MEMORANDUM

DATE: August 24, 2015

TO: The Balboa Park Committee
Agenda of September 1, 2016

FROM: Bruce Martinez, Deputy Director, Park and Recreation Department

SUBJECT: Pershing Drive Bikeway General Development Plan

SUMMARY

Issues – Should the Balboa Park Committee:

1. Advise the proposed General Development Plan for the Pershing Drive Bikeway is consistent with the Balboa Park Master Plan (BPMP) Balboa Park East Mesa Precise Plan (EMPP); and
2. Recommend approval of the proposed General Development Plan for the Pershing Drive Bikeway Project?

Department Recommendations

1. Advise the proposed General Development Plan for the Pershing Drive Bikeway is consistent with the BPMP and EMPP; and
2. Recommend approval of the proposed General Development Plan for the Pershing Drive Bikeway Project.

Other Recommendations

On June 8, 2016 the Greater Golden Hill Planning Committee voted (9-0-2) to approve, in concept, consistent with the East Mesa Precise Plan, Climate Action Plan and Urban Forest with the requirement that to interface with the sidewalk on 26th Street and Pershing.

On June 21, 2016 the North Park Planning Committee voted (11-1-0) to support, in concept, the SanDAG Pershing Bikeway plan as being consistent with the mobility and sustainability goals of the North Park community plan and the City’s Climate Action Plan.
Fiscal Statement – There is no fiscal impact associated with this action.

Environmental Review – The San Diego Association of Governments (SanDAG) as Lead Agency under the California Environmental Quality Act (CEQA) will prepare the required environmental document for this proposed project.

Code Enforcement Impact – None

Housing Impact - None

BACKGROUND

Balboa Park is located immediately north of downtown San Diego. The Park is surrounded by the communities of Golden Hill, North Park, Uptown and Centre City. Balboa Park is one of the City’s largest developed parks at 1,172 acres and is host to numerous passive and active recreational activities, cultural and educational institutions, and special events. Over 12 million visitors come to Balboa Park each year to enjoy the diversity of activities the Park has to offer.

Development, maintenance and management of Balboa Park are governed by the Balboa Park Master Plan, the Central Mesa Precise Plan, the East Mesa Precise Plan and subsequent amendments to those documents. The Balboa Park Master Plan is a part of the City’s General Plan, and implements land use policies for Balboa Park. Therefore, amendments to the Master Plan and its Precise Plans must follow the Land Use and Community Planning Element of the General Plan.

The Balboa Park Master Plan (BPMP) was adopted by City Council on July 25, 1989 (Resolution No. R-274090). Subsequent amendments to the BPMP have been adopted by City Council on December 9, 1997 (R-289537); on May 4, 1998 (R-290039-1); on April 13, 2004 (R-299084-1); on September 21, 2004 (R299666); and on July 9, 2012 (R-307555-1). The Master Plan addresses the entirety of Balboa Park and provides general guidelines for development, maintenance and management.

The East Mesa Precise Plan (EMPP) was adopted by City Council on April 13, 1993 (Resolution R-281752). The EMPP addresses the eastern portion of Balboa Park in greater detail than does the BPMP.

Pershing Drive is technically a park road; the roadway was never dedicated as street right-of-way. However, the road serves as a Four Lane Major Road (two lanes each direction, San Diego Street Design Manual) connecting downtown San Diego with the community of North Park. Pershing Drive also provides access to the Interstate 5 North and South freeways. The posted speed limit for Pershing Drive is fifty miles per hour (50 MPH). Level of Service (LOS) D for this type of road is 35,000 Average Daily Trips (ADT). There is a Class II bike lane on either side of Pershing Drive.
The San Diego Bicycle Master Plan identifies Pershing Drive within Balboa Park as an existing Class 2 Bikeway, which is defined as a roadway with a separately striped but contiguous bike lane. However, the Master Plan does not identify improvements to this bikeway as a priority.

Earliest available improvement drawings of Pershing Drive are dated from 1922 and indicate a road width of twenty feet. Later drawings dated from 1933 indicate the widening of existing pavement to a total of approximately 40-50 feet (width varied). The overall alignment appears consistent with today’s alignment. Drawings for the current configuration are not readily available; however, the current width varies between approximately 58 feet and 78 feet.

**DISCUSSION**

**East Mesa Precise Plan**

The Circulation element of the EMPP, page III-19, states; “The East Mesa circulation should serve park users first, not commuters.” The plan recommendations, page IV-101, indicate the high speed and peak volume of Pershing Drive are not compatible with recreational cross-traffic. The EMPP makes several recommendations to calm traffic on Pershing Drive to be more compatible with park use. These recommendations include:

- Reconfigure the intersection at Pershing and Upas
- Reconfigure the intersection at Pershing and Redwood
- Reconfigure the intersection at Pershing and Jacaranda
- Consider traffic control measures such as stop signs and/or stop lights
- Reconfigure Pershing Drive to include a landscaped median and bike lanes
- Rename Pershing Drive to Pershing Parkway

Cross-sectional drawings of Pershing Drive, page IV-103, indicate a landscaped median in the middle, two vehicular lanes northbound and southbound, and a Class II bike lane on either side of the road. This is consistent with the Four Lane Major Road design in the City’s Street Design Manual.

**Project Description**

The San Diego Association of Governments (SanDAG) is proposing a project to provide a safer and contiguous bikeway between downtown San Diego and the community of North Park. A major portion of the project involves the reconfiguration of Pershing Drive within Balboa Park. Improvements are also contemplated for Upas Street and Utah Street to the north and 17th Street and 19th Street to the south. However, this report will focus on those portions of the project within Balboa Park

Pershing Drive south of 26th Street/Florida Drive serves as a primary on-ramp/off-ramp for the Interstate 5 freeway. Traffic volumes and speeds are high, and the area is not conducive to bicycle traffic. In this location the proposed project would install a separate two-way bike lane to the east of Pershing Drive. The bike lane would be separated from the roadway by a three foot wide paved median. A six foot wide sidewalk would be installed east of the bike lane. A
southbound one-way bike lane would be maintained on the west side of Pershing Drive and would be improved to include a striped buffer area and colored lane markings at areas where cars and bicycles may cross.

The width of Pershing Drive between 26th Street/Florida Drive and Upas Street varies from approximately 50 to 78 feet with a considerable “S” curve at the midpoint. The proposed project would reconfigure the road cross-section to include one vehicular lane in each direction; this is a reduction from the existing conditions and the proposed configuration in the EMPP. The landscaped median indicated in the EMPP would be shifted to separate the bicycle lanes from the vehicular lanes; there would be no median separating the vehicular lanes. The west side of Pershing Drive would have a single southbound bike lane separated from the vehicular lanes by a striped buffer zone. A two-way bike lane would be installed on the east side of Pershing Drive, including a separate five foot wide sidewalk and a five foot wide decomposed granite trail. Colored bike lane markings would be provided at all vehicular crossings.

The intersection of Pershing Drive and Redwood Street would be reconfigured to a traffic circle with pedestrian crosswalks. The traffic circle would have the effect of calming traffic and improving bicycle and pedestrian safety. This differs from the “T” intersection contemplated in the EMPP.

The intersection at Pershing Drive and Jacaranda Place would be reconfigured to a “T” intersection as contemplated in the EMPP. A pedestrian crosswalk would be provided at this intersection as well.

The intersection at Pershing Drive, Upas Street and 28th Street would be reconfigured slightly to create a cross intersection. Pedestrian crosswalks would be provided, as would colored bike lane markings. This reconfiguration occurs outside the boundary of Balboa Park.

The medians along Pershing Drive would be landscaped with trees and shrubs/groundcovers where width permits. Where medians are too narrow for landscaping, integral colored concrete will be used. Landscaping would be drought resistant, reflecting the character of the Florida Canyon habitat. The configuration of the landscaped median between the bike lanes and the vehicular lanes will make maintenance much easier and safer.

SanDAG has run traffic modeling scenarios using 2020 and 2035 projections that include the possible closure of Florida Drive between Zoo Place and Morley Field Drive as identified in the EMPP. Modeling suggests all roads within and around Balboa Park still operate at acceptable levels of service.
CONCLUSION

The EMPP identifies Pershing Drive as a roadway with vehicular lanes, bicycle lanes and a landscaped median. The land use for Pershing Drive will not change, only the specific configuration of the vehicular and bicycle lanes. The use of this roadway is consistent with the use intended in the Precise Plan and is consistent with the statement that park roads should serve park users first, not commuters. Changes to Pershing Drive should not impact other elements of the EMPP and should not have significant impact on the surrounding communities.

ALTERNATIVES

1. Advise the proposed General Development Plan for the Pershing Drive Bikeway is consistent with the BPMP and EMPP, and recommend approval with conditions; or

2. Do not advise the proposed General Development Plan is consistent with the BPMP and EMPP, and do not recommend approval of the proposed General Development Plan.

Respectfully submitted,

Bruce E. Martinez
Deputy Director

BEM/cd

Attachments: Pershing Bikeway Project GDP
Pershing Bikeway
San Diego, CA

TYPICAL SECTIONS

NOT FOR CONSTRUCTION