



*Main Drive (JFK Drive) at Bowling Green Drive*

# Circulation

## Circulation Plan

The Circulation Plan proposes actions to implement Objective III — Park Circulation of the Golden Gate Park Master Plan. The plan has gone through a process of issue identification, policy development and definition of potential actions to implement the policies. The plan development effort included the participation of a transportation task force which provided a sounding board for plan proposals, public comment at several workshops, as well as the ideas of city staff from several departments and consultants. This circulation element is an update of the adopted 1985 Golden Gate Park Transportation Management Plan (environmental review #85.80E, June 7, 1985, Recreation and Park Commission Resolution #14048, July 18, 1985).

Circulation planning for Golden Gate Park has to balance conflicting needs and desires. The main forum for addressing these conflicts was the task force meetings. The meetings were structured around presentations of themes by staff and consultants, and discussion by task force members. Further comment on the direction of the Master Plan was provided at public workshops. The general public, including task force members, also had the opportunity to provide opinions through letters to staff and consultants.

The plan development process first focused on gaining consensus on objectives and policies. Once these were agreed on, specific actions to implement the policies were proposed and analyzed.

### Policy Development

In the policy development phase of the update, policies were reviewed first by the task force then again at public meetings. Draft objectives and policies were also discussed at public meetings. These objectives and policies formed the basis for defining particular actions to implement the policies.

The circulation objective provides the broad concept for the circulation policies. Its primary goal is to:

*"create and maintain a system of recreational pathways, trails, and roadways where the order of priority should be to accommodate pedestrians, bicycles, and vehicles for the purpose of enjoying the park."*

The policies provide more detailed ideas about each circulation component. Among the goals of the policies are the following:

- minimize the impact of motor vehicles on the park experience, and
- insure access to all, especially the mobility impaired, senior citizens, and families with children.
- address the need for access of all travel modes in the park, with priorities placed in the following order: 1) pedestrians, 2) bicycles, and 3) motor vehicles.

### Study of Potential Actions

Potential actions were identified through suggestions of the general public, the task force members, City staff, and the consultant team. The 1985 Transportation Management Plan also contained a variety of actions that had not yet been completed.

To ease the screening of potential actions, they were divided into categories, addressing:

- through traffic
- access and parking
- closures of roads to motor vehicles
- bicycle, pedestrian, and transit access

Proposed actions were evaluated by the consultant team, and presented to the task force for discussion. As a result of the discussions, several potential actions were removed from further consideration. The remainder were left for further evaluation. A comprehensive list of suggested actions that were developed during the planning process, along with the status of the actions in this plan, is available in a support document titled *Golden Gate Park Circulation Plan*.

### The Circulation Action Plan

The circulation action plan was developed through a joint effort of staff members from the Department of Recreation and Park, Department of Parking and Traffic, and Department of City Planning, the consultant team, the transportation task force, and through community meetings. It represents the best judgment of this group regard-

ing how to address the collective direction received at the numerous task force meetings and workshops, as well as the technical feasibility of potential changes. The circulation plan identifies recommended improvements to implement the policies for pedestrian, bicycle, and vehicle circulation. The draft plan seeks to implement the circulation Objectives and Policies, and strives to achieve balance between the following goals:

- to reduce the impacts of motor vehicles, particularly those that are using the park as an east-west through route or for parking only,
- to improve access by people coming to the park for recreational purposes, and to improve access by modes such as pedestrians, bicycles, and transit,
- to improve accessibility to park features for all, including seniors, persons with disabilities, and families with young children.

The Circulation Action Plan contains three maps: Major Roadway Modifications (Figure 5-1a); Other Actions (Figure 5-1b); and the Bicycle Circulation Plan (Figure 5-1c). These maps identify actions that are recommended for implementation in the near future. These actions are a part of the Master Plan and will undergo environmental review. The map entitled Ideas for Future Consideration (Figure 5-2) identifies actions that may be feasible in the future and require further study. These actions are ideas to carry forward, but are not officially included in the Master Plan, and will undergo environmental review at a future time if and when they are recommended for implementation. Following is a summary of

the major actions. A complete listing of proposed actions is shown on Figures 5-1a, 5-1b, and 5-1c.

### Roadway Closures and Modifications

Policy IIIF of the Objectives and Policies calls for the closure of park roadways that are not required for access to park facilities and are not part of the designated throughway system. Roadways that are closed to motor vehicles will remain open for pedestrian and bicycle circulation. Where appropriate, asphalt may be removed to narrow roadways. There are approximately 15 miles of existing roadways. The proposed road closures comprise less than one-half mile in length, leaving 95% of the existing roads open. The existing and proposed roadway systems are shown on Figure 5-3. The following roadways within Golden Gate Park are proposed for closure to motor vehicles:

- Waller Street
- a portion of Arguello Street (south)
- the 7th Avenue entrance from Lincoln Way
- a portion of Middle Drive West (between Overlook Drive and Metson Lake)
- Bernice Rodgers Way, formerly South Fork (between MLK Drive and JFK Drive)
- a portion of 47th Avenue (between JFK Drive and the golf course).

The following roadways are proposed for modifications:

- conversion of the 30th Avenue entrance (at Fulton Street) from two-way to one-way into the park

- conversion of the 36th Avenue entrance (at Fulton Street) from two-way to one-way out of the park.

#### *Weekend and Holiday Roadway Closures*

Current weekend and holiday road closures, which will be maintained, include the following:

- JFK Drive, from Kezar Drive to Transverse Drive is closed on Sundays and holidays. (See Figure 5-4)
- Middle Drive West is closed on Saturdays.

#### *Traffic Calming Measures*

The following traffic calming measures are proposed to reduce traffic speeds and volumes within the park:

- Create a "T" intersection at the junction of Kezar Drive and JFK Drive. Over 12,000 square feet of unnecessary asphalt will be removed to create a more appropriate landscaped park entry. The existing condition has two lanes of traffic entering the park from Fell Street, which then narrow to one lane near Conservatory Drive East. The proposed plan (see Figure 5-5) will move the lane reduction east of Stanyan Street. Vehicles entering the park will slow to turn the corner into JFK Drive. Excess asphalt can be removed and replaced with landscaping. Existing bicycle and pedestrian circulation through the intersection will be improved to enhance safety.

- Create landscape extensions in the parking lanes on JFK Drive between Kezar Drive and the Rose Garden. The excessive width of JFK Drive is conducive to higher speeds and passing of cars in the parking lane. The 8-foot wide extensions (see Figure 5-6) would define the parking lane and the single 16-foot travel lanes in each direction. Bicycle and pedestrian safety will benefit by reduced vehicle speeds and better definition between parking lane and roadway. The extensions will occur at corners, crosswalks, and other locations.

#### *Commuter Parking Restrictions*

There is significant amounts of parking by commuters in some areas of the eastern park. The existing regulation of no parking before 9:00 AM on MLK Drive has not been effective in preventing commuter parking. Therefore, 3- and 4-hour parking limits are proposed in the eastern park (see Figure 5-7), with 4-hour limits near the museums and 3-hour limits on Conservatory Drive, Bowling Green Drive, Kezar Drive, MLK Drive from 9th Ave. to Kezar Drive, and JFK Drive from Bowling Green Drive to Kezar Drive.

These restrictions will limit commuter parking and improve access and parking availability for park users. In implementing these regulation, consideration will be made for volunteers and employees of park institutions.

#### **Items Deferred for Future Study**

Some proposed actions were deferred from the Circulation Action Plan for possible future study. Deferred circulation proposals may be reviewed and approved for implementation on a case by case basis. Actions in the Music Concourse have been deferred pending actions to be taken by the Golden Gate Park Concourse Authority. Circulation items deferred for future possible study include:

- Closure of Conservatory Drive East
- Improvements to better manage the flow of traffic through the Stanyan/Fulton intersection (Figure 5-8).
- Traffic calming measures on Tea Garden Drive.

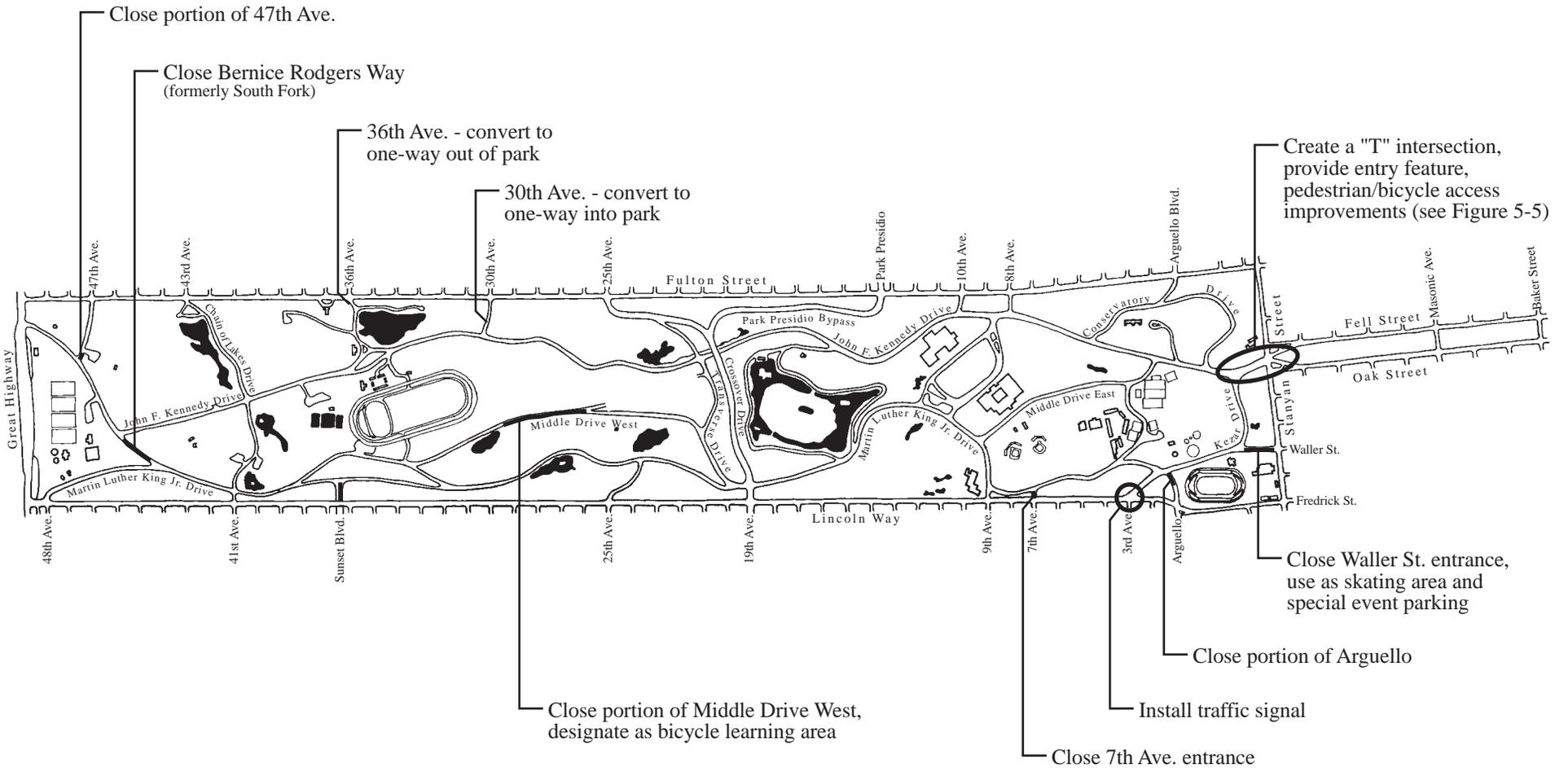
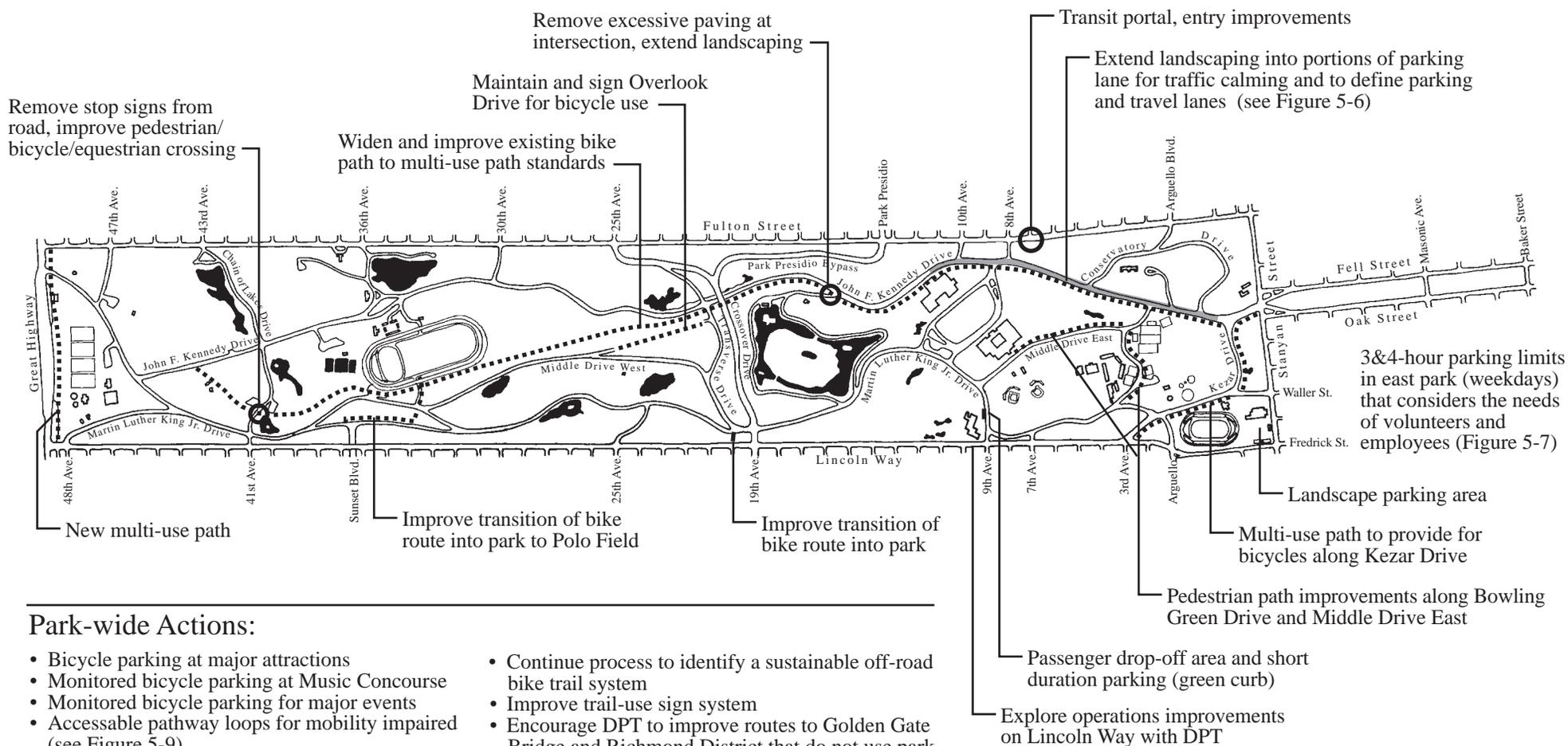


Figure 5-1a  
**Circulation Action Plan**  
**Adopted Roadway Modifications**

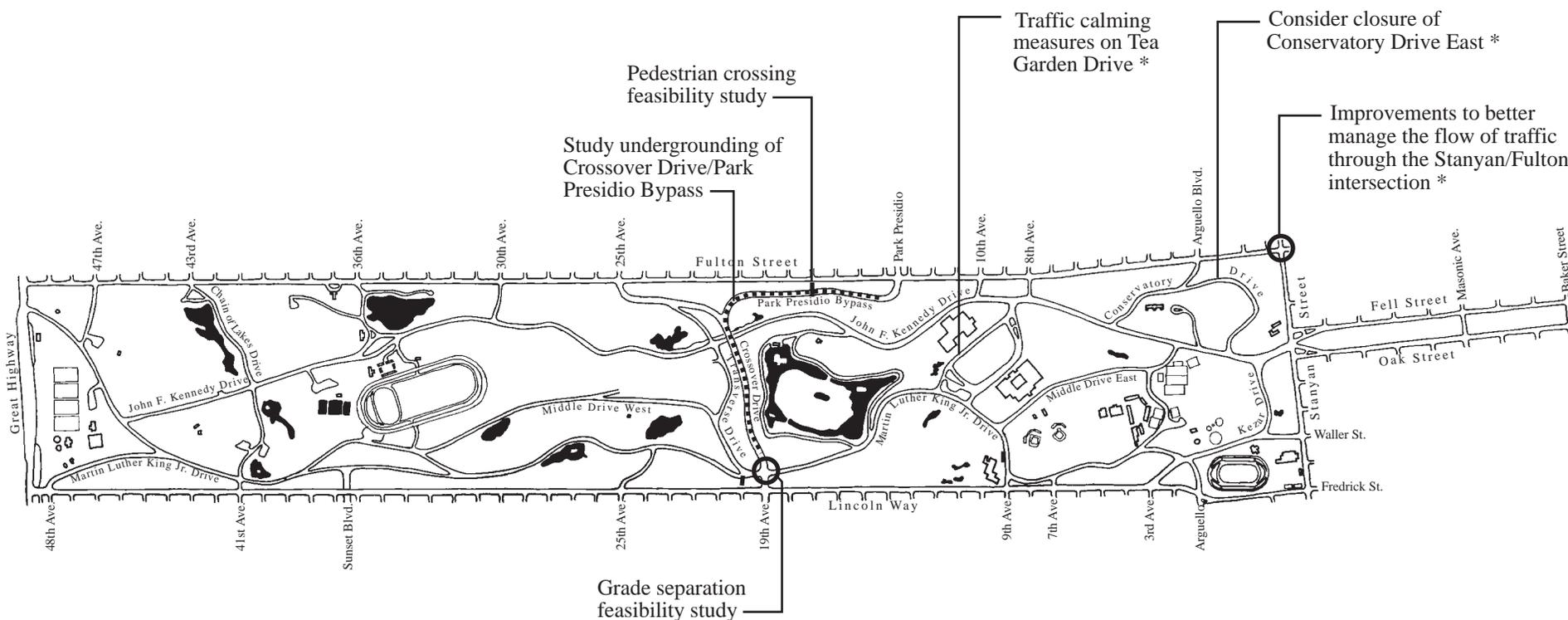


**Park-wide Actions:**

- Bicycle parking at major attractions
- Monitored bicycle parking at Music Concourse
- Monitored bicycle parking for major events
- Accessible pathway loops for mobility impaired (see Figure 5-9)
- Explore transit improvements with MUNI
- Wayfinding/directional sign survey and plan
- Actively pursue demonstration shuttle program
- Support neighborhood permit parking
- Continue the current Sunday/holiday closing of Kennedy and Conservatory drives
- Continue the current Saturday closing of Middle Drive West
- Provide temporary directional signs to Concourse institutions when roads are closed to motor vehicles
- Encourage parking and traffic regulation enforcement
- Continue process to identify a sustainable off-road bike trail system
- Improve trail-use sign system
- Encourage DPT to improve routes to Golden Gate Bridge and Richmond District that do not use park roads
- Test the use of permanent control devices for weekend street closures
- Explore pay parking on Kezar Drive
- Review the use of stop signs in park
- Develop program to discourage single-occupant auto use by park employees, volunteers, and concessionaire employees
- Develop a parking management plan for Concourse institutions and park employees that considers the needs of volunteers and employees and discourages single-occupant auto use

Figure 5-1b  
**Circulation Action Plan  
 Other Actions**





### Park-wide Actions:

- Consider additional actions to minimize impact of motor vehicles
- Study additional closures of roads to motor vehicles, including Stow Lake Drive, 10th Ave.
- Explore extension of streetcars to Golden Gate Park such as extension of the Historic F-Line, connecting Fisherman's Wharf, Market Street and Golden Gate Park
- Explore additional grade separations or undergrounding of park roadways

These actions are not part of the circulation action plan. They are actions that may be considered appropriate in the future. Additional study would be required as well as separate environmental clearance.

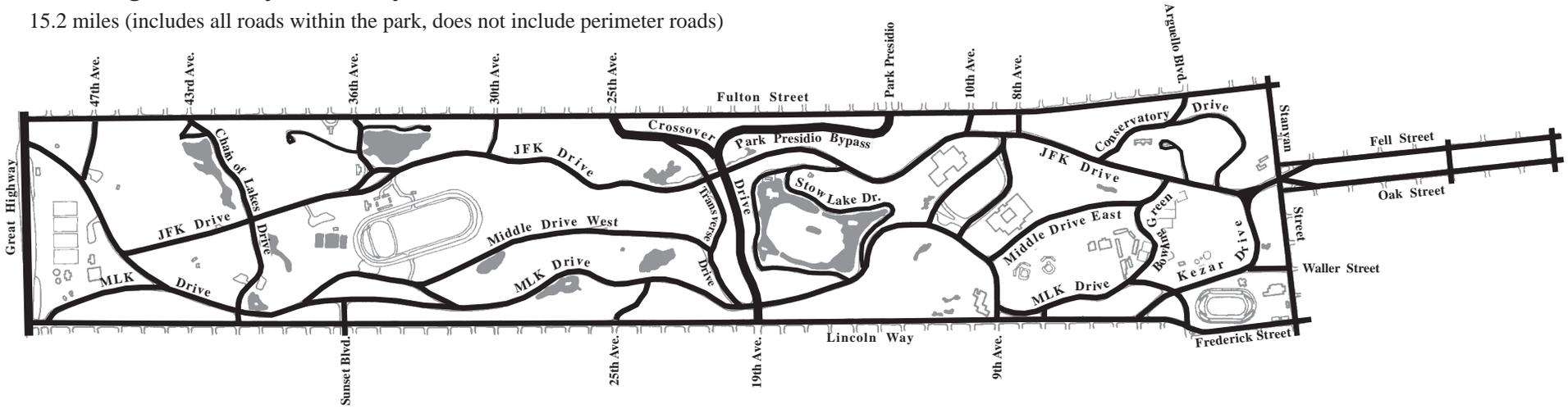
\* Items marked with an asterisk(\*) were reviewed in the EIR, but were deferred for possible future study by the Recreation and Park Commission (Resolution 9810-141)

Figure 5-2

## Circulation Actions for Future Consideration

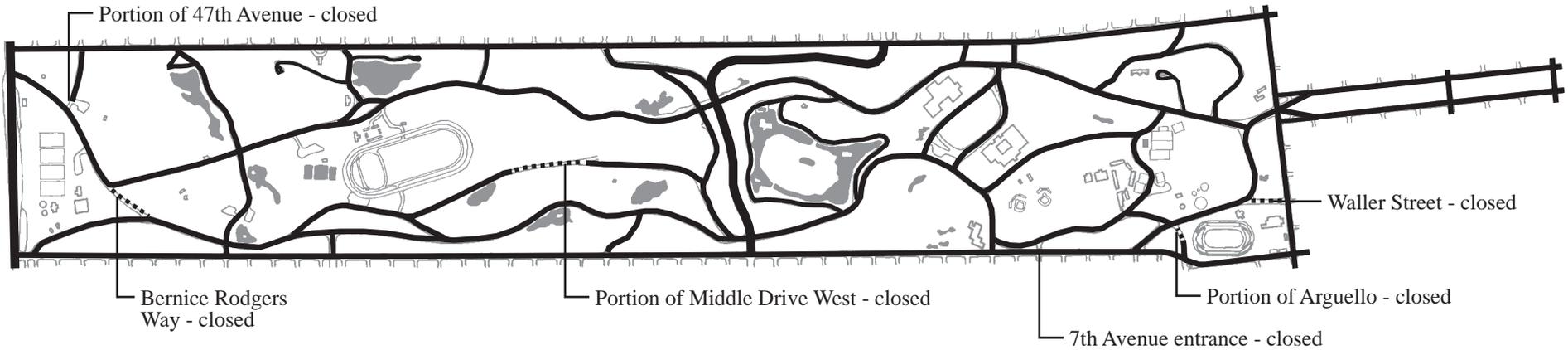
## Existing Weekday Road System

15.2 miles (includes all roads within the park, does not include perimeter roads)



## Proposed Weekday Road System

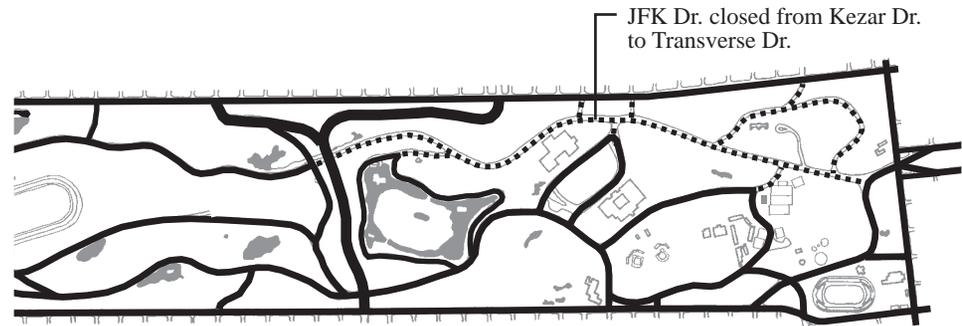
14.5 miles (95% of existing system)



- Roads open to motor vehicles
- - - Roads closed to motor vehicles

Figure 5-3  
Weekday Road System

Existing Sunday/Holiday Road System  
(no changes proposed)



- Roads open to motor vehicles
- ..... Roads closed to motor vehicles

Figure 5-4

### Sunday/Holiday Road Sy

Figure 5-4

### Sunday/Holiday Road System

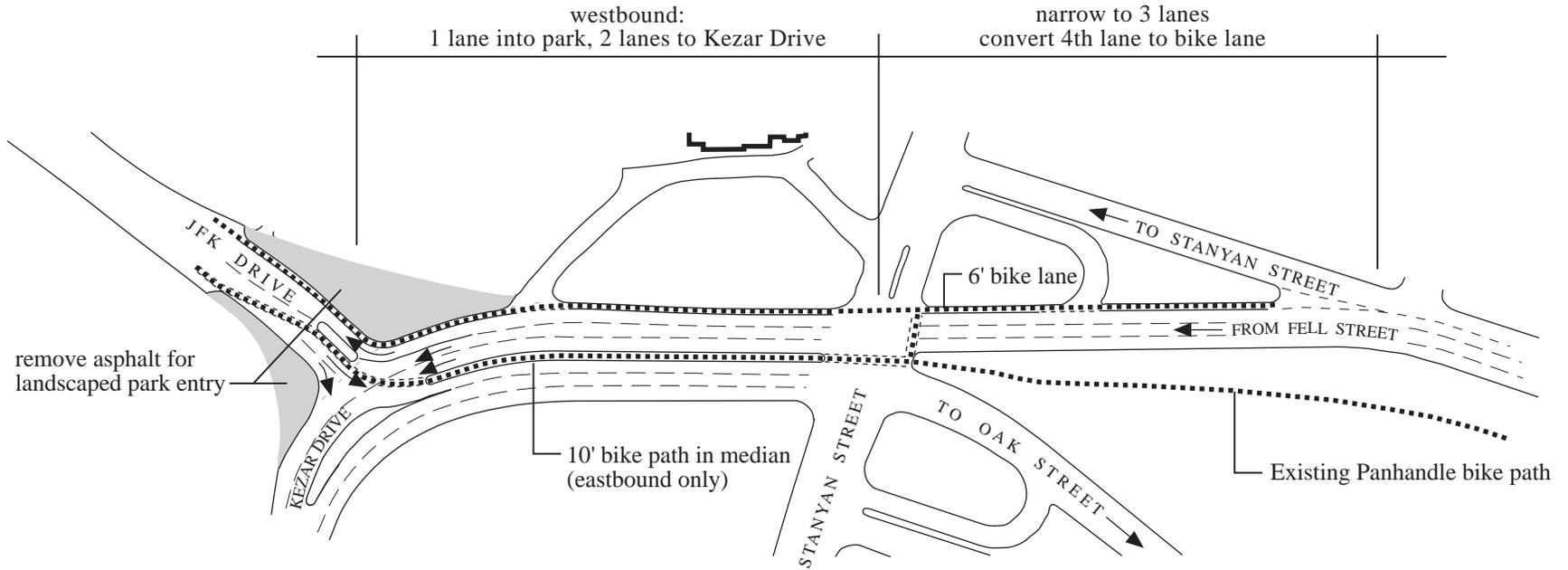
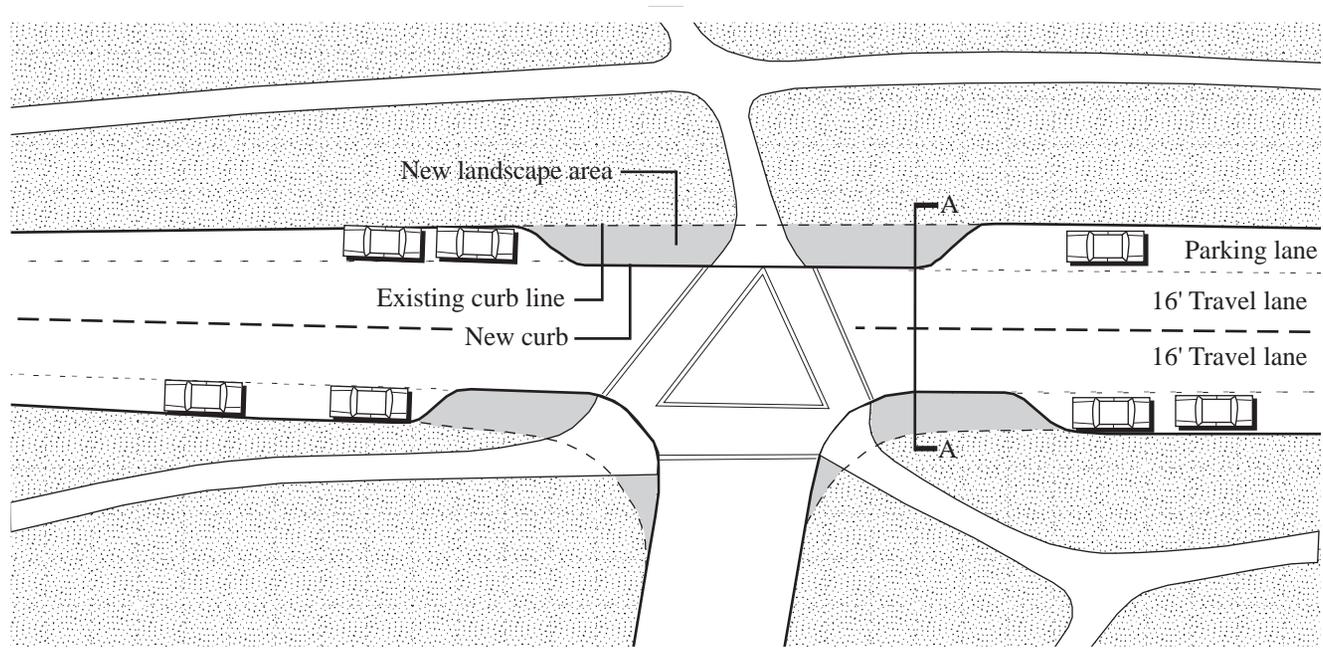
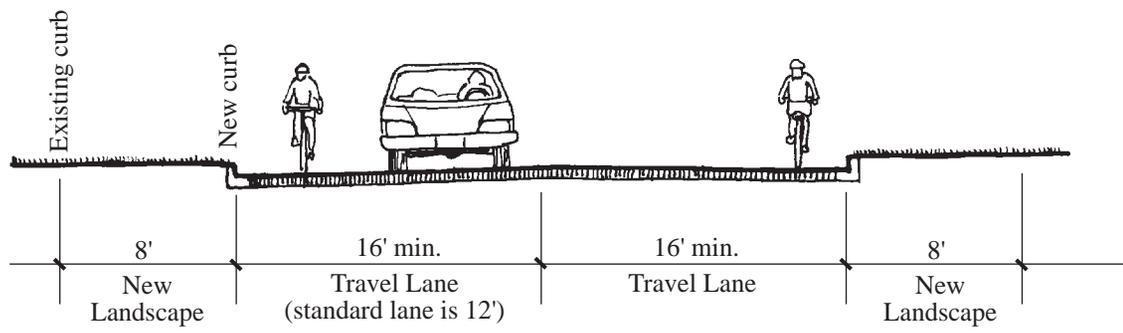


Figure 5-5  
Kezar Drive/JFK Drive Entry  
Proposed Traffic Changes

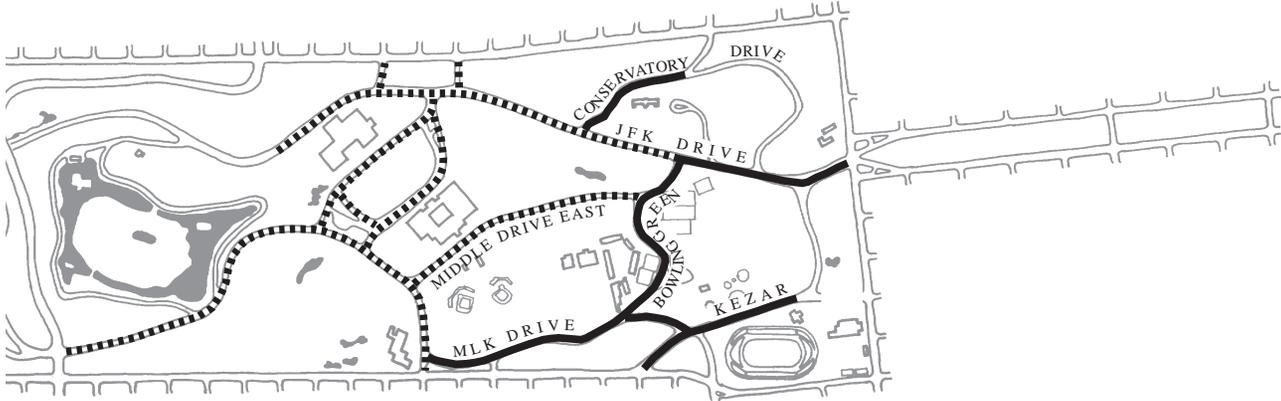


Plan View  
1" = 50'



Section A-A  
1" = 10'

Figure 5-6  
Typical Landscape Extension



**Legend**

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———— 3-hour limit  
- - - - - 4-hour limit

Figure 5-7  
3- & 4-Hour Parking Limits

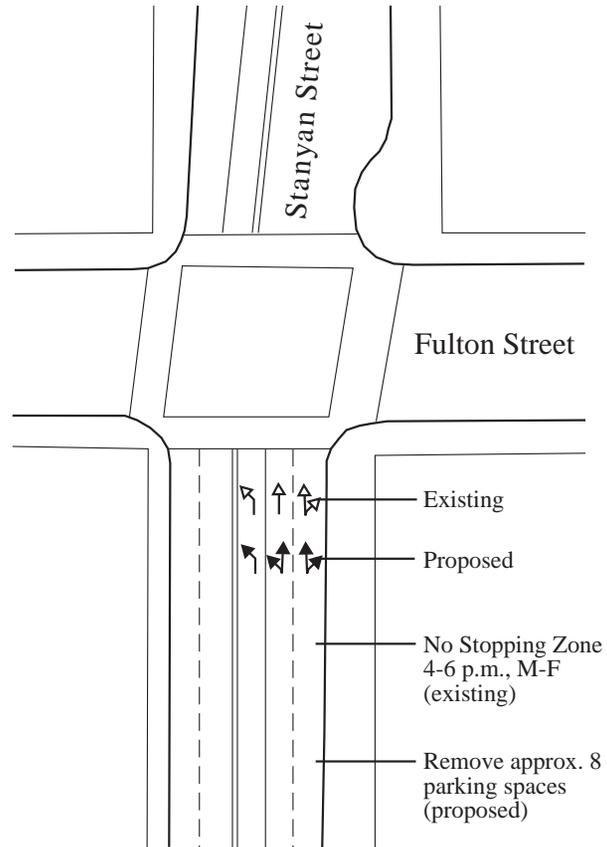


Figure 5-8  
Stanyan/Fulton Intersection

## Accessibility

The federal Americans with Disabilities Act (ADA) has mandated guidelines and timetables for improving the accessibility of public facilities. In 1993 the Recreation and Park Department formed an ADA Task Force to establish a plan to bring Golden Gate Park facilities into conformance with accessibility regulations. The Task Force has expanded upon accessibility planning and implementation that was begun in 1989. The primary goal of the ADA Task Force was to develop a transition plan that included a list of specific projects, with costs and priorities. The plan is intended to guide spending of the funds available from the 1992 Golden Gate Park Infrastructure Bond.

The ADA Task Force developed the following general policies regarding accessibility:

- Hazardous conditions will be corrected.
- All restrooms in Golden Gate Park will be brought into compliance with ADA.
- An accessible pedestrian loop system will be developed with loops of varying lengths that connect park facilities.
- Accessible street parking will be provided adjacent to facilities that do not have parking lots associated with them. Accessible parking, whether in a lot or on the street, should be brought into compliance with ADA, and City and County of San Francisco standards including path of travel to the facility.
- Accessible park entrances will be developed in association with existing and future accessible transit stops.
- Major facilities, which are complex, attract large numbers of visitors, and include several activities, will be designated as “special study areas.” The special study areas will be looked at as a whole in relationship to parking, pedestrian connections, accessible pedestrian loops, public transit, and path of travel.
- Accessibility projects will be undertaken in conjunction with other projects funded by the 1992 Golden Gate Park Infrastructure Bond. Whenever possible, projects should be grouped together to maximize economy of scale.
- Accessibility projects will include an examination of path of travel from parking and public transit, as well as an examination of appropriate signs.
- A coordinated sign system should be developed for Golden Gate Park that meets accessibility guidelines.
- Standard details should be developed to ensure consistent solutions to common problems such as pathways, curb cuts, and restrooms.
- Facilities and programs in Golden Gate Park which have large numbers of visitors or are unique will be given a high priority.

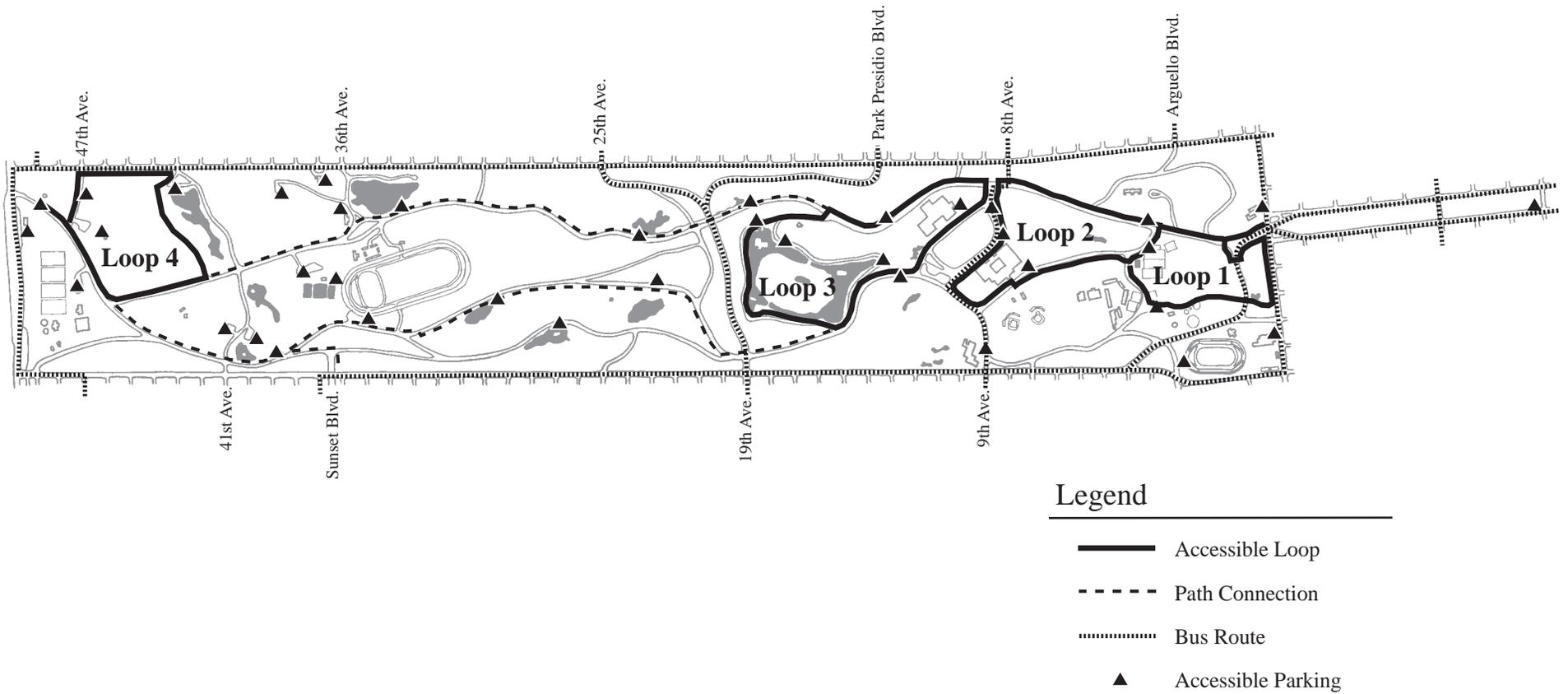


Figure 5-9

## Accessible Circulation and Parking

## Pedestrian Circulation

Golden Gate Park was created to be the perfect place for walking out of doors in an attractive setting. There are numerous paved pedestrian paths, both adjacent to roadways and separate from them. There are also many unpaved trails throughout the park. The park is generally well served by walkways, but there are some deficiencies which are listed below. Efforts should be made to encourage walking and to protect the high quality experience. The pedestrian circulation policy from the Golden Gate Park Objectives and Policies states the following:

*“Provide an accessible pedestrian circulation system that promotes safe and enjoyable pedestrian activities.”*

### Recommendations

- All park features and corridors should have adequate paths for safe and convenient pedestrian circulation. Publicize the walkway system through appropriate signs, maps at entrances, and a park walking brochure with a map.
- Selected walkways will be improved to provide access to park features and facilities as required by accessibility codes and regulations.
- Pathway maintenance should occur more regularly, becoming a regular part of gardeners’ responsibilities. Proper maintenance levels may require additional staff.
- Continuous pedestrian paths should be provided where they are absent:
  - access to McLaren Lodge
  - path along Conservatory Drive East
  - path along Bowling Green Drive
  - path along Middle Drive East
- Night lighting is recommended to improve safety along pedestrian access routes to night use areas from pedestrian entrances, MUNI transit stops, and parking areas (see proposed night lighting plan).
- Increase enforcement of vehicle speed limits and yielding at crosswalks.
- Some paths are multiple-use paths that permit bicycles, roller skaters, and pedestrians. The paths designated for multiple-use should be upgraded with an 8' or 10' width of asphalt, and 2'-4' wide granular pedestrian surfaces on one or both sides. Granular shoulder may be deleted in steep sections where material is subject to erosion or in areas of heavy pedestrian travel.

## Bicycle Circulation

Bicycling is one of the primary ways that people enjoy the park. Cyclists are attracted to the park's landscape, its curving roads and paths, and the opportunity to avoid the normal traffic of city streets. Bicyclists experience the park as it was designed—by traveling through it and experiencing the changing vistas afforded by the curving drives, forests, and meadows. The park serves as a primary transportation route for bicyclists in the western part of the city. Efforts should be made to encourage bicycling and to protect the high quality bicycling experience. Bicyclists should also be encouraged to respect other park users and obey regulations pertaining to bicycling. The bicycle circulation plan recognizes that there are several types of bicyclists, each with differing needs. The plan attempts to provide opportunities for cyclists of all abilities. The bicycle circulation policy from the Golden Gate Park Objectives and Policies states the following:

*“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.”*

### Recommendations

- Organize the park's bikeway system into a cohesive network of bike routes and paths. Publicize the bikeway system through appropriate signs, maps at entrances, and a park bicycling brochure with a map.
- Roads that are particularly good for bicy-

cling should be designated and signed as bike routes (Class III bikeway). Generally, the designated bike routes are ones that have sufficient roadway space for bicycles, or make important connections in the bikeway system. The purpose of these is to guide bicyclists that are not familiar with the park. There should be no restriction to bicycles on roads that are not designated as bike routes.

- A system of off-street bike paths (Class I, multiple-use paths) should provide an alternative for bicyclists who prefer to ride separate from traffic. There is a basic system existing, however most of the paths are poorly designed or are in bad condition. Since bike paths are also used by pedestrians, they are essentially multiple-use paths, and should be designed as such. All paths designated as multiple-use bike paths should be upgraded with an 8' or 10' width of asphalt, and 2'-4' wide granular pedestrian surfaces on one or both sides. In areas of heavy pedestrian travel, the granular surface may be deleted and the total asphalt width increased to 12'.

The system consists of a primary east-west path, running from the panhandle to the Great Highway. This existing path needs upgrading, including widening and resurfacing most of the path, improving clearances, and adding striping and signs to warn pedestrians and bicyclists. Additional bike paths are proposed to provide important connections (see Bicycle Circulation Plan, Figure 5-1c).

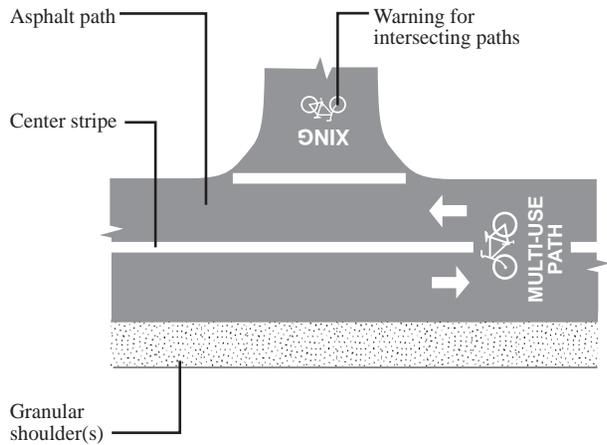
- The bikeway system should provide good connections to, and be a part of, the city-wide

bikeway system. Connections between the park and the Panhandle path, and the Great Highway path should be improved for convenience and safety.

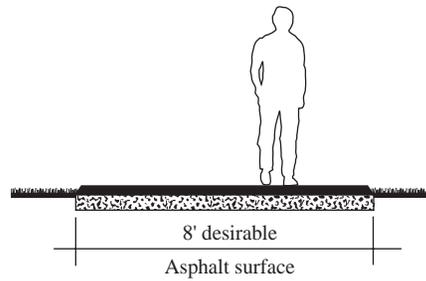
- When modifications are made to park roads, the minimum travel lane width should be 16' (12' plus 4' for bikes).
- A portion of Middle Drive West is proposed to be closed to vehicles, and to become a designated bicycle learning area where parents can bring children to learn bicycle riding skills in a safe area. The area should be designated with signs and identified on park maps.
- Bicycle parking should be provided at major park attractions.
- Secure, monitored bicycle parking is proposed for the Music Concourse. It is to be located in a portion of the bus parking lot, which has a full-time attendant.
- Bicycle information and regulations should be posted at all park entries, consistent with the proposed entry sign system.
- Night lighting is recommended to improve safety along major bicycle commuter routes, at intersections, and along routes to night use areas (see proposed night lighting plan).

Figure 5-10

# Hierarchy of Paved Paths

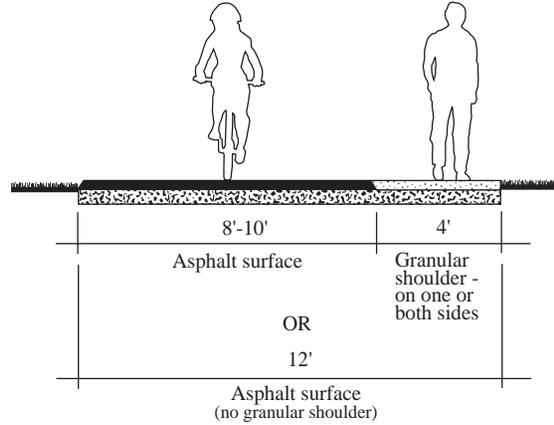


Plan view of Multi-use Path



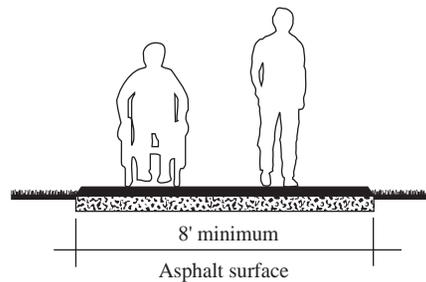
## Type 1 - Pedestrian Path

Users: pedestrians, service vehicles  
Width: 8' asphalt (desirable width)



## Type 2 - Multi-use Path

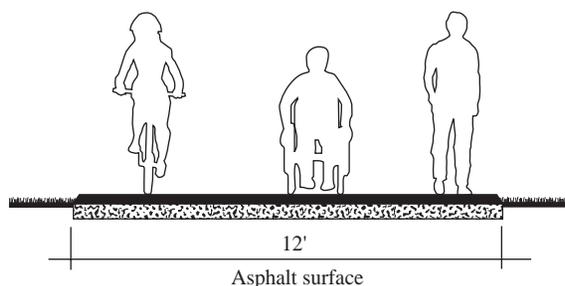
Users: pedestrians, bicyclists, service vehicles  
Width: 8'-10' asphalt (or 12' where granular shoulder is deleted)  
2'-4' granular shoulders (red rock, quarry fines, or similar material), may be deleted in steep terrain where material is subject to erosion



## Type 3 - Accessible Loop Path

Users: pedestrians, disabled users, service vehicles  
Width: 8' asphalt (minimum width)  
Slope: desired: less than 1' in 20' (5%)  
maximum: 1' in 12' (8.3%) with handrails and landings for every 30" of rise

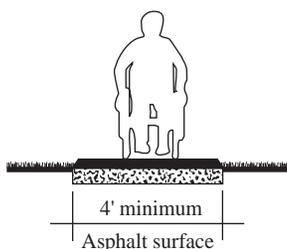




### Type 4 - Accessible Multi-use Path

This path type will generally only occur at road intersections where bicycles and accessible paths coincide.

- Users: all types, service vehicles
- Width: 12' asphalt
- Slope: desired: less than 1' in 20' (5%)  
maximum: 1' in 12' (8.3%) with handrails and landings for every 30" of rise



### Type 5 - Minimum Accessible Path of Travel

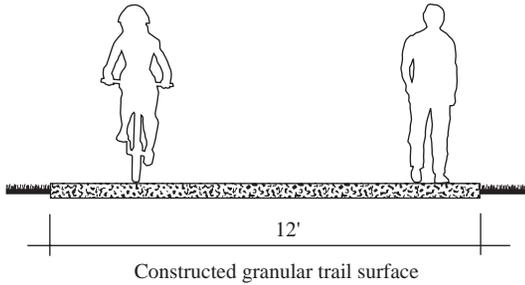
- Users: pedestrians, disabled users
- Width: 4' firm, nonslip surface\* (minimum width with wider pull outs)
- Slope: desired: less than 1' in 20' (5%)  
maximum: 1' in 12' (8.3%) with handrails and landings for every 30" of rise



\* Firm, nonslip surface can be asphalt, or quarry fines aggregate, decomposed granite, or other granular material (3/8" to dust). Soil hardener may be used with granular materials or native soil to achieve desired surface.

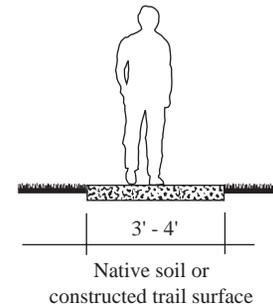
Figure 5-11

# Hierarchy of Trails



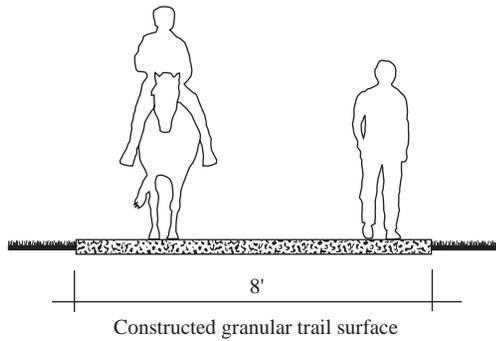
## Service Road/Multiple-use Trail

Users: pedestrians, bicyclists, service vehicles  
 Width: 12' constructed trail surface, aggregate with quarry fines



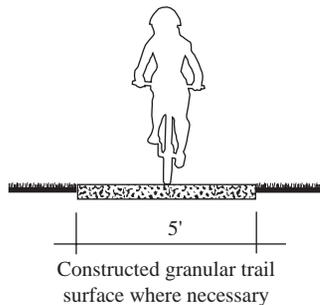
## Minor Trail

Users: pedestrians  
 Width: 3' native soil or 4' constructed trail surface (quarry fines)



## Equestrian/Pedestrian Trail

Users: equestrians, pedestrians  
 Width: 8' constructed trail surface, aggregate with quarry fines or native soil



## Bicycle/Pedestrian Trail

Users: bicyclists, pedestrians  
 Width: 5' constructed trail surface, aggregate with quarry fines or native soil

