formal public review by the City. Therefore, this section describes different levels of City public review that must be undertaken before SeaWorld may submit its application for any individual project Coastal Development Permit to the Coastal Commission. The relevant City body, whether the City Council or the Park and Recreation Board, may recommend that the Coastal Commission approve, approve with conditions or deny the Coastal Development Permit. The City body also will make findings as to whether the project substantially conforms to the SeaWorld Master Plan. The City's finding, recommendations, comments and proposed conditions will be submitted to the Coastal Commission concurrently with the SeaWorld Coastal Development Permit application. Projects may not be submitted to the Coastal Commission unless the City finds that they substantially conform to the SeaWorld Master Plan.

Currently, projects or development concepts within the SeaWorld leasehold are initiated by submittal to the Real Estate Assets Department of the City of San Diego. The Real Estate Assets Department, in consultation with the Park and Recreation Department and Planning Department makes a determination of consistency with the leasehold development program. "Major" projects as determined by existing administrative guidelines, are referred to the Mission Bay Park Committee and Design Review Committee of the Park and Recreation Board for advisory recommendations.

The SeaWorld site is unique in both the type and frequency of development projects within the leasehold. Each year, SeaWorld processes numerous projects to upgrade park facilities and keep attractions in top working order. Additionally, in response to consumer demands and competition in the theme park industry, SeaWorld regularly undertakes renovations of its larger attractions, rides, shows, or exhibits. In the past, nearly all projects have been processed as "minor" projects under the City's lease review process, as they are not generally visible from outside the leasehold. However, the additional height and scale of some attractions envisioned under the SeaWorld Master Plan creates the need for greater public input to ensure that the quality of recreation and the visual character of Mission Bay Park will be maintained.

Project Review Thresholds

Due to the special needs of SeaWorld and the perceived impacts to Mission Bay Park, two levels of project review are established specifically for the SeaWorld leasehold.

Level 1

Level 1 is identical to the current process for project review within Mission Bay Park. Projects within the SeaWorld Master Plan require a determination of consistency with the SeaWorld Master Plan by the Real Estate Assets Department in consultation with the Park and Recreation Department and Planning and Development Review Department. An environmental check by the Environmental Analysis Section to determine consistency with the Master Plan EIR may also be requested. In accordance with existing administrative guidelines, projects may either be referred to the Mission Bay Park Committee as an information item or, alternatively, considered as an action item. Where appropriate, projects may be referred to the Design Review Committee and the Park and Recreation Board. Approved projects are then submitted to the Coastal Commission for approval or denial of a Coastal Development Permit.

Level 2

Level 2 requires review and recommendation by the Mission Bay Park Committee, review by the Design Review Committee of the Park and Recreation Board, and public hearings before the Park and Recreation Board and the City Council. An environmental check by the Environmental Analysis Section to determine consistency with the Master Plan EIR will also be performed. The recommendations of those bodies are then submitted to the Coastal Commission for approval or denial of a Coastal Development Permit.

Review levels are determined by height within various areas of the leasehold as well as other threshold criteria (see Table V-1).

Table V-1

Height Thresholds for Determining Project Review Levels

Leasehold Area	Level of Review (see Figure V-1)	
	Level 1	Level 2
Area 1 – Theme Park	0 – 90 feet	90+ feet
Area 2 – Guest Parking	0 – 45 feet	45+ feet
Area 3 – Admin. & Support	0 – 45 feet	45+ feet
Area 4 – SeaWorld Marina	0 – 30 feet	30+ feet
Area 5 – Perez Cove Shoreline	0 – 30 feet	30+ feet

In all leasehold areas, a level 2 review is required, regardless of height, where a project involves any of the following:

- A change to a use other than the theme park, parking, administration, support, marina, hotel or other uses described in the SeaWorld Master Plan.
- A modification of the shoreline.
- A change in a sub-area boundary (e.g. expansion of the theme park [Area 1] into the existing guest parking lot [Area 2]).

An interior renovation or replacement of an existing structure within the same footprint, height and building envelope as the original structure shall be a level 1 review.

A diagram of the Project Review Process is shown in Figure V-1. All reviews and public hearings are intended to assist the Real Estate Assets Department in determining a project's consistency with the SeaWorld Master Plan. Additionally, recommendations will be forwarded to the Coastal Commission with the Local Agency Review Form for the project.

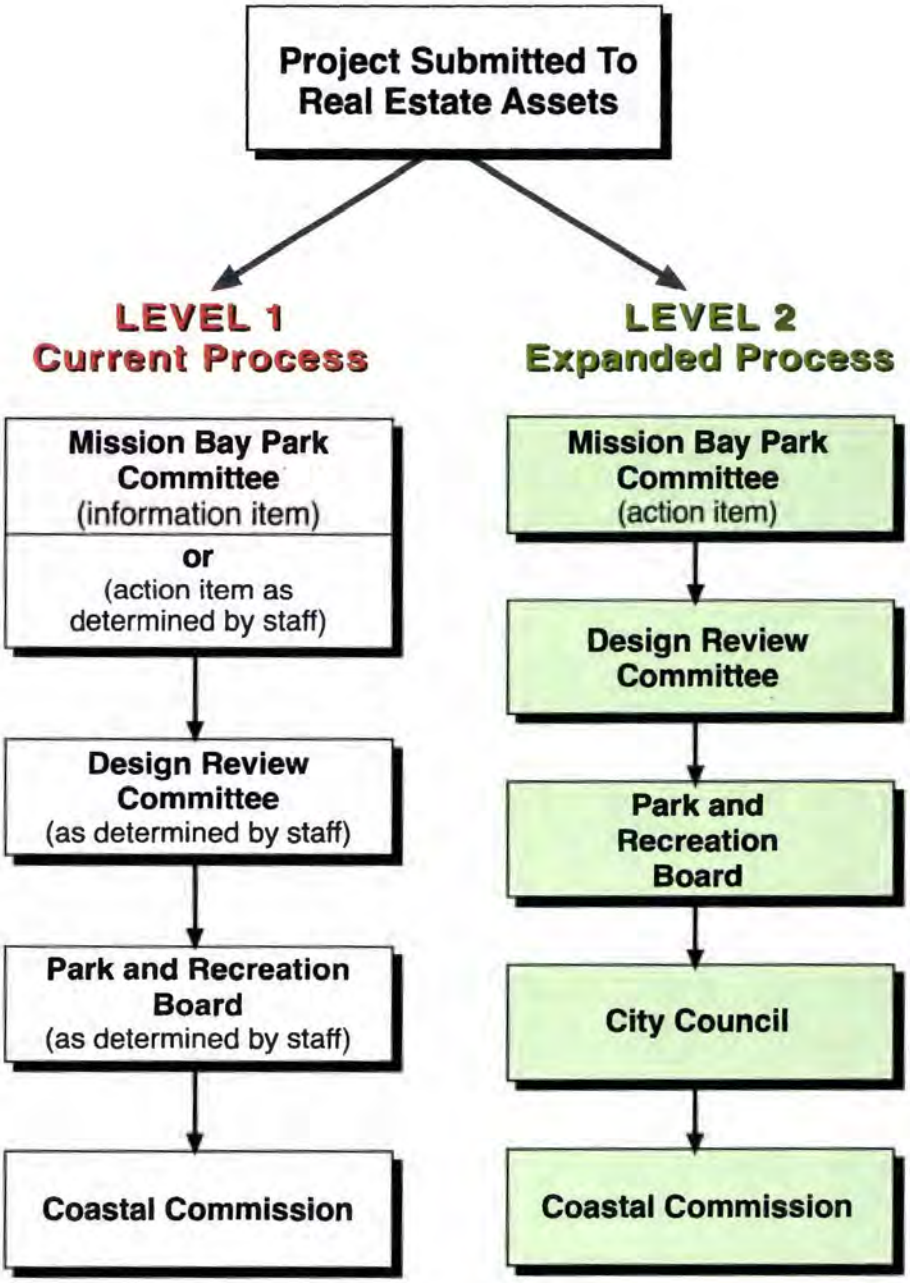


Figure V-1 Project Review Process

C. PLAN AMENDMENT PROCESS

The SeaWorld Master Plan anticipates that the majority of projects will not exceed the thresholds for Level 1 review. Projects involving greater scale and height will still be required to conform to the development criteria set forth in Section III of this plan. Any project that does not conform to the development criteria will require a plan amendment. The plan amendment process requires environmental review and public hearings before the Planning Commission and City Council.

APPENDIX

ISSUES ANALYSIS

Thematic Continuity

SeaWorld is the strongest advocate of the themes on which it has built its reputation. This is revealed in the SeaWorld vision statement:

To Be Recognized Globally
For Achieving New Levels
Of Distinction And Respect
By Leading the Industry
With Live Marine Animal Experience,
Innovative Entertainment, Education,
Research and Conservation
That Ensures Our Growth and Success

SeaWorld's commitment to its traditional emphasis areas of entertainment, education, research and conservation is evident throughout the park and will be carried forward into all new development proposed for the park.

The vision statement, however, recognizes that SeaWorld is part of the theme park industry. To be a leader in its industry, SeaWorld must compete to draw tourists into the City. Public support for attractions and thematic content are necessary for the long term economic viability of SeaWorld and the benefits provided to Mission Bay Park and the City of San Diego. Such benefits include an estimated $1 billion community economic impact. The procedures established in this plan for the review of development within the SeaWorld leasehold provide adequate public input and safeguards to ensure that future attractions are compatible with all existing policies and plans pertaining to Mission Bay Park.

Views and Viewshed

An examination of the major "gateway" approaches into Mission Bay Park in the vicinity of SeaWorld (including Sunset Cliffs Boulevard, West Mission Bay Drive, and Sea World Drive) reveals that expansive views of Mission Bay are generally precluded by a combination of existing development on the SeaWorld leasehold, mature trees, berming (especially along Sea World Drive), and to a significant extent the low lying bluffs along the south shoreline of Fiesta Island. Due to the low-lying terrain, and the narrowness of the South Pacific Passage (between SeaWorld and Fiesta Island) it is very difficult to see the water, except from locations relatively close to the shoreline. Therefore, the proposed conceptual development in the SeaWorld Master Plan would not impair any existing view across the SeaWorld leasehold from a gateway approach.

Analysis of all the public roadways in the vicinity of the SeaWorld site shows that there is only one existing view across the SeaWorld leasehold. This is the view from northbound Ingraham Street through the Perez Cove Shoreline Area (Area 5) to Mission Bay. The view is significant because it offers the first glimpse of Mission Bay as travelers emerge from the wooded area surrounding Ingraham Street near the intersection with Perez Cove.

A related concern is the impact that future conceptual development identified in the SeaWorld Master Plan may have on the viewshed from significant viewpoint locations identified at the public forums. These viewpoints are shown in Figure A-1. The extent of the impact to the existing viewshed will be mitigated by a

number of factors, some natural and some due to the leasehold development criteria contained in the SeaWorld Master Plan Update.

Because the SeaWorld site is located on the southern edge of Mission Bay Park, it generally becomes a background element to the view. This means that from almost any other location in Mission Bay Park, the traditional quality elements of the view, such as a blue water view of Mission Bay, or open expanse of park land, will always be in the foreground. Development within the SeaWorld Park will tend to be in the background of the viewshed or the far middle ground if viewed from an elevated hillside area. An existing canopy of tall trees effectively screens most of the park on the north and west sides making it difficult to distinguish individual structures, except for the SeaWorld Tower and the Sky Ride.

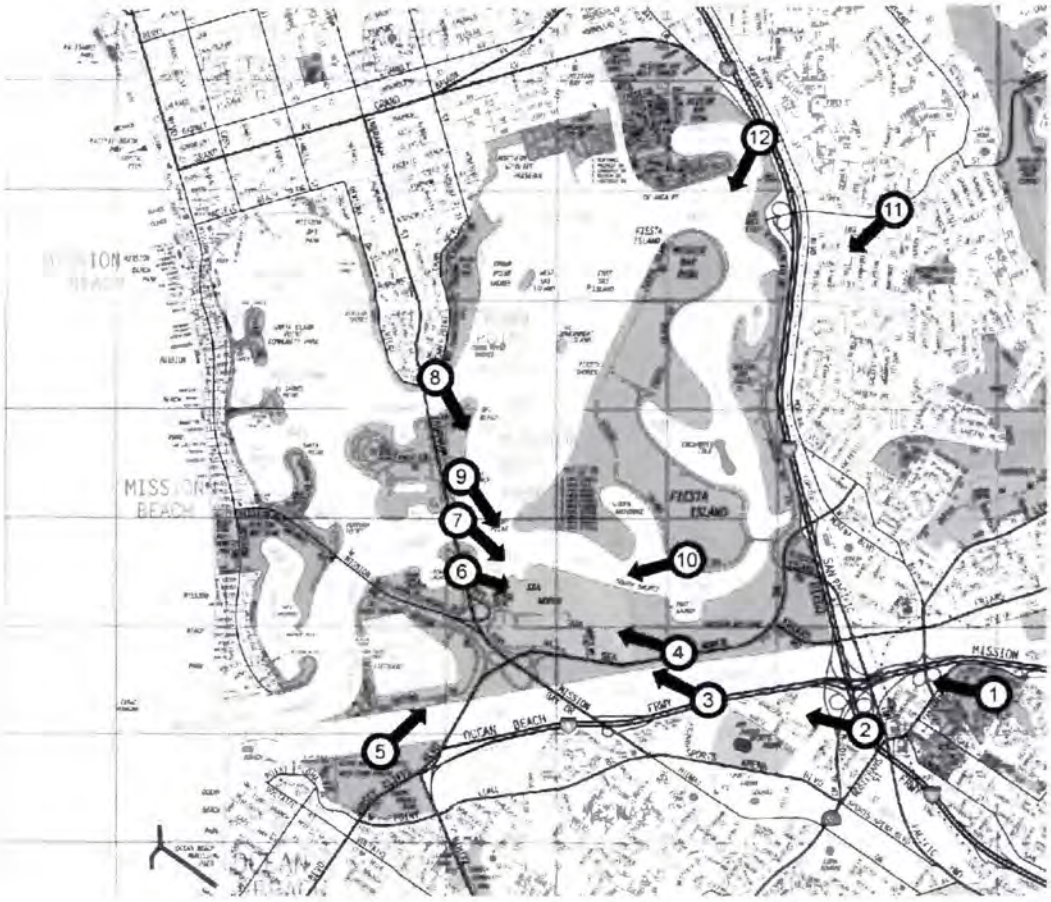
The greatest potential impact to the viewshed would be from structures taller than the existing tree canopy. Depending on the location of the viewing point such structures would also have the potential to cross the horizon line changing the overall profile of the view. The significance of the change will vary substantially depending on the viewing angle, location and elevation.

Respecting the need for additional height flexibility above 30 feet, the SeaWorld Master Plan contains development criteria that are designed to work together to reduce visual impacts.

The amount of development that can exceed 30 feet in height is limited to 25% of the leasehold. The plan further limits height in the main SeaWorld Theme Park (Area 1) to much smaller percentages that decrease for each successive increase in height level. At the highest level not more than one percent of Area 1 could be above 130 feet in height. Additionally the cumulative use of the height allocations will be mapped by SeaWorld and verified by City staff.

Additional visual mitigations include:

- A one to one bulk plane envelope to be applied to the shoreline and eastern boundaries of the park to ensure a more gradual transition in height along the critical park edges that interface with other parts of Mission Bay Park.
- Landscaping requirements in the design guidelines and specific conceptual development criteria for sites adjacent to the leasehold boundaries which emphasize extensive tree and shrub plantings to soften the visual impact of structures from adjacent land and water areas of Mission Bay Park.
- A transparency requirement and structural separation requirement to further reduce apparent bulk of taller structures.



Viewpoint Location Key

1 - Presidio Park
2 - Interstate 5 - Northbound
3 - Interstate 8 - Westbound
4 - SeaWorld Drive - Westbound
5 - Robb Field Memorial Park - Pedestrian walk on south embankment of San Diego River
6 - Intersection of Ingraham Street and Perez Cove Way
7 - Ingraham Street Bridge - Southbound
8 - Crown Point Drive
9 - Ski Beach
10 - Fiesta Island
11 - Cleiremont Drive - Westbound
12 - De Anza Cove

North

0 2400 4800

Scale in Feet

Figure A-1 Viewpoint Locations Identified at Public Forums

Noise

Concerns raised at the public forums regarding the noise impacts of the SeaWorld Master Plan were largely directed toward existing operations regulated separately from the land use controls governing the plan. Of greatest concern were the existing firework displays and the amplification system at Shamu stadium.

Fireworks are a popular accompaniment to many events held around the City, particularly sporting events and celebrations. SeaWorld has been providing firework displays for special events since 1968 and for summer evening displays since 1985. In many respects, Mission Bay Park with its vast seven square mile area, and reflective water surfaces is an ideal location for firework displays. Many residents surrounding Mission Bay Park and in the neighboring hillsides enjoy SeaWorld's firework displays as one of the unique amenities of living near the Bay. The noise impacts are naturally mitigated by distance, although varying weather conditions may carry the sound in unpredictable ways. The nearest residential areas (in Point Loma) are located over one half mile from the launching platform, while most areas are located at least one mile away. While fireworks in general are positively received, excessive use near residential neighborhoods can become a nuisance. For this reason the San Diego City Council adopted a policy (500-06) limiting the use of concussion type fireworks ("salutes" and "reports") which have louder bursts than ordinary fireworks. Council Policy 500-06 also limits the time and frequency of firework displays. Respectful of its neighbors, SeaWorld's firework displays are in full compliance with Council Policy 500-06. Equally important is the absence of any nexus between the SeaWorld Master Plan and the size, duration, frequency and intensity of SeaWorld's firework displays. The future growth and renovation of SeaWorld does not correlate to bigger, longer, or louder firework displays. Current and future displays described in the Master Plan shall be a part of SeaWorld's ongoing operations.

Another existing noise concern is Shamu Stadium—SeaWorld's signature attraction. Due to a combination of proximity, topography, and weather conditions, residents in the Point Loma area are frequently able to hear amplified show commentary. Based on these concerns, SeaWorld has committed to solving the problem in a reasonable time frame given its investment in the current amplification system. Furthermore, learning from this experience, SeaWorld will use a combination of site design and new sound technology to eliminate similar problems in all new and renovated show attractions.

Other noise concerns were directed toward "thrill-rides" that may be built in the future. These types of attractions are not anticipated to be a significant source of noise for the following reasons. First, few rides in this category are capable of generating either mechanical or human sounds that can be heard beyond the SeaWorld park boundary. In most cases, modern rides can be built to almost any desired noise tolerance level. The existing Shipwreck Rapids ride, for example, generates no perceptible noise beyond SeaWorld's boundary. As an example of a major "thrill-ride" the proposed Splashdown Ride is projected to have no significant noise impacts to Mission Bay Park or nearby residential areas. The water flume portions generates very little noise and the track portions create a smooth rushing sound not unlike a passing car. As only eight passengers may experience the main drop at any one time, human noise will be kept to a minimum. The duration of the maximum drop is 1.5 seconds. Average noise levels from the ride would be below ambient noise levels created by traffic, aircraft, and use of personal watercraft in Mission Bay Park. For these reasons, it is unlikely that any aspect of the ride will be audible from residential areas located approximately one half mile from the park boundary.

Second, as future exhibits, rides, and shows are added or upgraded in the eight Tier 2 development sites it unlikely that more than a few rides in the same class as the Splashdown Ride will be built. Attractions above the 60 feet level are expensive to build and are justified only if they fill a genuine market need and provide a reasonable return on investment. Given SeaWorld's mission statement, "thrill-rides" must necessarily remain a limited component of SeaWorld's overall entertainment offerings. Therefore, concerns that the cumulative noise impacts of "thrill-rides" would create a major noise generator within Mission Bay Park are not

supported by the SeaWorld Master Plan, or the experience of any other SeaWorld theme park in the United States.

Traffic and Transportation

The traffic generated by SeaWorld is directly related to park attendance. SeaWorld's attendance has been relatively level for the past ten years so that both average daily attendance and yearly attendance in 1999 is very close to what is was in 1989 (about 3.5 million visitors per year). Studies of SeaWorld's attendance patterns show that new attractions do not result in sustained increases in attendance although continuous park renovations are necessary to maintain market share and meet projected growth rates. While beach traffic and commuter traffic has increased during this period, traffic attributable to SeaWorld has remained relatively constant. Additionally, traffic improvements required by the Coastal Commission (based on a 1993 traffic study) have been put into place in anticipation of attendance climbing to 4 million visitors per year. At that time, the current roadway system was expected to accommodate 500,000 additional guests without a significant decrease in service levels. At projected growth rates of 1.3% per year, the 4 million visitors per year level would not be reached until 2012.

The most recent traffic study, prepared for the SeaWorld Master Plan EIR, evaluates the potential traffic impacts for both the near-term (2005) and the buildout (2020) condition. The new traffic study, takes into account summer weekend and holiday traffic (peak beach traffic) and summer weekday traffic (peak commuter traffic). Of the two, summer weekday traffic during peak hours results in the worst case traffic conditions. The study also takes into account traffic projections for the hotel, which unlike individual attractions, would cause a sustained traffic increase. Other cumulative proposed projects included in the study are the Quivira Basin Redevelopment Project, the Dana Point Inn Landing and Hotel Expansion, North Bay Redevelopment, Marine Corps Recruit Depot Reuse, Naval Training Center Reuse, and a new Lindbergh Field airport terminal on Pacific Highway.

In addition to the traffic improvements identified in the EIR , SeaWorld will participate in MTDB's efforts to create a transit link from inland San Diego to the beach and bay activity centers using automated guideway technologies. As a major Mission Bay activity center, the SeaWorld Master Plan allocates space to build a transit station within its leasehold and to incorporate the facility within the future parking garage. Such a system, if developed, would offer convenient transit access to the SeaWorld theme park from other hotels and convention facilities in Mission Bay Park, Mission Valley and downtown San Diego. An efficient people mover system, possibly extending all the way around Mission Bay Park, could considerably reduce reliance on the automobile. Due to the long-range nature of MTDB's proposal and the uncertainty of its implementation, the traffic reduction benefits of the transit system were not incorporated in the EIR traffic study.

Water Quality

Clean water is an integral part of SeaWorld's day-to-day operations. The quality of Mission Bay water directly affects the cost of maintaining SeaWorld's marine life support system. As part of SeaWorld's existing operations, processed seawater is regularly discharged into Mission Bay. For the most part, the water quality concerns expressed at the public forums were directed towards this discharge. Due to stringent discharge standards set by the Regional Water Quality Control Board, SeaWorld has experienced a few events where the standards have been exceeded. Understandably, water quality proponents, who view the standards as an important tool to bring about better water quality, have been resolute in their vigilance. Respecting the need to enforce current standards uniformly throughout the 57 square mile Mission Bay Park watershed, SeaWorld nevertheless cannot be considered a significant source of water pollution in Mission Bay. The existing

problems are well on their way to being resolved and the conceptual development proposed in the SeaWorld Master Plan will only improve upon the current infrastructure.

Currently, SeaWorld operates a water treatment system to treat the marine animal water as well as a portion of the surface stormwater runoff. The water treatment system utilizes water from Mission Bay, treats it for marine life use, circulates it through the aquaria facilities (including exhibits, rides, and shows) and treats it again for discharge back into Mission Bay. The discharge water is typically cleaner than when it is drawn, creating a situation where SeaWorld is actually reducing bay pollution. Discharge standards are based on shellfish harvesting standards, which far exceed human contact standards used to determine beach closures.

The more significant long-term water quality issue, and one in which every property owner in the Mission Bay watershed bears a proportionate responsibility, is the control of pollutants from entering the watershed through surface runoff. For its part, SeaWorld directs 96% of its theme park runoff (Area 1) into the water treatment system. Except during periods of high rainfall, excess capacity in the system is able to handle the storm runoff. When system capacity is exceeded, diversion weirs are used to collect excess storm water flows. The weirs function as a high-flow bypass providing "first flush" storm water treatment even during large storm events. Approximately 25% of the parking area is also collected and processed through the water treatment system.

The remaining parking areas, and future expansion areas drain into the existing City Storm System. The City of San Diego is covered under a municipal NPDES stormwater permit for discharges of stormwater runoff. The majority of the storm drain facilities in Mission Bay have been fitted with low-flow interceptors to direct non-storm waters to the sanitary sewer. Low flows generally contain the highest concentration of surface pollutants. During storm events, the low-flow interceptors are bypassed, allowing storm runoff to directly enter the Bay. The stormwater outfall for the SeaWorld site is located at Perez Cove.

One of the most effective ways to stop surface pollutants from entering the storm system is to control them at their source. For this reason, SeaWorld employs a comprehensive "Best Management Practices" (BMP) program that includes daily sweeping of the parking lots, walkways and internal streets. Other BMP components include:

- a Storm Water Pollution Prevention Program which prohibits the disposal of various pollutants into the storm drain system;
- a Spill Prevention and Control and Countermeasure Program which details procedures for preventing and responding to oil and chemical spills;
- material storage and use controls for the management of materials with a potential to contaminate storm water;
- vehicle maintenance controls to minimize contact of storm water with oils and fluids associated with vehicle maintenance;
- waste management and recycling controls to control litter and daily trash; and
- herbicide/pesticide and fertilizer management practices to minimize storm water contaminants from landscaping applications.

Additionally, SeaWorld's landscape serves as a type of storm water control by providing erosion control, filtration and vegetative uptake of pollutants. Finally, SeaWorld has committed itself to a program of nearly 100% runoff treatment in the future involving a variety of treatment options based on the latest pollution control technology.

Hotel

The hotel is an entitlement carried forward from the 1985 SeaWorld Master Plan and updated to fit present economic realities. The conceptual development plan is very preliminary and SeaWorld has no plans to build the hotel any time in the near future. Therefore a precise assessment of the visual impacts of the hotel is not possible at this time. A massing model of a 90-foot structure occupying the entire hotel site shows that a full buildout scenario would be highly visible from the northern and eastern portions of Mission Bay Park and the surrounding residential hillsides. However, no significant views identified in the Mission Bay Park Master Plan would be blocked. The tall trees to the south and west of the hotel site would effectively screen the hotel from the Point Loma and Ocean Beach areas and the western portions of Mission Bay Park. The same trees form a background that will help soften the view from areas with a clear line of sight to the hotel. Although, the hotel would be the first of its kind since the adoption of the 1972 Coastal Height overlay zone, the additional structure (about the same height as the Hilton hotel on East Mission Bay Drive) would not significantly alter the character of Mission Bay Park.

The hotel, unlike the future theme park attractions, would have an immediate impact upon traffic. The hotel traffic, as well as cumulative traffic from other proposed hotels and development projects in Mission Bay Park, was evaluated in the traffic study prepared for the SeaWorld Master Plan EIR. Not evaluated in the study, due to the need to assume worst-case conditions, is the potential trip reduction factor of a hotel within walking distance from SeaWorld. Assuming that a primary reason for a hotel stay in Mission Bay Park would be a visit to SeaWorld, a hotel on the SeaWorld site would result in less local traffic through Mission Bay Park.

The hotel would be built only if the market for additional guest space in Mission Bay Park would support it. Prior to a formal project submission, the SeaWorld Master Plan Update requires an economic feasibility analysis assessing the need for another hotel in Mission Bay Park. Additionally, any hotel will require, at minimum, an addendum (or amendment) to the EIR and a City Council public hearing. At that time, traffic and viewshed impacts will be reassessed in the context of a specific proposal.