THIS PRINT COVERS CALENDAR ITEM NO.: 4a & 4b

SAN FRANCISCO MUNICIPAL TRANSPORTATION AGENCY
AND
RECREATION AND PARKS DEPARTMENT

DIVISION: Streets

BRIEF DESCRIPTION:
Adopting a Resolution to urge the Board of Supervisors to adopt the Golden Gate Park Access and Safety Program, which includes restricting private vehicles on street segments in Golden Gate Park including on JFK Drive to implement slow streets, creating new bicycle facilities, making certain streets segments one-way and making additional policy improvements associated with improving Park accessibility, equity, and mobility.

SUMMARY:
- The Golden Gate Park Access and Safety Program proposes to restrict private vehicles on 3 miles of roadway in Golden Gate Park in addition to other traffic and parking modifications to enhance the park experience and to improve safety and comfort for vulnerable street users. These streets have been closed to private vehicles during the COVID pandemic to create a safe space for recreation and essential trips.
- These proposals are supported by policy and program recommendations to improve accessibility, equity, and mobility in and to Golden Gate Park.
- The proposed program was developed with broad, multi-lingual and multi-faceted stakeholder outreach citywide, with over 10,000 San Franciscans directly engaged in the program between December 2020 and February 2022.
- SFMTA and Rec Park staff recommend that the Recreation and Park Commission and SFMTA Board of Directors adopt a Resolution of Support encouraging the San Francisco Board of Supervisors to adopt the proposed program. The Board of Supervisors action would be the Approval Action for the program for purposes of Chapter 31 under the California Environmental Quality Act.

ENCLOSURES:
1. SFMTA Board Resolution
2. Recreation and Park Commission Resolution

APPROVALS:		**DATE**
DIRECTOR		March 7, 2022
SECRETARY		March 7, 2022

ASSIGNED SFMTAB CALENDAR DATE: March 10, 2022

PURPOSE

Adopting a Resolution to urge the Board of Supervisors to adopt the Golden Gate Park Access and Safety Program, which includes restricting private vehicles on street segments in Golden Gate Park including on JFK Drive to implement slow streets, creating new bicycle facilities, making certain streets segments one-way and making additional policy improvements associated with improving Park accessibility, equity, and mobility.

RELEVANT GUIDING DOCUMENTS

The Golden Gate Park Access and Safety Program (the Program) would be consistent with the following City Plans and Policies, including implementing the Transportation Element of the City's General Plan.

Recreation and Park Department's Strategic Plan: *consistent with 4 objectives in 2 strategies*: Inspire Place with clean and fun parks that promote our parks' historic and cultural resources and increase pedestrian and bike safety in Golden Gate Park; Inspire Play to promote active living and the safety, health and well-being of our youth and seniors.

San Francisco Municipal Transportation Agency's Strategic Plan: *consistent with 2 goals:* Make streets safer for everyone, and eliminate pollution and greenhouse gas emissions by increasing use of transit, walking, and bicycling.

Transit First Policy: *consistent with 6 objectives, especially 3, 5, & 6*: To encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and strive to reduce traffic and improve public health and safety; enhance pedestrian areas to improve the safety and comfort of pedestrians and to encourage travel by foot; and promote bicycling by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.

San Francisco General Plan – Transportation & Open Space Elements: *consistent with and implements the Transportation Element Policies 1.6 and 18.5 and the Recreation and Open Space Element Policy 3.4 in the General Plan*: Giving walking and biking priority in parks, on trails and in other recreational areas, and where the enjoyment of slow movement and the preservation of the natural environment would be severely compromised by automobile traffic; Mitigate and reduce the impacts of automobile traffic in and around parks and along shoreline recreation areas; and Encourage non-auto modes of transportation – transit, bicycle and pedestrian access—to and from open spaces while reducing automobile traffic and parking in public open spaces.

Golden Gate Park Master Plan: *consistent with Objective III: minimizing motor vehicle traffic in parks*. The Master Plan calls to reduce park automobile traffic and dependency on the private automobile as the primary mode of internal circulation, and identifies restricting non-park motor traffic to improve the park experience.

Vision Zero Strategy: *consistent with the Safe Streets Action* to expand active transportation network for biking and walking, including low-car and car-free streets, Slow Streets, and protected bike lanes

Climate Action Plan: *consistent with the Transportation and Land Use Sector*, with a goal of achieving 80% of trips in San Francisco to be taken by low-carbon modes such as walking, biking, transit, and shared electric vehicles by 2030.

Golden Gate Park Revitalization Act of 1998 (Proposition J): The "principal purposes" of Proposition J were to (1) create a pedestrian oasis in the Music Concourse area of the area situated between the de Young Museum and the Academy of Sciences, and (2) take steps to reduce the impact of automobiles in the Park while still providing long-term assurance of safe, reliable and convenient areas for visitors to the Park, including its cultural institutions.

Golden Gate Park Music Concourse - Surface Circulation Plan: consistent with BOS Resolution No. 603-05, which approved a Surface Circulation Plan for the Music Concourse that prohibits the use of the Music Concourse for cut-through automobile traffic as recommended by Concourse Authority Resolution 05-001 and Recreation and Park Commission Resolution No. 0506-010, and which found that the Surface Circulation Plan was consistent with the Golden Gate Park Revitalization Act of 1998 (Proposition J, 1998), the Golden Gate Park Master Plan, and the Music Concourse Special Area Plan.

Creation of a "Beach to Bay" Car-Free Connection and Equitable Access to Golden Gate Park: consistent with BOS Resolution No. 442-21, which called for the creation of a "Beach to Bay" car-free connection and urging the Recreation and Park Department and San Francisco Municipal Transportation Agency to improve park accessibility and create equitable access to Golden Gate Park.

DESCRIPTION

Program Background

On April 28, 2020, in response to the COVID-19 emergency, the San Francisco Recreation and Park Department (RPD), in partnership with the San Francisco Municipal Transportation Agency (SFMTA), established a cross-park route for bicycle and pedestrian activity in Golden Gate Park ("the Park" or GGP) that restricted private vehicles on certain street segments across the Park, with exceptions primarily for institutional deliveries, park vehicles, emergency response, Muni and paratransit. The coordinated set of restricted streets created a daily, full-time, car-free route from Kezar Drive to Lincoln Way, more than 3 miles in length.

RPD closed the streets to private motor vehicles as a temporary measure to protect public safety during the pandemic, including to reduce the spread of COVID-19, to provide locations for safe, outdoor recreation, and to ensure the safety and protection of people using the streets. These vehicle-restricted streets were built on decades of temporary vehicle restrictions- including more than 50 years of Sunday car-free JFK Drive east of Transverse, Healthy Saturdays since 2007,

and dozens of annual events that close streets for Park programming- and permanent vehicle restrictions on street segments in the Park, such as Overlook Drive and segments of Middle Drive. It also follows on multiple traffic safety improvement initiatives to reduce severe injuries and collisions for people walking and biking, including parking-protected bicycle facilities on JFK Drive and traffic calming devices Park-wide.

The program area extends throughout the Golden Gate Park, from JFK Drive at Kezar Drive to the intersection of Martin Luther King Jr. (MLK) Drive and Lincoln Way. All the roads within the Park are under the jurisdiction of RPD except for Crossover Drive/ Highway 1, which is controlled by Caltrans.

Of the street segments closed to private vehicles for social distancing, JFK Drive between Nancy Pelosi and 8th Avenue previously carried the heaviest traffic loads, estimated at 13,200 vehicles daily based on traffic counts prior to March 2020 (Figure 1).

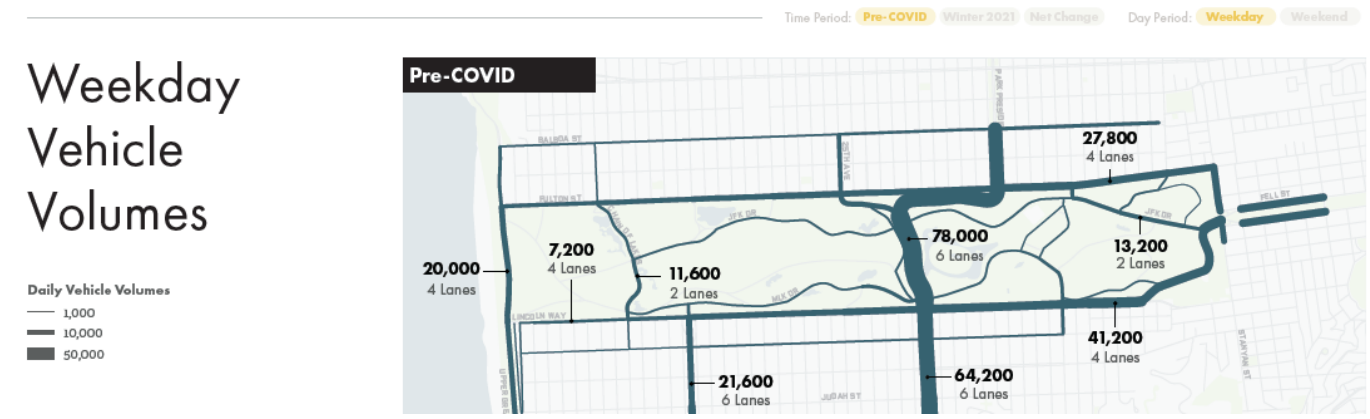

Figure 1 Pre-Covid Weekday Vehicle Volumes in Golden Gate Park

People driving to the Golden Gate Park access the Park from the following entrances: JFK Drive/ Kezar Way, Arguello Boulevard, 8th Avenue at Fulton Street, 10th Avenue at Fulton Street (garage entrance), 7th Avenue at Lincoln Way, 9th Avenue at Lincoln Way, or along multiple access points on Fulton Street or Lincoln Way west of Crossover Drive. Pre-COVID, 75% of the vehicles on JFK Drive neither started nor stopped in the park, indicating that they were using the park road for driving purposes, not for park access. Some vehicles used JFK Drive and Nancy Pelosi Drive as a north-south route in addition to some east-west traffic that used 8th Avenue and JFK Drive to access the Fell and Oak streets couplet.

Almost seven million walking, rolling, biking, and strolling trips were made on car-free JFK Drive from April 2020 to September 2021, a 36% daily increase in park trips compared to pre-COVID.

In the five years preceding Covid there were more than 100 injury collisions involving people walking and biking in Golden Gate Park. 36 occurred on the current car-free alignment; 26 at entries to a car-free street and 42 on other park streets.

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Program Goals

The scope of GGP Access and Safety Improvements Program encompasses proposed vehicle restrictions to specific street segments in the Park, policy changes, on-going transportation improvements, an equity study and coordination and planning efforts to serve the needs of the RPD, the city, and the region.

The program includes the following goals for post-pandemic engineering and policy interventions:

- *Enhance the park experience for all users*: Park streets should be utilized for park purposes; vehicle trips within the park that have no park purpose (i.e. cut-through traffic) degrade the park experience for all users and pose a substantial traffic safety risk. Alternatives should deter the re-introduction of cut-through traffic and be cognizant of negative impacts on key park destinations and stakeholders.
- *Enhance traffic safety for all park users*: JFK Drive was on the High-Injury Network prior to its closure due to the high number of vehicle collisions with bicyclists and pedestrians. Alternatives should enhance traffic safety above and beyond pre-COVID conditions.
- *Ensure accessibility for all park users* – Stakeholder groups such as seniors and members of the disability community have specific access needs for park destinations. There are a broad range of ongoing policy and programming efforts to improve access for these groups in the park, and any alternative needs to demonstrably meet the needs of these park users.
- *Ensure equitable access for all San Franciscans to Golden Gate Park:* Alternatives should improve access to the Park for all users, especially under-represented populations from equity priority communities. This can be through improving travel times, reducing price barriers or creating specific programs that make under-represented populations welcome in the Park.
- *Support Park institutions* - The Park is home to many beloved institutions with a myriad of logistical, staffing, and access needs. Alternatives should be evaluated for impact on the critical functions of park institutions, including loading and deliveries.
- *Ensure functional and legible use of park streets* –Proposed alignment alternatives must be easily legible to an occasional park user and intuitively guide people to key destinations. Alignments with complex or counter-intuitive layouts should be discouraged.

PROGRAM ELEMENTS

The Golden Gate Park Access and Safety Program proposes to enhance the Park experience and improve safety for people walking and bicycling in Golden Gate Park. The program proposes to restrict private vehicles on approximately 3 miles of streets and street segments, establish two street segments as one-way, and install two new protected bicycle facilities in the Park.

Streets with Restrictions for Private Vehicles

The program proposes restricting private motor vehicle access on 3 miles of streets and street segments in Golden Gate Park to improve bicycle and pedestrian safety and to enhance the park experience for all users (Figure 2).

- JFK Drive, between Kezar Drive and Transverse Drive
- Conservatory Drive East, between Arguello Boulevard to JFK Drive
- Pompeii Circle, entire length of street
- Conservatory Drive West, between JFK Drive and 500' northeast of JFK Drive
- 8th Avenue, between Fulton Street and JFK Drive
- Music Concourse Drive, between JFK Drive and Bowl Drive
- Hagiwara Tea Garden Drive, between JFK Drive and Bowl Drive
- Stow Lake Drive, between JFK Drive and Stow Lake Drive East
- Middle Drive West, between Overlook Drive and a gate 200 feet west of Overlook Drive
- Middle Drive West, between Metson Road and a gate 675 feet east of Metson Road
- Bernice Rodgers Way, between JFK Drive and MLK Drive
- MLK Drive, between Lincoln Way and Chain of Lakes Road

Figure 2 Map of Proposed Streets in Golden Gate Park with Restrictions for Private Vehicles

All of these roadways will continue to be open to bicycles, scooters, emergency vehicles, Paratransit vehicles, park maintenance vehicles, and vehicles permitted to use Golden Gate Park facilities by RPD. Muni vehicles and the Golden Gate Park shuttle will be permitted to use streets on their respective assigned routes. Vehicles accessing the de Young Museum loading dock will be permitted to use 8th Avenue and JFK Drive for egress and ingress as needed, in accordance with the adopted policy.

Restricting these streets to private vehicles would be consistent with the California Vehicle

Code.1 Newly enacted State legislation also authorizes local jurisdictions to implement Slow Streets programs. (California Vehicle Code section 21101(f) or AB 773.) For purposes of AB 773 , a "slow streets program" may include closures to vehicular traffic or through vehicular traffic of neighborhood local streets with connections to citywide bicycle networks; destinations, such as a business district, that are within walking distance; or green space.

Staff has evaluated these criteria and concludes the Program is consistent with the Vehicle Code. For the reasons articulated in this staff report, supporting technical analysis, referenced studies and public feedback, staff concludes:

- The restricted portions of the street are no longer needed for vehicular access and the closures and traffic restrictions leaves a sufficient portion of the streets in the surrounding area for other public uses, including vehicular, pedestrian and bicycle traffic.
- The closure or traffic restriction is necessary for the safety and protection of persons who are to use that part of the street during the closure or traffic restriction.
- The City has or will meet the remaining requirements under the Vehicle Code. Staff have done outreach and engagement for all abutting residents and property owners, including facilities located in Golden Gate Park and surrounding neighbors of the project. The robust public outreach and engagement is expanded on in the "Stakeholder Engagement" section of this report.

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1 In addition to temporary closures, California Vehicle Section 21001 includes various situations under which local authorities can close or restrict streets including where vehicle access is no longer necessary, to restrict access to certain types of vehicles, to implement the circulation element of a general plan, and new State legislation related to slow streets. A local authority may implement a slow streets program by adopting an ordinance that provides for the closing of streets to vehicular traffic or limiting access and speed on a street using roadway design features, including, but not limited to, islands, curbs, or traffic barriers. A local authority may implement a slow streets program if it meets all of the following requirements:

(1) Conducts an outreach and engagement process that includes notification to residents and owners of property abutting any street being considered for inclusion in the slow streets program.

(2) Determines that the closure or traffic restriction leaves a sufficient portion of the streets in the surrounding area for other public uses, including vehicular, pedestrian, and bicycle traffic.

(3) Provides advance notice of the closure or traffic restriction to residents and owners of property abutting the street.

(4) Clearly designates the street closure or traffic restriction with signage in compliance with the California Manual on Uniform Traffic Control Devices.

(5) Determines that the closure or traffic restriction is necessary for the safety and protection of persons who are to use that portion of the street during the closure or traffic restriction.

(6) Maintains a publically available internet website with information about its slow streets program, a list of streets that are included in the program or are being evaluated for inclusion in the program, and instructions for participating in the public engagement process.

- The City maintains a publicly available website with information about the Slow Streets program in general and, specifically, this Program, that identifies the streets being considered in the Program and provides instructions for participating in the public engagement process.
- Prior to implementing the Program, the City will provide advance notice of the closure or traffic restrictions to residents and owners of property abutting those streets and will clearly designate the the street closure or traffic restrictions with appropriate signage consistent with the California Manual on Uniform Traffic Control Devices.

As stated above, the Program is additionally consistent with relevant City Plans and Policies, including implementing the Transportation Element of the General Plan. Staff recommends the Board of Supervisors adopt legislation consistent with the Vehicle Code to implement the Program.

Change to One-Way Street Direction

The program also proposes to convert MLK Drive from Chain of Lakes Drive to Sunset Boulevard from two-way traffic to one-way traffic in the eastbound direction. This will retain direct access for southbound Chain of Lakes vehicular traffic to Sunset Boulevard. It will restrict the westbound direction for private vehicles to provide a safe facility for people walking and biking on the north side. This element of the program will reduce southbound congestion currently on Chain of Lakes due to the existing temporary restriction.

The program proposes to convert Middle Drive West from Metson Road to MLK Drive from two-way traffic to one-way traffic in the westbound direction. This element of the program will provide direct access to the Polo Fields Parking lot while retaining designated space for people walking and biking.

Both of these proposals are shown in Figure 3.

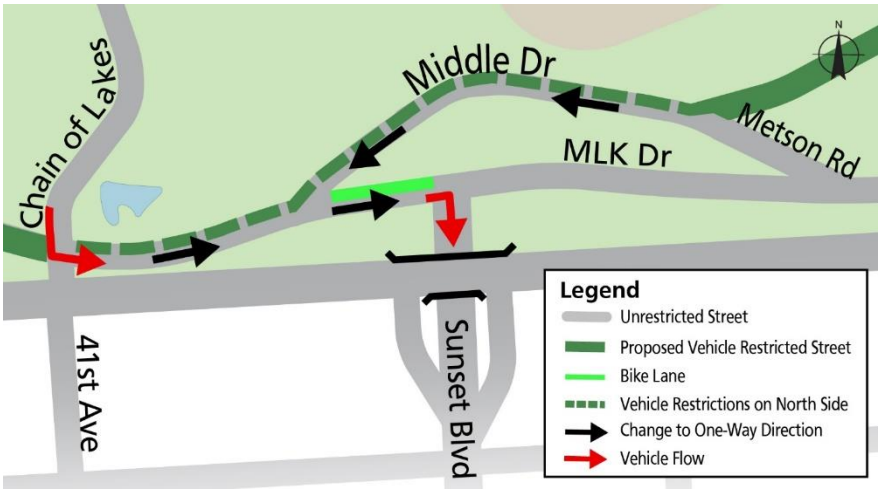

Figure 3 Program Proposal from Chain of Lakes to Metson Road

Bikeways

The program proposes to establish a short, protected two-way bikeway (Class IV) on the east side of Transverse Drive from JFK Drive to Overlook Drive, creating a connection between two street segments with vehicle restrictions.

The program also proposes to establish a one-way westbound bikeway (Class II) on the north

side of MLK Drive between Sunset Boulevard and MLK Drive.

Associated Parking, Loading, and Traffic Changes

In total, approximately 976 general vehicle parking spaces, and precisely 26 blue zone spaces and 2 tour bus zones will be removed on the streets and street segments with private vehicle access restrictions. Of the 976 general parking spaces, 478 are east of Transverse and the remaining 498 are from Transverse Drive and streets west.

Blue zones proposed to be removed are:

- 1 blue zone on Pompeii Circle at Dahlia Dell
- 1 blue zone on JFK Drive at Pompeii Circle
- 1 blue zone on JFK Drive at Nancy Pelosi
- 1 blue zone on JFK Drive at Conservatory Drive West
- 5 blue zones on JFK Drive at 8th Avenue
- 6 blue zones on JFK Drive at Hagiwara Tea Garden Drive, north
- 1 blue zone on JFK Drive at Hagiwara Tea Garden Drive, northwest
- 3 blue zones on JFK Drive at 10th Avenue, north
- 3 blue zones on JFK Drive at 10th Avenue, south
- 1 blue zone on JFK Drive at the Rose Garden
- 1 blue zone on JFK Drive at the 14th Avenue East Meadow
- 1 blue zone on JFK Drive at Stow Lake Drive
- 1 blue zone on Stow Lake Drive at the Log Cabin

RPD has established 28 new blue zones prior to this proposal in the following locations:

- 3 blue zones on Nancy Pelosi Drive at JFK Drive
- 5 blue zones on MLK Drive and Nancy Pelosi Drive near the Botanical Gardens and Japanese Tea Garden
- 20 blue zones in the Bandshell Parking Lot, currently under construction

Two tour bus zones are proposed to be removed on JFK Drive east of Music Concourse.

Inter-department Coordination

SFMTA and RPD staff have worked directly with the San Francisco Fire Department to assure adequate emergency access to the area with the street closed to traffic. The San Francisco Recreation and Parks Department, San Francisco Fire Department, San Francisco Police Department, and San Francisco Department of Public Works has reviewed this proposal at the interagency Transportation Advisory Staff Committee (TASC); the Mayor's Office on Disability has been coordinating on the proposal.

TECHNICAL ANALYSIS

This program has uniquely had 22 months of data to inform the potential outcomes of a full

implementation of vehicle restrictions on the proposed program streets in terms of traffic safety, blue zone proximity, neighborhood visit rates and vehicle travel times. Though this data was collected during a global pandemic, it still serves to inform project staff, program proposals and policy makers.

Traffic Safety

In the five years prior to the temporary Covid-19 street restrictions, March 2015 to March 2020, there were 36 recorded pedestrian and bicyclist injury collisions by the San Francisco Police Department on the project area streets within Rec Park jurisdiction in Golden Gate Park. 33 of these collisions occurred involving a vulnerable user and a motor vehicle, two involved bicyclist and pedestrian and one involved a bicycle and a second bicycle.

Since the temporary street restrictions, from April 2020 to December 2021, the SFPD has recorded 9 collisions on project area streets, four on fully restricted street segments. Three involved a bicyclist and a pedestrian, one involved a bicycle and a second bicycle. The five remaining collisions involved a bicycle and a motor vehicle. The significantly higher usage of the street by more users and lack of cues that a bicyclist is entering a shared space with pedestrians suggests a benefit to installing more signage and infrastructure to reduce speeds by faster-moving vehicles. The remaining five collisions were on streets with limited access for motor vehicles (MLK Drive at Lincoln, Metson Road at Middle Drive, MLK Drive at Middle Drive) and or the entrance to the restricted spaces (Kezar at JFK), suggesting that additional infrastructure is needed to assign space to cars and bicyclists.

Walking Distance from Blue Zone Parking Spaces in the Music Concourse

The closest blue zone spaces to the de Young and the California Academy of Sciences are the blue zones in the Music Concourse garage. 16 are approximately 90 feet away from the de Young entrance doors and 17 are approximately 100 feet away from the Cal Academy doors. These spaces have existed since 2007 and the availability has not changed.

Pre-April 2020, there were 18 blue zones spaces on JFK that were proximate to the Music Concourse. Under the program, these spaces will no longer be available, but the program provides 20 new blue zone spaces available in the Bandshell Lot. The average walking distance from the new blue zone spaces at the Bandshell Lot to a de Young entrance is 350 feet farther than from the prior JFK Drive spaces. The average walking distance to the Academy front door from the Bandshell Lot is an average of 400 feet less than from the prior JFK spaces.

Lastly, as noted in the Associated Parking, Loading and Traffic Changes section above, there are an additional 2 blue zone spaces 500 feet from the entrance to the Japanese Tea Garden and 3 blue zone spaces 620 feet from the north entrance to the Botanical Garden.

Visits from San Francisco Neighborhoods

RPD studied the total visits where the trip origin was from a San Francisco home location and compared rates of visits by Supervisor district in 2019 versus existing conditions (August 2020 to August 2021, the most recent available data). There was no significant change in overall percentage of visits by Supervisor district. Almost 7 million walking, biking, strolling, rolling and skating trips have been made to Golden Gate Park from April 2020 to September 2021; millions more were made in the months since.

Table 1 Percent Visits from San Francisco Home Locations to Golden Gate Park

Sup. District	2019	2021	Difference
1	11.08%	11.54%	0.47%
2	10.56%	10.07%	-0.49%
3	6.44%	5.64%	-0.79%
4	9.59%	10.55%	0.96%
5	13.49%	14.83%	1.34%
6	8.96%	7.51%	-1.45%
7	9.96%	10.98%	1.03%
8	9.46%	9.17%	-0.29%
9	7.83%	7.58%	-0.26%
10	5.93%	5.66%	-0.27%
11	6.71%	6.47%	-0.24%

Vehicle Traffic Times During Street Restrictions

Staff measured changes to travel times for common vehicle trips made before and after the full-time vehicle restrictions were installed. Staff studied north-south trips crossing 8th Avenue in the Park, and east-west trips crossing JFK east of Nancy Pelosi in both fall 2019 and fall 2021 and found no significant impact to travel times among those trips.

The average vehicle travel time between the Richmond District and all other San Francisco neighborhoods decreased by approximately 9% or 2 minutes between Fall 2019 and Fall 2021 (Sept-Oct). Average vehicle travel time between the Richmond District and Golden Gate Park decreased by approximately 7% or 1 minute and 15 seconds. Average vehicle travel time between the Richmond District and the Inner Sunset decreased by approximately 8% or 1 minute and twenty seconds.

For the top ten origin-destination pairs of pre-pandemic vehicle trips on JFK Drive east of Nancy Pelosi Drive, median travel times during the evening peak period from 2019 and 2021 decreased for nine of the ten pairs. The only exception was the Richmond to South of Market, where median travel times increased by 1% or 30 seconds

The median travel time changes during the evening peak period between key north-south and east-west origin-destination pairs corresponded with lower vehicle volumes on key roadways within and adjacent to Golden Gate Park between Fall 2019 and Fall 2021. For example, Fulton Street saw a 17% reduction in vehicle traffic over that time (4,500 fewer vehicles per weekday), Crossover Drive saw a 17% reduction (13,300 fewer vehicles per weekday), Lincoln Way saw a 16% reduction (6,900 fewer vehicles per weekday), and Stanyan Street saw an 8% reduction (2,200 fewer vehicles per weekday).

While traffic volumes at some intersection approaches may have increased during the peak travel

periods, this study found that overall traffic volumes generally were lower in Fall 2021 compared to Fall 2019. These findings are consistent with the results from a comparison of traditional single-day peak hour intersection traffic counts in Fall 2019 and Fall 2021 at available locations in the study area.

Additionally, staff also analyzed trips made in the pre-Covid condition. Pre-pandemic road operations offered a real-world experiment: during winter 2019 (January 1, 2019 to March 31, 2019), JFK Drive was fully open to vehicles on Saturdays and fully restricted to vehicles on Sundays. Comparing the average trip travel times there was no measurable impact to travel times with JFK Drive removed from the network. Generally, travel times were similar on Saturdays, when JFK Drive was open, and Sundays, when it was closed. An average vehicle trip from the Panhandle to the Outer Richmond on Saturdays took 15 minutes and 1 second compared to 16 minutes and 13 seconds on Sundays.

In some cases, travel times were slightly shorter on Sundays than on Saturdays. For instance, an average Saturday trip from the Bayview to the Richmond took 34 minutes and 41 seconds, while an average Sunday trip from the Bayview to the Richmond took 33 minutes and 56 seconds.

STAKEHOLDER ENGAGEMENT

2021 SFCTA Working Group

Staff developed the Golden Gate Park Access and Safety Program with guidance from the findings of the Golden Gate Park Stakeholder Working Group and Action Framework ("the Working Group"), led by the San Francisco County Transportation Authority from October 2020 to May 2021. The Working Group included 17 members of the public, meant to represent the full spectrum of stakeholders that use or live around Golden Gate Park, with the goal of collectively identifying shared goals for the park and challenges experienced under the street closures as part of the COVID emergency order.

The Working Group met 5 times between October 2020 and May 2021 in sessions moderated by an outside facilitator. The result of the Working Group was an "Action Framework", documenting all identified challenges and listing corresponding short-term and long-term actions to be taken by SFMTA or RPD. The recommended actions from the Action Framework informed program proposals presented to the public during the outreach phase for the Golden Gate Park Access and Safety Program.

2021 Golden Gate Park Access and Safety Program Public Outreach and Engagement

Staff used a suite of stakeholder engagement tools to inform program design, understand opinions on a variety of mobility choices, describe potential program alternatives, and keep the public engaged and informed regarding the Golden Gate Park Access and Safety Program. The outreach period for the Golden Gate Park Access and Safety Program began September 2021.

Outreach included:

- Online information sessions, with full accessibility for deaf or blind attendees

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- Multilingual (5 languages) interactive online Storymap
- Multilingual (5 languages) survey, both online and paper versions
- Community group, merchant associations and neighborhood meetings and presentations
- Multilingual community walks and bike rides
- Park accessibility audits with seniors & the disabled community
- Online charette focused on improving the Park shuttle
- Direct conversations with equity priority community based organizations
- Attendance at community group and neighborhood organization regularly schedule events
- Social media and news postings
- Sharing program information at community events, farmers markets, and festivals
- Website and updates
- Program email updates

City staff prioritized connecting with older adults, people with disabilities, equity priority communities, monolingual communities, park visitors, families, Golden Gate Park neighbors, and neighboring merchant groups.

Staff recognized that there are communities who may not have this program top of mind, but whose engagement and feedback is critical, and worked diligently to connect directly with these under-represented populations and communities. For instance, staff partnered with the Chinese Youth Center in the Bayview to distribute surveys and received more than 100 returned in Cantonese to the program team.

Engagement and Outreach Activities

Online and Paper Survey; Email Correspondence

As a result of the multi-platform outreach above, including both online and in-person events, more than 10,000 people engaged in the Golden Gate Park Access and Safety Program. Over 9,000 individuals responded through the online and paper surveys, and many of those also engaged with the program in other ways. More than 1700 emails were received to City departments and the program email address.

Online and In-Person Events

Over two thousand people were able to talk directly to Rec Park and SFMTA staff about the program at a wide variety of public events, park tours, community group presentations, and virtual info sessions. Close to 100 community groups and citywide organization were directly contacted by City staff to engage in the program; as a result, staff facilitated or attended over 60 events focused on the program. This represents over 300 hours of staff time with the public over 5 months of direct outreach during an unprecedented pandemic.

Staff attended and presented at forums, meetings and tours hosted by the following groups:

- 45th Avenue Neighbors
- Bayview Hunters Point Park Collaborative

- California Council of the Blind
- Chinatown TRIP
- de Young Accessibility Advisors
- Grow SF
- Haight Ashbury Neighborhood Council
- Inner Sunset Merchants
- Latinx Democratic Club
- Older Women's League
- Planning Association for the Richmond
- People of Parkside
- Potrero/ Dogpatch Neighborhood Association
- Richmond Senior Center
- Save Our Amazing Richmond
- Senior and Disability Action
- Southeast Community Council
- San Francisco Bicycle Coalition
- Save Muni
- Walk San Francisco
- San Francisco Bicycle Advisory Committee
- San Francisco Mayor's Disability Council
- San Francisco Youth Commission
- SFMTA Citizen's Advisory Council
- SFMTA Multi-modal Accessibility Advisory Committee
- SFMTA Paratransit Coordinating Committee
- SFMTA Youth Transportation Advisory Board
- RPD Park and Open Space Advisory Committee

Staff tabled and spoke to community members at the following events:

- Autumn Moon Festival
- Bay Wheels Adaptive Bikeshare event
- Clement Farmers Markets
- Golden Gate Bandshell Concerts
- Golden Gate Park Roller Disco
- Heron's Head Park Ribbon Cutting
- Inner Sunset Flea Market
- Lindy Hop in Golden Gate Park
- Outer Sunset Farmers Market and Mercantile
- Phoenix Day Open Street Events in Chinatown, Bayview and Excelsior
- Potrero Hill Festival
- Winter Lights in Golden Gate Park
- Winter Wonderland at the Bayview Opera House

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Earned Media
The program has had significant media and community dialogue through national, regional and local media sources. Since April 2021, there have been more than 40 articles and published Op-Ed pieces on the street closures in national and local press, including the New York Times, San Francisco Chronicle, San Francisco Examiner and the Richmond Review/ Sunset Beacon and more than a dozen published Letters to the Editor.

SFCTA Equity Study
The SFCTA is currently completing an equity study of Golden Gate Park. The study seeks to understand access patterns and transportation barriers to Golden Gate Park with a focus on racial equity as well as specific barriers experienced by residents in Recreation and Park Department Equity Zones. Findings are anticipated at the end of March 2022.

Summary of Public Feedback
The consensus from the thousands of people engaged in the program is broadly supportive of the proposed vehicle restrictions throughout Golden Gate Park. Major themes of feedback were focused on Park accessibility, equity, mobility services, traffic and the public process, as discussed in more detail below.

Overall, 70% of survey respondents favored the car-free routes in the Park. More than half of respondents in each zip code except for one (94132, Parkside neighborhood) in San Francisco favored the car-free route than any other alignment option. More than half of respondents of each self-identified race also favored the car-free route (15% of respondents chose to not identify their race). The survey was not intended to be a scientific analysis but does provide a general sense of perspective about the program favorability by different demographics and communities. From correspondence, 62% of direct letter writers were in favor of car-free streets and routes.

Formal letters of support were received from the following community groups, non-profits and businesses:

- Back on My Feet
- Bay Area Ridge Trail
- California Interfaith Power and Light
- Celsius and Beyond
- Friends of the Urban Forest
- Grow the Richmond
- Hayes Valley Neighborhood Association
- Intersice Architects
- KidSafe San Francisco
- Kezar Road Runners
- Livable City
- Lower Polk Neighbors
- Lower Haight Merchants and Neighbors Association
- The New Wheel

- Mike's Bikes
- Mother's Out Front
- San Francisco Parent Coalition
- San Francisco Planning and Urban Research
- San Francisco Transit Riders
- San Francisco YIMBY
- Seamless Bay Area
- Sierra Club, San Francisco Group Bay Area Chapter
- Urban Environmentalists
- Valencia Cyclery

Formal letters of opposition were received from the following community groups, non-profits and businesses:

- Calle 24
- Self-Help for the Elderly

The majority of people described that JFK Drive has become a new destination and community space for them within the park, and has been a joyful addition to their park experience. The vehicle restrictions of JFK Drive and other GGP streets has changed San Franciscans' relationship to Golden Gate Park. Many people told staff through the survey and at local events that they had a new experience in the park as a result of this closure. This was primarily for recreation purposes – daily exercise and spending time with friends- as opposed to using the street as a facility to get to another park destination. They also described this as a place to build community and meet new people.

Many people described the street closures as family-friendly. Many parents described teaching children how to ride a bike on the street, or bringing the family on bicycles to enjoy the safe roadway. Others described the destination as a place for family members of all ages to enjoy the park, from kids to grandparents.

Some people with disabilities and older adults have reported that the loss of JFK Drive has restricted access to park institutions and made them less likely to visit the park. For many people with disabilities and older adults, a car is a form of a mobility assistance device. They report that the reduction in driving access and parking availability has limited their ability to visit attractions and institutions, and dissuades or discourages them from visiting the park and enjoying these places.

Some people with disabilities found the restricted street segments to be new accessible routes to enjoy the park. For some members of the disability community, the open streets have made it safer and more inviting to visit Golden Gate Park. Wheelchair users have described being able to access new parts of the park that they wouldn't have visited prior, and blind runners have shared that the lack of vehicle traffic on the roads has made it safe and inviting for them to run in the park. Neurodiverse people have reported that JFK Drive has been a calming, enjoyable space.

Few people knew that a shuttle in the Park facilitates people with disabilities and others; those who were aware described the shuttle as underperforming and not useful. For people with disabilities, getting around within Golden Gate Park can be challenging, even in the pre-COVID condition. The Golden Gate Park Shuttle has evolved many times in its history; it is currently running as a short route with a 15 minute frequency on weekends and holidays from 9 AM to 6 PM, and at the end of February 2022 expanded service to weekdays.

Current bus stops are indicated by a text only sign, with no other indicator such as a bench, interpretive signage, light or shelter. There is no schedule and the shuttle is not on Google Maps or other typical sources of route planning. The shuttle is lightly referred to on RPD website and additional information is not provided at Golden Gate Park institutions. People who were aware of the shuttle had many concerns about it, broadly grouped into operational concerns, communications and marketing, stop amenities and shuttle identity, and vehicle comfort.

Many people who drive to the park report find the parking situation challenging and confusing. Surface parking in Golden Gate Park is free, and there are over 5,000 spaces that remain even after removing vehicle-restricted streets from the network. These spaces are highly sought after but can be limited on busy days; many of them are not fully accessible and there is more demand for spaces proximate to key destinations than availability. The parking garage is expensive compared to the free parking, and is not easily locatable or understood by people who are not familiar with the park.

Some residents in Equity Priority community residents that are farthest away from the Park report that transit is not a viable option for them to get to the Park. Golden Gate Park is an internationally renowned landmark, and not all San Franciscans have the same ease of access to the park. Past housing segregation and current inequities mean that non-white communities often concentrated in the south and southeastern portions of the city face longer bus rides, car rides that require parking, and limited active transportation options that are realistic for most individuals, much less families. Community members from these neighborhoods expressed frustration at the length of travel time on Muni to Golden Gate Park from their communities.

Golden Gate Park and car-free streets can be a respite for youth and other at-risk community members who experience violence and crime in their communities. Youth and parents from at-risk communities have come to the car-free streets on bikes to enjoy a safe and enjoyable space. They described this as a positive environment that feels welcoming.

Some people with disabilities and older adults report that the amount of blue zone parking is inadequate and too far from their intended destinations with the removal of parking on JFK Drive. On JFK Drive east of Transverse Drive and adjoining roadways there were 26 blue zone parking spaces available over almost 1 mile of roadway; 18 of these spaces were very proximate to the de Young and the northern Music Concourse area. These parking spaces are no longer available for use; 8 additional blue zone spaces have recently been installed and 20 are under construction in the Bandshell Parking Lot. The Bandshell Parking Lot spaces are an average of

350 additional feet from the front door to the de Young than the average proximate blue zone on JFK Drive.

Some people would like park-enhancing experiences and interpretive elements as part of mobility solutions within the park. Because the park is a destination with many unique elements and facets, some people – and typically those giving feedback on the shuttle- felt that the mobility solutions provided should also have interpretive elements or guides. These elements or guides would enhance the park experience and make it easy to know and see the many smaller destinations within the bigger Park, making the mobility tool a visitor experience.

On car-free streets, some users report that cyclists and other faster users on the promenade make other slower moving users feel uncomfortable and less safe. Some people who walked on JFK and other car-free streets in Golden Gate Park felt that faster users, especially cyclists or motorized scooter users, made them feel uncomfortable as no space is designated on the road for any specific type of user. In the pre-COVID condition, people walking used the sidewalk while cyclists were in protected bike facilities or in mixed traffic.

Neighbors, especially those in the Inner Sunset and Inner Richmond, report that the removal of JFK Drive and other GGP streets from the street network has added to traffic congestion. City staff frequently engaged neighbors and users of Golden Gate Park, and a minority of these community members stated that removing JFK Drive as a link in a broader street network for north-south and east-west trips added to their personal vehicular travel time and general traffic congestion.

Some people requested that private vehicles be restricted on all Golden Gate Park roadways, like in New York's Central Park. Major parks in the United States, including New York's Central Park and Prospect Park have full restricted all private vehicle access on internal park roadways. Some people reported that this proposal is a compromise compared to restricting all streets in Golden Gate Park.

Some people who disagree with the program report that they found the public process rushed, and that they felt City staff have not performed sufficient analysis to lead to a staff recommendation. A minority of respondents and people engaged in the process found the departments engaging in the process to be untrustworthy. This extended to the process for Golden Gate Park Access and Safety itself, with specific concerns around methodologies for traffic data collection, traffic modelling, traffic safety outcomes and other city-related data. Others believed that data should be collected post-COVID in order to understand the totality of impacts (especially travel time) in a more typical driving environment.

Some people feel it has taken too long to deliver on commitments made in the 1998 Golden Gate Park Master Plan to restrict vehicles on JFK Drive. Some people felt that the process was taking too long, with decades of City policies, resolutions and plans that support the full-time closure of roadways in Golden Gate Park to private vehicles. They were frustrated with the extended outreach and engagement processes, including the working group, an equity study,

multiple public surveys and a long legislative process.

Program Equity Assessment
As noted in the SFCTA Equity Study section, the SFCTA is currently leading an Equity Study looking at access to Golden Gate Park. The outreach conducted through the Golden Gate Park Access and Safety Study also focused on questions of equitable access, and spent significant time and capacity to ensure full participation by San Franciscans, especially those communities located further from the park.

There were no changes to the rate of visits from home location by Supervisor district comparing 2019 data to current visits during the temporary street closures (see Visits by San Francisco Neighborhoods sub-section above), suggesting that the vehicle restrictions have not changed the neighborhood representation within the Park or created a new barrier for any particular neighborhood to access the Park.

Every self-identified racial and ethnic group represented in the survey results expressed a majority preference for car-free JFK. Respondents identifying as Black (57.9%), Latinx (75.1%) or Native American (57.3%), all had majority votes in favor of the project.

Zip codes that represent the southeast corners of the City also voted in majority in favor of the program. Support came from 63% of respondents from Outer Mission/ Excelsior (94112), 59% of respondents from Bayview Hunters Point (94124) and 55% of respondents from Portola/ Visitacion Valley (94134).

Due to known concerns about full participation in typical engagement, the City endeavored to reach southeastern community members through tabling at local events, community presentations and personal conversations with neighborhood serving groups. Feedback was gathered at the following events: BVHP Parks Alliance meeting, Phoenix Day in Bayview-Hunters Point, Heron's Head Park Ribbon Cutting, Winter Wonderland Bayview-Hunters Point, Latinx Democratic Club, Southeast Community Council meeting and from individuals representing these local organizations: Bayview-Hunters Point Community Advocates, SF African American Arts & Cultural District, Bayview YMCA, A Philip Randolph Institute, Rafiki Coalition, BMAGIC, and Hunters Point Shipyard CAC.

The findings of the survey tool, event participation and personal conversations with community serving groups were primarily that these communities did not want to engage in the topic area, and were more interested in talking about park improvements and mobility needs in their communities. For those who did give feedback on the project directly, the three most cited needs for communities of color in Golden Gate Park were: welcoming programming, improved transit access and better travel to and parking information in the park. These findings are incorporated in the section below, Program Modifications Based on Public Feedback.

Program Modifications Based on Public Feedback
RPD and SFMTA's public outreach and engagement considered the broad range of concerns

among those who engaged in the program, and this has resulted in modifications to the program proposal.

Equity: Connect Equity Priority Communities to Golden Gate Park
Staff heard from Bayview, Hunters Point and Excelsior residents that getting to Golden Gate Park and accessing Rec Park program events in general poses a challenge. In response, staff are pursuing the following strategies to promote and improve equitable access to Golden Gate Park:

- RPD will budget for and expand programming that welcomes Black and brown communities into Golden Gate Park: expanding the successful Junior Guides pilot program to community organizations in Equity Priority neighborhoods for people of all ages, bringing artists to the Bandshell that reflect diverse communities, continue art installations such as "Monumental Reckoning" and develop programs that directly serve Black and brown communities of San Francisco in Golden Gate Park.
- RPD and SFMTA will develop and implement a transportation demand management strategy, including better travel information, making program events easier to attend by all modes and rationalizing surface parking where possible.
- SFMTA will advance Muni improvements that restore service and improve frequency on park-serving lines, especially the 29 Sunset line.
- RPD will work with the Music Concourse Community Partnership (MCCP), SFMTA and the Board of Supervisors to implement flexible pricing in the garage, making the garage more affordable for everyone when it is underutilized. It will also work with the Museums and the MCCP to expand the Museums for All program to potentially include parking as part of the program.
- RPD will continue to prioritize capital improvements for parks and park programming in equity zones.

Accessibility: Improve Access for People with Disabilities and Older Adults
Everybody should be able to access public parks, and Golden Gate Park is the heart of the City's park system. Restricting private vehicles from certain park streets may change how some can get to the park and travel within the park, and should be complemented by other improvements to ensure the park continues to serve everyone.

- RPD has recently increased the operations of the Park shuttle, adding an additional shuttle for weekend service, and expanding shuttle operations to two shuttles daily on weekdays. It also has modified the route based on feedback from people with disabilities and older adults to connect directly to Haight Street and Muni, and to also serve Stow Lake, a popular destination.
- RPD is developing a plan to improve shuttle stop signage and enhancing shuttle stops with adding seating, and interpretive/informational elements. The department is additionally developing clear and accessible information on RPD website and communications channels about the shuttle and is working with technology groups to improve the shuttle schedule and integrating route information with providers (e.g. Transit App, Google Maps)
- For people with disabilities who drive to the Park, RPD has installed eight new blue zones in 2021 on the eastern side of the Park. RPD is also in construction with a major capital

improvement to make the Bandshell parking lot dedicated for blue zone parking, providing 20 new blue zone parking spaces, re-graded walking surfaces and ADA path of travel to the Tea Garden and other key ADA required improvements such as curb ramps.

- RPD has removed restrictions on access by vehicle to the Music Concourse from MLK Drive, allowing all users, but especially older adults and others with limited mobility, to use passenger loading areas directly in front of the Cal Academy and the de Young. RPD will work with the MCCP to encourage people to make use of the free 15-minute pick-up/drop-off option in the garage, and to improve the waiting areas or provide new drop-off and loading parking spaces.
- RPD will evaluate the access points to the Conservatory of Flowers, a National Historic Landmark, and implement improvements to improve access for people with disabilities.
- RPD special events along JFK Drive and other restricted streets, such as Entwined and Holiday Tree Lighting, will develop and execute programmatic access plans to ensure accessibility for all attendees.

Mobility: Ensure Great Choices for Everyone

Everyone has different ways they like to get around, and the City is proposes options to meet park users' diverse mobility needs.

- RPD and SFMTA will develop and implement transportation engineering improvements to separate faster moving bikes from slower users on shared street spaces to reduce bicycle and pedestrian collisions and improve comfort for everyone using the shared streets.
- RPD will implement traffic improvements to the Covid-19 closures to allow for direct southbound vehicle access from Chain of Lakes Drive to Sunset Boulevard via MLK Drive, and to ensure vehicular access to the Polo Fields parking via Middle Drive.
- RPD and SFMTA will develop a better wayfinding and signage plan around and in the Park to ensure that all modes know where they are going and key information to help them access the many areas of the Park.
- In early 2022, RPD launched a courtesy campaign to encourage safe behaviors on bikes, scooters, and other micro-mobility options in shared space environments.
- RPD and SFMTA will continue to pursue new and innovative ways to get around in the Park, such as Lyft bikeshare stations, adaptive bikeshare and pedi-cab services.
- RPD and SFMTA transportation analysis found that there was no impact to travel times in the communities closest to the Park comparing Fall 2019 to Fall 2021, and that JFK Drive as a link in the traffic network has no impact on travel times pre-Covid. SFMTA will continue to monitor traffic and parking in these neighborhoods as travel patterns continue to change.

ALTERNATIVES CONSIDERED

Street Alignment Alternatives

Prior to public outreach and stakeholder engagement, SFMTA and RPD staff reviewed multiple potential private vehicle access alignments in addition to alignment listed above and no-program

alternative, and recommended one that met identified program goals and criteria (see Program Goals section) for public outreach. The following is a short summary of these alternatives.

Alignment Alternative: Allow Private Vehicles on JFK Drive, westbound from 8th Avenue to Transverse Drive

This alternative would maintain the car-free route in the eastern half of the park, the most popular segment with biking and walking park visitors. It would also deter cut-through traffic in the park in the eastern half of the park, where cut-through traffic was most prevalent before the COVID closures.

Based on 2019 data, approximately half of cut-through trips were going east-west, while the other half were going north-south. This alternative functionally removes east/west cut-through traffic in the park due to restricted access from Stanyan Street and Transverse Drive, access points that allow car drivers to avoid congestion on Fulton and Stanyan streets. This alternative also substantially reduces north/south cut-through traffic in eastern half of the park, with trips that normally pass 8th Avenue and Nancy Pelosi Drive being diverted to either Stanyan Street or Crossover Drive.

This alternative was highly disfavored through public outreach. Neither people who favored vehicle-restricted streets nor people who oppose continued vehicle restrictions on weekdays were interested in a compromise that allowed for some vehicle-restricted streets with moderate access improvements.

Other Alignment Alternatives Vetted; Not Presented on Survey

These alternatives typically were rejected based on impacts to degraded park experience through restoration of cut-through traffic, or due to traffic safety concerns when creating new points of direct conflict between vulnerable users and auto traffic.

- *8th Ave to Music Concourse via JFK Drive*: This alternative would provide for cut-through traffic opportunities through the Music Concourse, which is inconsistent with the Surface Circulation Plan approved for the Music Concourse. Signs that specify some users but not others may not be easy to understand for people who are not frequently driving through the park, creating potential confusion at 8th Avenue and at Music Concourse entrances. It would also delay the 44 O'Shaughnessy Muni bus; a traffic model shows a maximum impact of 2 minutes and 20 seconds delay to Muni in this alternative.

- *JFK Drive, Conservatory Drive West to 8th Ave*: This alternative would not increase access to key park destinations while restoring vehicle traffic to the most well-used portion of the current car-free route.

- *JFK Drive, Conservatory Drive West to Transverse Drive:* This alternative would split the roadway for more than 75% of the length of JFK Drive that is currently car-free.

- *JFK Drive, 8th Avenue to Stow Lake:* This alternative would require a left-turn across the car-free route on JFK Drive, creating a traffic safety conflict between vehicle drivers and park users.

- *JFK Drive, 8th Avenue to Kezar*: This alternative would restore a substantial amount of cut-through traffic, while bringing vehicle traffic to the most well-used portion of the current car-free route.

- *Dahlia Dell from Nancy Pelosi:* This alternative would not improve access at key Park institutions in the Music Concourse and would create a significant traffic safety conflict point between vehicles and park users on the car-free route.

- *JFK Drive, Kezar to Conservatory Drive East*: This alternative would restore a substantial amount of cut-through traffic and would not get visitors closer to major park destinations.

Other Initiatives
Staff recommended and received public feedback on additional initiatives that are not recommended to be pursued at this time or through this effort:

- **Fulton Street Blue Zones and Metered Parking:** Staff proposed installing up to 16 blue zones and meters on Fulton Street between 6th and 8th avenues. While some people responded positively, many people with disabilities described these potential blue zones as unsafe due to speeding and narrow lanes on Fulton Street. Staff does not recommend this proposal at this time.

- **Scooter-share:** Staff proposed expanding scooter-share operational permits to Golden Gate Park. There was a mixed response to this, and no significant interest in pursuing this mobility option at this time.

- **Taxi Stands:** Staff proposed new taxi stands at Music Concourse. These also received mixed public support, depending on if taxis are permitted with buses and paratransit in on 8th Avenue. This proposal currently does not recommend prioritized access for taxis on 8th Avenue, and recommends for Rec and Park Commission to revisit these stands at a separate hearing.

No Program

Staff considered reverting the streets to pre-COVID conditions, with temporal private vehicle access restrictions on eastern street segments on Sundays and summer Saturdays. However, given the opportunity to enhance the park experience and improve safety in a high pedestrian and bicyclist activity area on the Vision Zero High Injury Network with a limited effect traffic circulation and access, pursuing a program focusing on slow streets and restrictions on private vehicles throughout Golden Gate Park is recommended.

ENVIRONMENTAL REVIEW

This item is an informational item and any recommendation to the Board of Supervisors is not an

approval of the Program for purposes of the California Environmental Quality Act (CEQA). Environmental review, consistent with CEQA, has been conducted on the Golden Gate Park Access and Safety Program and will be reviewed by and relied upon by the Board of Supervisors if and when it considers the Project. That environmental review is attached so that the public, MTA Board and RPC have the full information available at this time.

FUNDING IMPACT

If the staff recommended alternative is adopted by the Board of Supervisors, the total cost of implementation for the street restrictions is anticipated to not exceed $100,000, primarily for paint, signs and barrier procurement and installation. It is anticipated to be funded by the RPD Operating Budget.

RECOMMENDATION

Staff recommends that the SFMTA Board and Recreation and Park Commission each adopt a Resolution to urge the Board of Supervisors to adopt the Golden Gate Park Access and Safety Program, which includes restricting private vehicles on street segments in Golden Gate Park including on JFK Drive to implement slow streets, creating new bicycle facilities, making certain streets segments one-way and making additional policy improvements associated with improving Park accessibility, equity, and mobility.

SAN FRANCISCO
MUNICIPAL TRANSPORTATION AGENCY
BOARD OF DIRECTORS

RESOLUTION No. _____

WHEREAS, The San Francisco Municipal Transportation Agency is committed to achieving Vision Zero goals of car-free streets; and

WHEREAS, The San Francisco Municipal Transportation Agency is committed to making San Francisco a Transit First city that prioritizes non-private automobile transportation; and

WHEREAS, The Golden Gate Park Access and Safety Program aims to improve traffic safety, improve bicycle connectivity, and expand public open space in Golden Gate Park; and

WHEREAS, The Golden Gate Park Access and Safety Program follows extensive public outreach, including through notifications to residents and owners of property abutting the streets that are proposed to be closed to private vehicles and through a publicly available internet website that has information about the closures and instructions for participating in the public engagement process, and the public received the opportunity to comment on the proposed vehicle restrictions at numerous public meetings, site tours, community events including at this hearing; and

WHEREAS, The overall public opinion for the vehicle-restricted streets in Golden Gate Park during the COVID-19 pandemic has been positive and supportive to continue these vehicle restrictions in the future; and

WHEREAS, The streets proposed to be restricted are no longer needed for private vehicle traffic, and the restriction would leave a sufficient portion of the streets in the surrounding area for other public uses, including vehicular, pedestrian, and bicycle traffic; and

WHEREAS, The proposed restriction on private vehicles would be necessary for the safety and protection of persons who are to use those streets during the restriction; and

WHEREAS, The San Francisco Municipal Transportation Agency Board of Directors action at this hearing does not constitute an approval of the Golden Gate Park Access and Safety Program for purposes of the California Environmental Quality Act, (CEQA); rather, it is a recommendation to the Board of Supervisors; and

WHEREAS, The Planning Department has reviewed the Golden Gate Park Access and Safety Program under CEQA to assist the Board of Supervisors' decision whether to approve the Program, and that determination was before the San Francisco Municipal Transportation Agency Board of Directors at this hearing, for informational purposes; now, therefore, be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors supports the Golden Gate Park Access and Safety Program, which includes restricting private vehicles on street segments in Golden Gate Park including on JFK Drive to implement

slow streets, creating new bicycle facilities, making certain streets segments one-way and making additional policy improvements associated with improving Park accessibility, equity, and mobility as described in this staff report to the San Francisco Board of Supervisors; and be it further

RESOLVED, That San Francisco Municipal Transportation Agency Board of Directors urges the Board of Supervisors to adopt the Golden Gate Park Access and Safety Program, as described herein.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting of March 10, 2022.

_____

Secretary to the Board of Directors
San Francisco Municipal Transportation Agency

SAN FRANCISCO
RECREATION AND PARK COMMISSION

RESOLUTION No. _____

WHEREAS, In April 2020, the Recreation and Park Department temporarily restricted private vehicles from using certain portions of JFK Drive and MLK Drive in Golden Gate Park, as part of the Slow Streets program that the City implemented across San Francisco in response to the unprecedented COVID-19 pandemic, to ensure the safety and protection of persons using those streets in Golden Gate Park to safely recreate; and

WHEREAS, The temporary restrictions in Golden Gate Park enabled thousands to safely use the Park, prompting the Recreation and Park Department to consider, alongside its ongoing efforts to improve accessibility, equity, and mobility in Golden Gate Park, whether the closures should continue in some form after the COVID-19 emergency ends; and

WHEREAS, The Recreation and Park Department's mission statement is to provide enriching recreational activities, maintain beautiful parks, and preserve the environment for the well-being of everyone in our diverse community; and

WHEREAS, The Recreation and Park Department's vision statement is, "Inspiring a more livable city for all, San Francisco's parks connect us to play, nature, and each other"; and

WHEREAS, The Recreation and Park Department's Strategic Plan states under Strategy 1: Inspire Place, Objective 1.3: Steward and provide good park behavior, C- To increase pedestrian and bike safety in Golden Gate Park: test pilot strategies to improve traffic and circulation, and conduct circulation study to develop long term recommendations regarding GGP's traffic; and

WHEREAS, The Golden Gate Park Master Plan under Objective III- Park Circulation, states, "Create and maintain a parkwide system of recreational roadways, pathways and trails-minimize motor vehicular traffic."; and

WHEREAS, The Golden Gate Park Master Plan under Objective III also states, "Management of Golden Gate Park's circulation system should as a primary goal, create and maintain a system of recreation pathways, trails, and roadways where the order of priority should be to accommodate pedestrians, bicycles and vehicles for the purpose of enjoying the park" and "The challenge is to balance the need to provide adequate and convenient parking for those visitors driving to the park with the desire to reduce vehicular traffic in the park to enhance the park experience."; and

WHEREAS, The Golden Gate Park Master Plan under Objective III, Policy E – Nonpark Traffic states, "Restrict nonpark motor traffic to designed throughways in a manner that fully

separates business, shopping and commute traffic from the park experience" and "East-West traffic should be discouraged and directed onto perimeter roads"; and

WHEREAS, The Golden Gate Park Master Plan under Objective III, Policy H- Park Shuttle System states, "Provide for the implementation of a shuttle system to improve access to reduce traffic and congestion"; and

WHEREAS, The Golden Gate Park Master Plan under Objective III, Policy I- Public Transit states, "Public transit improvements should be aimed at increasing citywide and regionwide access to GGP. Service between Muni and other transit providers should be coordinated to encourage transit use. Service must be frequent and convenient. Transit services should be encouraged to transport bicycles"; and

WHEREAS, On June 2, 1998, the voters of the City and County approved the Golden Gate Park Revitalization Act of 1998, the "principal purposes" of which are "to (1) create a pedestrian oasis in the Music Concourse area of the area situated between the de Young Museum and the Academy of Sciences (the Concourse), and (2) take steps to reduce the impact of automobiles in the Park while still providing long-term assurance of safe, reliable and convenient areas for visitors to the Park, including its cultural institutions"; and

WHEREAS, On June 16, 2005, the Recreation and Park Commission, in Resolution No. 0506-010, unanimously adopted the Concourse Surface Circulation Plan known as 2A which is intended to (1) prohibit cut-through traffic in the Music Concourse; (2) slow and calm destination traffic on the Concourse roadways; and (3) provide safe, reliable and convenient drop-off access to the Music Concourse for visitor to its cultural institutions, from both JFK Drive and MLK Drive and that various traffic calming, pedestrian safety, bicycle access and other measures identified to assist in furthering these purposes; and

WHEREAS, On August 2, 2005, the Board of Supervisors, in Resolution No. 603-05, unanimously adopted Option 2A of the Concourse Surface Circulation Plan and stated that it was authorizing the Recreation and Park Department to take all actions necessary to implement the Resolution; and

WHEREAS, The Recreation and Park Department, consistent with Resolution No. 603-05 and in consultation with the San Francisco Municipal Transportation Authority, has proposed the Golden Gate Park Access and Safety Program, which aims to improve traffic safety, improve bicycle connectivity, and expand public open space in Golden Gate Park by restricting private vehicles on JFK Drive (between Kezar Drive and Transverse Drive), on MLK Drive (between Lincoln Way and Sunset Boulevard), and on other nearby street segments, and by approving a plan for the Recreation and Park Department to implement other parking and traffic changes; and

WHEREAS, The Golden Gate Park Access and Safety Program follows extensive public outreach, including through notifications to residents and owners of property abutting the streets that are proposed to be closed to private vehicles and through a publicly available internet

website that has information about the closures and instructions for participating in the public engagement process, and the public received the opportunity to comment on the proposed vehicle restrictions at numerous public meetings, site tours, community events including at this hearing; and

WHEREAS, The overall public opinion for the vehicle-restricted streets in Golden Gate Park during the COVID-19 pandemic has been positive and supportive to continue these vehicle restrictions in the future; and

WHEREAS, The streets proposed to be restricted are no longer needed for private vehicle traffic, and the restriction would leave a sufficient portion of the streets in the surrounding area for other public uses, including vehicular, pedestrian, and bicycle traffic; and

WHEREAS, The proposed restriction on private vehicles would be necessary for the safety and protection of persons who are to use those streets during the restriction; and

WHEREAS, The Recreation and Park Commission's action at this hearing does not constitute an approval of the Golden Gate Park Access and Safety Program for purposes of the California Environmental Quality Act (CEQA); rather, it is a recommendation to the Board of Supervisors; and

WHEREAS, The Planning Department has reviewed the Golden Gate Park Access and Safety Program under CEQA to assist the Board of Supervisors' decision whether to approve the Program, and that determination was before the Recreation and Park Commission at this hearing, for informational purposes; now, therefore, be it

RESOLVED, That the Recreation and Park Commission supports the Golden Gate Park Access and Safety Program, which includes restricting private vehicles on street segments in Golden Gate Park including on JFK Drive to implement slow streets, creating new bicycle facilities, making certain streets segments one-way and making additional policy improvements associated with improving Park accessibility, equity, and mobility as described in this staff report; and be it further

RESOLVED, That Recreation and Park Commission urges the Board of Supervisors to adopt the Golden Gate Park Access and Safety Program, as described herein; and be it

FURTHER RESOLVED, That in the event the Board of Supervisors approves the Program, the Recreation and Park Department is directed to consult with the San Francisco Municipal Transportation Agency to ensure that any street closures or traffic restrictions are clearly designated with signage in compliance with the California Manual on Uniform Traffic Control Devices.

I certify that the foregoing resolution was adopted by the Recreation and Park Commission at its meeting of March 10, 2022.

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Secretary
San Francisco Recreation and Park Commission