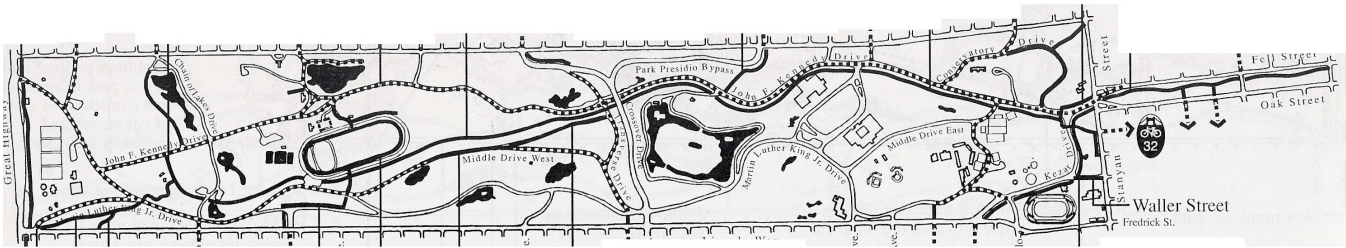


Final

October 2003



Golden Gate Park Bicycle Implementation Plan

Prepared for:

**Golden Gate Park
Concourse Authority**



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GOLDEN GATE PARK BICYCLE IMPLEMENTATION PLAN

Introduction

The *Golden Gate Park Bicycle Implementation Plan* (Bicycle Implementation Plan) provides a framework for implementation of bicycle improvements in Golden Gate Park for the next two to three years. It outlines the goals and objectives for bicycle use and bicycle facilities and pathways in the Park. It links the Bicycle Implementation Plan to prior planning goals and objectives, and it prioritizes specific projects that are considered key for implementation.

The Bicycle Implementation Plan is part of the overall Transportation Improvement Plan (TIP) called for by the Concourse Authority under Section 8 of Proposition J, the 1998 Ordinance cited as “Golden Gate Park Revitalization Act of 1998”. The TIP for 2002-2003 was approved by the Golden Gate Park Concourse Authority (Authority) in December of 2002, and included \$55,000 for community outreach to identify issues and potential bicycle improvements for Golden Gate Park. The San Francisco Bicycle Coalition (SFBC) was retained by the Authority to conduct the community outreach and prepare a report (*Golden Gate Park Bicycle Improvements Study, April 2003*) describing the bicycle stakeholder issues and suggested improvements.

This Bicycle Implementation Plan draws from the community suggestions in the SFBC study, and also from staff input from the Department of Parking and Traffic Bicycle Program and from staff input from the Recreation and Park Department to identify a series of high priority improvement actions to pursue over the next two to three years. The Draft Bicycle Improvements Study and Draft Bicycle Implementation Plan were presented at public meetings before the Concourse Authority in February and June 2003 to invite public comment on specific actions in the plan. The Draft Bicycle Implementation Plan was also presented at a joint meeting of the Authority and the Recreation and Park Commission on August 7, 2003 for comment prior to finalizing the plan for approval by both the Concourse Authority and the Recreation and Park Commission. This Final Bicycle Implementation Plan adds text about off-road bicycle use in response to comments.

After the Final Bicycle Implementation Plan has been approved, grant applications will be prepared for funding each of the implementation actions. Implementation of the improvement measures would use a combination of private and public money, drawing on the private funds to leverage public matching grants.

The Need for the Plan

Golden Gate Park is a regional, national and international destination. As befitting this park oasis in our urban environment, park roads and paths should retain the historic landscape while also providing a high quality park experience comparable to the great parks of our nation.

Currently, the lack of networked bike paths, safe crossings, bike lanes and clear pathways reduces the enjoyment of the park by cyclists of all sorts and experience. Inexperienced users and families are discouraged by busy traffic and potential conflicts with cars; visitors and tourists are confused by the lack of clear paths to their destinations, and experienced riders are frustrated by the heavily used roadways, intersections and the lack of designated bike lanes. Bicyclists have expressed a need for more bike facilities such as bike racks, secured bike parking, and safe lanes and paths without auto conflicts.

Park planners and bicycle stakeholders envision an integrated network of paved bicycle trails, designated on-street bike lanes, and other amenities which would include:

- Key links within the park between major attractions
- Select links to City bike routes linking Golden Gate Park to other parks, City and regional recreational destinations, and regional paths such as the California Coastal Trail and the Bay Area Ridge Trail
- Seamless transportation links; with MUNI and Park Shuttle stops
- Bike Parking, both in the form of racks, secure indoor parking, and attended parking at major destinations
- Other: Bike rentals, Bike services [e.g., tire repair], services [snack and restroom]

The planning process described as part of the Golden Gate Park Master Plan, to identify a sustainable off-road bike trail system west of Transverse Drive in Golden Gate Park would also be continued over the next few years. A program to sign areas/routes would be developed and off-road bicyclists would be educated to stay on trails and to use proper etiquette when sharing pathways with other users. Implementation of off-road trails in the Park is contingent on the development of a committed group of volunteers to maintain the trails.

Who Are The Bicycle Riders in Golden Gate Park ?

Recreational cyclists, bicycle commuters, small children learning to ride bikes, residents and out-of-town visitors, all wheel through Golden Gate Park's tree-lined pathways and streets. Slower cyclists enjoy a beautiful and leisurely ride to the Park's attractions while separated from automobile traffic. Recreational cyclists who enjoy riding fast - along with commuters cycling to and from work - ride on clearly marked bike lanes within the Park, connecting to City bicycle routes. A high-quality riding experience in Golden Gate Park for residents and visitors is a vision shared by all.

Many different types of bicycle users enjoy Golden Gate Park. Their needs and preferences differ depending on their ability and destinations.

- **Slow-speed recreational cyclists** Local residents, tourists, sightseers, inexperienced cyclists, occasional riders, off-road cyclists, family groups, and many groups such as school groups and groups of children. This group of cyclists generally prefers complete separation from cars; can mix more easily with pedestrians and skaters with proper facilities.

- **Children** (primarily under age 12) singly or in groups prefer: fun, challenging areas free from cars and other dangers; require key connections to child-oriented attractions; no street crossings, and access to restrooms and snacks.
- **Learners** are inexperienced riders who need complete separation from cars; near a parking lot so one can drive bikes to learning zone; need a flat, not-too-narrow, dedicated space free from conflicts with other users.
- **Tourists** include both experienced riders and inexperienced occasional riders on their own or rented bicycles. This group generally prefers: minimal traffic or multi-use paths, but moderate intermixing with cars is okay; enjoy beautiful pathways; require connections to major attractions, cafes and restrooms, to the Ocean, and in and out of the park. Clear directions or obvious routes a necessity.
- **Experienced Recreational Cyclists** are out for exercise and a nature experience or are on their way to other attractions. This group generally prefers: on-street fast routes, with few stop signs or signals; bike lanes or low traffic routes; prefer a variety of challenges and routes.
- **People who ride their bikes to the park**, typically City residents who, for example, to go to the museums, the Academy or Arboretum, have varied experience and comfort levels with auto traffic. This group generally would prefer: streets or multi-use paths; (generally prefer designated bike lanes); heavy weekend use; need secure bike parking at popular destinations.
- **Commuters, who ride their bikes through the park**, are typically city residents who ride in commute hours on week days; prefer: on-street direct routes, with few stop signs or signals, prefer bike lanes except on downhill runs.

Relationship of This Plan to Other Planning Documents

This *Plan* builds upon the goals and objectives in other documents related to bicycle use and facilities in Golden Gate Park, including:

The Golden Gate Park Master Plan – Plan adopted in 1998

The GGP Master Plan provides overarching goals and objectives for bicycle use in the park. The “Bicycle Circulation Plan” (GGPMP, p. 5-6) shows the bicycle paths and on-street routes proposed for the Park. (see Appendix B-Figure: Bicycle Circulation Plan)

Concourse Authority Transportation Improvement Plan – 2002

The Concourse Authority per Proposition J prepared the Transportation Improvement Plan (TIP). Section 8.5 of the TIP describes Golden Gate Park bicycle and skating lanes and paths. The TIP describes actions implemented in 2001 and 2002. It includes goals and identifies items designated for

implementation through October 2003. This Plan is a part of this year's \$300,000 TIP.

The San Francisco Bicycle Plan — Adopted in 1997; undergoing revision in 2003

Bicycle planning for Golden Gate Park has been coordinated with the Bicycle Program staff at DPT and the development of the city-wide bicycle plan.

The Golden Gate Park Bicycle Improvement Study— April 2003

The Golden Gate Park Bicycle Improvement Study was prepared by the San Francisco Bicycle Coalition for the Golden Gate Park Concourse Authority in April 2003. This study reflects a comprehensive range of recommendations resulting from community meetings and public outreach through the SFBC website and mailings to members. The Study describes bicycle issues of particular concern to bike riders and suggests project priorities for the GGP Bicycle Implementation Plan.

Golden Gate Park Concourse Authority Projects, Final Environmental Impact Report, Case 2001.911E, Certified by Motion No. 16620, July 24, 2003.

The EIR analyzes the potential impacts of an underground parking facility in the Concourse area of Golden Gate Park, associated concourse surface improvements, and transportation implementation plan elements, including: an intra-park shuttle, a cultural shuttle, traffic calming, parking management, bicycle/pedestrian improvements, road closures, and MUNI service improvements as part of a Phase I project. The EIR also analyzes a possible Phase II underground through street between Kennedy Drive and Middle Drive East, should funding become available in the future. Bicycle/Pedestrian Improvements are identified on page 23 of the Draft EIR and are also discussed starting on page 164 of the Comments and Responses in the Final EIR.

Environmental Review

The Bicycle Implementation Plan tiers off of previous and ongoing environmental documents, including: the adopted Golden Gate Park Master Plan Environmental Impact Report and the Concourse Authority Projects Environmental Impact Report (Final EIR certified by the Planning Commission July 24, 2003). These two documents conclude that the proposed bicycle-related improvements would have no significant environmental impacts on the Park. The Golden Gate Park Bicycle Implementation Plan identifies some projects that differ from the adopted Golden Gate Park Master Plan and certified EIR, such as on-street dedicated bicycle lines proposed throughout the park and widened or new bike paths in some of the natural areas of the park. Therefore, some bicycle improvements in the Plan may require subsequent environmental review prior to implementation. This determination would be made in consultation with the City Office of Environmental Review in the Planning Department.

Public and Agency Coordination

Public and agency coordination has been key in the development and potential success of the Plan. The San Francisco Recreation and Parks Department, the Department of Parking and Traffic – Bicycle Program, the Golden Gate Park Concourse Authority, and the San Francisco

Bicycle Coalition, a city non-profit bicycling advocacy group, and representatives of neighborhood, park, and pedestrian and skating groups – have all been actively involved in the planning process.

Goals and Objectives for the Bicycle Implementation Plan

The Bicycle Implementation Plan reflects the goals and objectives established by previous adopted planning documents for Golden Gate Park, including:

Golden Gate Park Master Plan Goals and Objectives

The 1998 *Golden Gate Park Master Plan* provides broad overarching goals and objectives for the Park (GGPMP p. 3-3). In particular, the following *GGP Master Plan* goal is relevant to the Bicycle Implementation Plan.

III. Park Circulation

Create and maintain a parkwide system of recreational roadways, pathways and trails.
Minimize motor vehicle traffic.

Objectives for Golden Gate Park are described in the *GGP Master Plan* Bicycle Circulation Objectives (GGPMP, p. 3-13). These objectives provide clear direction for bicycle planning in Golden Gate Park:

Policy C – Bicycle Circulation

“Provide for the safe and convenient use of the bicycle as a means of recreation and transportation to, within and through Golden Gate Park. Provide continuity with the city bikeways plan”.

1. A system of bikeways on roads and designated pathways that meet the needs of commuter and recreational bicyclists, and includes opportunities for bicyclists of all abilities, should be provided.
2. Bicycle use should be encouraged through the provision of secure bicycle parking facilities at activity centers, at large events, and at employee areas.
3. Standards for bikeways and bicycle parking facilities and services should be consistent with the Golden Gate Park Master Plan, pages 5-17 to 5-19.
4. Bicycle planning efforts should be developed and evaluated in cooperation with interested groups, bicyclists, the Department of Parking and Traffic’s Bicycle Coordinator, the Bicycle Advisory Committee, and the Department of Public Works.
5. Regulatory signs and a bikeway map should be posted at park entries to improve bicycling safety. Bicyclists should also be informed that on-road cycling is subject to vehicle code regulations.

6. Roads which are removed from motor vehicle circulation should be considered for bicycle use.

Bicycle Implementation Plan Goals / Objectives

The *Golden Gate Park Bicycle Implementation Plan* goals/objectives:

1. Provide key bicycle connections
2. Enhance the bicycle experience
3. Accommodate all types of paved surface bicycle riders, and off-road cyclists, where feasible.
4. Protect the historic landscape and natural areas
5. Prioritize safety issues
6. Link popular Park areas for cyclists of all types
7. Provide a consistent but not static experience
8. Enhance the park-like feeling for all users
9. Encourage the enjoyable use of bicycles in the park without threatening or discouraging pedestrian use
10. Provide a variety of challenges and experiences
11. Provide clear routes – avoiding sign clutter
12. Make key multi-use links ADA-compliant
13. Accommodate all types of users-including pedestrians
14. Minimize new paving, signage and lighting
15. Provide secure bicycle lock-up facilities near Park attractions

Constraints/Planning Criteria

Because Golden Gate Park is a landscape of historic importance and has a number of natural areas that are sensitive to encroachment, the following constraints and criteria have been identified to help guide the identification of implementation projects in the Plan.

1. Preservation of the historic landscape of Golden Gate Park
2. Preservation of the natural sensitive vegetation and habitat areas
3. Minimization of additional lighting
4. Minimization of maintenance needs
5. Provisions for enforcement
6. Minimization of signage
7. Connection to and design conformance with Citywide bike and trails where feasible

Various factors used to respond to these constraints and Park policies include:

- Balance use of pavement stencils versus signs
- Marking pathways-edge lines rather than center lines on narrow paths
- Preserve understory and overstory plantings
- Consider adding lighting only where safety is an issue, for example, at the Conservatory and the Polo field; do not encourage more night use of paths
- Be consistent with the City-wide bicycle design features, where possible, e.g., multi-use paths that are 10-12 ft. wide; 6 ft. wide bicycle lanes in-street
- Educate drivers and bicyclists to use etiquette in Park

- Develop recreationally-oriented mixed-use paths. Pedestrian and other users' goals and criteria have equal weight. Investigate the difference between multi-use paths that are marked into lanes vs. those that where all users sort themselves out; user experience is very different. Consider varied widths.
- As an alternative, consider striping the multi-use paths to separate bikes and pedestrians-review opportunities to physically separate these users.
- Consider other paving reductions (auto travel lanes) and efficiencies to reduce or minimize overall net gain in paving acreage.
- Apply ADA goals and issues to all multi-use paths.
- Discuss and make recommendations for and against Class 1 off-street pathway that are just for bikes- e.g., mountain bike trails would be a designated area for this use
- Allow service and emergency vehicles only on any path 10 foot wide and wider- Vehicles tend to drive off the edge of 8 foot wide paths and crush adjacent soil (also erode edges of asphalt). Paths should be engineered to hold vehicles.

Priority Projects for Implementation

A number of suggested improvement projects for bicycles have been identified and described in the SFBC Golden Gate Park Bicycle Improvement Study. Several of these projects have been discussed with staff at the Recreation and Park Department and Department of Parking and Traffic, and have been identified as high priority actions to assess for feasibility, funding and implementation over the next year to two years. In addition to the relationship to the above goals and objectives, the criteria for assigning priorities to projects is shown in the table below.

CRITERIA FOR ASSIGNING PRIORITY TO BICYCLE IMPROVEMENT PROJECTS		
1	Safety	Human safety- typically vehicle conflicts such as narrow roadways and busy intersections
2	Desired Routes	Highly desired routes
3	Gaps	Missing segments of key routes – “gaps”
4	Clarification	Confusing routes that need clarification or re-routing
5	Funding	Projects that are funded or likely to be fundable
6	Opportunity	Opportunity; projects that are within larger areas of planning and implementation.
7	Resource Protection	Natural and Cultural Resource protection – routes that need to be built or located to protect resources from damage.
8	Upgrade	Segment identified for upgrade in GGPMP

The following eight projects have been identified as meeting the criteria for high priority and are described below for public review and agency approval for implementation in 2003-2005.

PRIORITY PROJECTS	
1) Golden Gate Park East-West Bikeway	
Existing conditions	Major connector, the East-West path ends before it reaches the western end of the park. Currently, bicyclists and pedestrians must travel through a parking lot along East/West Pathway.
Priority Issues	Designated Route Gap, highly desired route,

	Resource Protection, consistent with Master Plan. Safety, funding.
Opportunity	Major East-West multi-use path that extends through the Park.
Potential Solutions	Include extending the existing path to the Great Highway and to Lincoln – explore connecting path through Polo Field Parking Lot. Rearrange parking to allow pathway to travel on the polo field side of parked cars (possible solution). Study as part of JFK Traffic Calming east of Crossover Drive.
2) JFK Drive at The Great Highway	
Existing conditions	Current conditions - no clear in-street bicycle route nor multi-use paths. No safe phase for bikes/peds crossing Great Highway between Park and Beach.
Priority Issues	Safety, Designated Route Gap, Upgrade, Funding. *Submitted grant application to SFTA for study design, DPT to do feasibility engineering.
Opportunity	To Provide a safe link across the Great Highway at the Beach Chalet from JFK Drive - linking to Ocean Beach.
Potential Solutions	Explore feasibility of traffic signal at crosswalk on north side of intersection, as well as pedestrian improvements on beach side.
3) Arguello Boulevard Bike Lane	
Existing conditions	This is a major City bicycle route and Park entrance. The narrow roadway does not allow space for marked bicycle lanes on both sides.
Priority Issues	Safety, Designated Route Gap, link to City-wide bike route, connection with Presidio.
Opportunity	To provide a safe link from the City bike route into the Park on Arguello Blvd.
Potential Solutions	Stripe uphill bike lane and place pavement stencil on downhill vehicle lane; possibly consider widening road in future.
4) North-South link from 43rd and Fulton to 41st and Lincoln Ave	
Existing conditions	Existing conditions include inconsistent conditions for cyclists, and a crossing of JFK Drive with curb-cuts not aligned.
Priority Issues	Safety, Desired Route, Gap, Clarification, Upgrade.
Opportunity	To create a clear, safe north-south bicycle path.
Potential Solutions	Include extending the bicycle path to JFK Dr., improving and controlling the crossing at JFK Dr., adding curb cuts.
5) Page Street at Stanyan	
Existing conditions	Bicyclists must currently negotiate two very tight 90-degree turns, and wait for traffic on Stanyan to yield to them. Bicyclists reported that they avoid this intersection because it is currently inconvenient and unsafe due to traffic volume and speed and lack of signal representation.
Priority Issues	Safety, desired routes, gaps, clarification, funding, resource protection. *Submitted grant application to SFTA.

Opportunity	An opportunity exists to improve the safety and desirability of this connection between a major bicycle route and the Park's bicycle network, allowing people to avoid the Kezar/Stanyan/Fell intersection.
Potential Solutions	Work with DPT to explore traffic control measures at this intersection for Stanyan traffic, rebuilding curb ramp to allow easy straight through access (maintaining ADA compliance), and striping rumble strip/warnings to eastbound cyclists/pedestrians of the upcoming intersection.
6) MLK between 9th and Kezar	
Existing conditions	The roadway is narrow with parked cars present. Many bicyclists ride too close to parked cars, inviting the possibility of a collision with an opening door.
Priority Issues	Safety, desired routes.
Opportunity	To indicate to drivers and cyclists the proper road position for cyclists.
Potential Solutions	Stencil "share the road" arrows on pavement 4 feet from car doors.
7) Haight Street at Stanyan	
Existing conditions	Currently, it is difficult for bicycles, skaters, and wheelchairs to cross to Haight Street from the Park due to the lack of a curb cut and ped-signal heads. Current design encourages dangerous and illegal behavior by leading bicyclists into the oncoming travel lane.
Priority Issues	Safety, desired routes, clarification.
Opportunity	To create safe crossing at a key Park entry.
Potential Solutions	Provide new wide curb cuts on southwest and northwest corners of intersection, stripe high visibility zebra crosswalks across Stanyan.
8) Concourse Bike Improvements	
Existing conditions	No dedicated bike facilities currently connect through the Concourse.
Priority Issues	Desired route, funding* (part of Prop J Surface Improvements) opportunity.
Opportunity	To create safe, prioritized bike routing through the Concourse.
Potential Solutions	Provide both Class I multi-use path and Class II bike lanes through Concourse to connect Fulton to Lincoln. Provide attended bicycle parking in Concourse. Stripe bike lanes on Tea Garden and Academy Drive. Include planning for bike station with repair facilities in Concourse. Include a bike path on the east side of 10 th Ave. garage entrance and a multi-use path on the west side (included in revised design of garage entry at 10 th Ave.). Explore feasibility of a new east-west multi-use path connecting JFK at 8 th Ave. through east end of Concourse to Middle Drive, east of Academy.

Items that require little to no funding and could be carried out under existing Recreation/Parks or DPT budgets

- Add interim signage just west of Bercut Equitation Field (this is where path users reported getting lost frequently)
- Change signs for vehicle closures to “Do Not Enter” and “Road Closed to Motorized Vehicles” (currently reads, “road closed”)
- Trim vegetation along pathways, particularly on curves to improve visibility and safety
- DPT to install a 25mph speed limit at motor vehicle entrances to the park
- Ensure any ongoing repaving projects of pathways utilizes best practices in path design and is consistent with AASHTO multiuse path standards which calls for a paved surface of 10 to 12 feet and crushed stone shoulders where practical (use wider pathways where feasible and where heavy pedestrian traffic occurs).

Next Steps for Implementation

The Concourse Authority Transportation Improvement Plan outlines the steps to achieve implementation through October 2003:

1. Concourse Authority and Recreation and Park Commission approve the Final Golden Gate Park Bicycle Implementation Plan.
2. Concourse Authority authorizes staff, consultants, and SFBC to work with DPT, R/P to develop feasibility studies, preliminary engineering designs and cost estimates for selected improvements.
3. Compile a list of potential funding opportunities and funding cycles for grant applications.
4. Appropriate department with jurisdiction to complete grant applications with Concourse Authority, DPT, SFBC and R/P to fund and implement improvements in the Park; use private funds from Concourse Authority as matching money.
5. Continue Public outreach to provide information on implementation program and provide opportunities for further community input.
6. Concourse Authority consultants, working with R/P or DPW prepares Bid Package for initial improvements.

Funding Sources for Project Implementation



To date, all funding for the development of this Plan and for feasibility studies and public outreach has been funded with private MCCC funds. Implementation of the improvement measures will use a combination of private funds and public funds, drawing on the private funds to leverage matching public grant funds. Attached as Appendix A is a comprehensive list of potential funding sources prepared by the Rails to Trails Conservancy. Examples of funding sources for Golden Gate Park bicycle improvements include:

Department of Recreation and Parks – General Fund

- Capital Improvement Monies
- Maintenance Monies

Potential Grantors

- SFTCA, Transportation Funds for Clean Air
- Metropolitan Transportation Commission (MTC)

- [Transportation for Livable Communities \(TLC\) Capital Grants](#)
 CALTRANS Approved fiscal year 2002/2003 [Bicycle Transportation Account](#) (BTA) program projects
-  CALTRANS Now accepting applications for the 4th cycle of the [Safe Routes to School](#) (SR2S) program
 - State Coastal Commission
 - Regional trails opportunities
 - Park Bonds; State and City
 - TEA-21 reauthorization
 - Friends of Recreation and Parks
 - Private and corporate fund raising and endowments
 - NPS RTCA Program
 - [The Bicycle Transportation Account Program](#) funds local agency projects that improve safety and convenience for bicycle commuters. To participate, a city or county must have an adopted Bicycle Transportation Plan that addresses the elements described in Section 891.2 of the Streets and Highway Code. Applications are due December 1, 2003.

Report Preparers

This report was prepared by The Duffey Company (Marilyn Duffey-Project Manager, Andrea Lucas, Millie Santiago) for the Concourse Authority as part of Proposition J, Section 8 tasks under the TIP. Input from the Recreation and Park Department (Dan McKenna, Dan Mauer), the Department of Parking and Traffic Bicycle Program (Peter Tannen, Oliver Gajda), the San Francisco Bicycle Coalition (Leah Shahum, Joshua Hart), Doug Nelson (Royston, Hanamoto, Alley and Abbey), and Dick Tilles has been incorporated into the report.

Appendix A

2003 California Trail Funding Summary

Appendix B

Figures:

Bicycle Circulation Plan, Golden Gate Park Master Plan

8 Priority Bicycle Improvements: 2003-2004