



# REPORT

## THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

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DATE ISSUED: October 11, 2016

REPORT NO: 102

ATTENTION: Park and Recreation Board  
Agenda of October 20, 2016

SUBJECT: Pershing Bikeway General Development Plan

### SUMMARY

Issue – Should the Park and Recreation Board recommend approval of the proposed General Development Plan for the Pershing Bikeway project in Balboa Park?

Department Recommendation – Recommend approval of the proposed General Development Plan for the Pershing Bikeway project in Balboa Park.

Other Recommendations – The following groups have reviewed and considered the proposed project. Actions taken and recommendations made by these groups are listed under the Discussion section below:

Greater Golden Hill Planning Committee  
North Park Planning Committee  
Balboa Park Committee

Fiscal Impact – There is no fiscal impact associated with this action.

Water and Energy Conservation Status – The proposed Pershing Bikeway project complies with all water and energy conservation guidelines contained in Council Policy 200-14.

Environmental – 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.

### 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, meaning 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 of the roadway, two vehicular lanes both northbound and southbound, and a Class II bike lane on either side of the road. This configuration 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 continuous 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 17<sup>th</sup> Street and 19<sup>th</sup> Street to the south. However, this report will focus on the portion of the project within Balboa Park.

The section of Pershing Drive located south of 26<sup>th</sup> 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 26<sup>th</sup> 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 from the center of the roadway to the east side to separate the bicycle lanes from 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 28<sup>th</sup> 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 landscape 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.

#### *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 26<sup>th</sup> 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.

On September 1, 2016 the Balboa Park Committee voted unanimously (6-0-1) to recommend approval of the proposed General Development Plan for the Pershing Bikeway project. The Balboa Park Committee also advised the proposed project is consistent with the Balboa Park Master Plan and East Mesa Precise Plan.

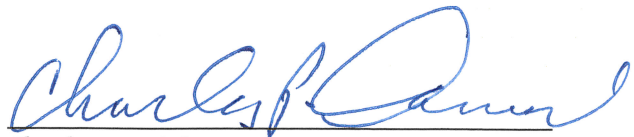
#### ALTERNATIVES

1. Recommend approval of the proposed General Development Plan with conditions; or
2. Do not recommend approval of the proposed General Development.

Respectfully submitted,



Bruce E. Martinez  
Deputy Director  
Developed Regional Parks Division



Charles Daniels  
Park Designer  
Administrative Services Division

BEM/cd

Attachment: Pershing Bikeway General Development Plan

cc: Council District 3 Office

# Pershing Bikeway - North Park to Downtown










CIP 1223057

San Diego, California



LOCATION MAP  
SCALE: 1"=1000'

**LEGEND**

-  TWO-WAY SEPARATED BIKEWAY
-  D.G. PATH
-  CONCRETE PAVING
-  LANDSCAPING / BIO-FILTRATION AREA
-  RRFB
-  SIDEWALK
-  CURBLIN
-  RETAINING WALL
-  BIKE LANE BUFFER

**DRAWING INDEX:**

PLAN	SHEET NUMBER	#
TITLE SHEET	G-001	01
LAYOUT SHEETS	C-101 to C-107	02 to 08
TYPICAL SECTIONS	C-201 to C-202	09 to 10
PLANTING LEGEND	L-501	11

**CLIENT:**

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**PREPARED BY:**



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NOT FOR CONSTRUCTION

DESIGNED:	JJC	REVISIONS
REVIEWED:	LD, BJ	NO DATE ITEM
DRAWN:	JJC, LD	
PROJECT NO.	2015-109	
DATE	AUGUST 19, 2016	
SCALE	FILE	

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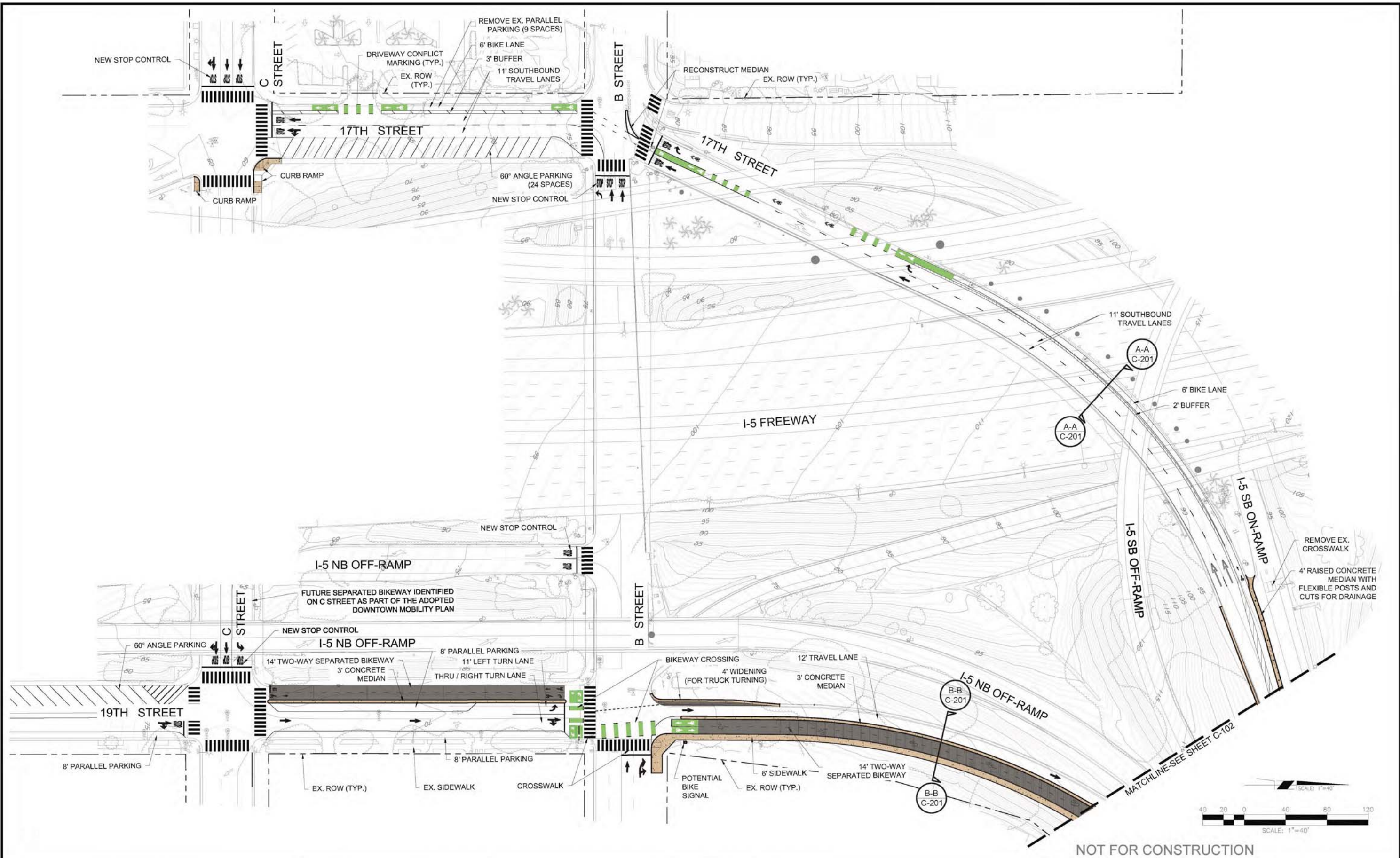


**Pershing Bikeway**

San Diego, CA

GENERAL DEVELOPMENT PLAN  
FOR PERSHING DRIVE  
TITLE SHEET

SHEET NO.  
**G-001**  
1 OF 11



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**SANDAG**

**GO byBIKE**

**Pershing Bikeway**

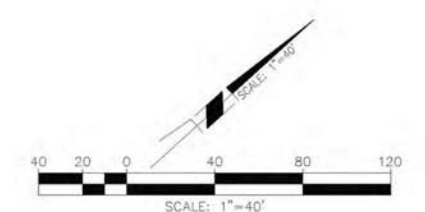
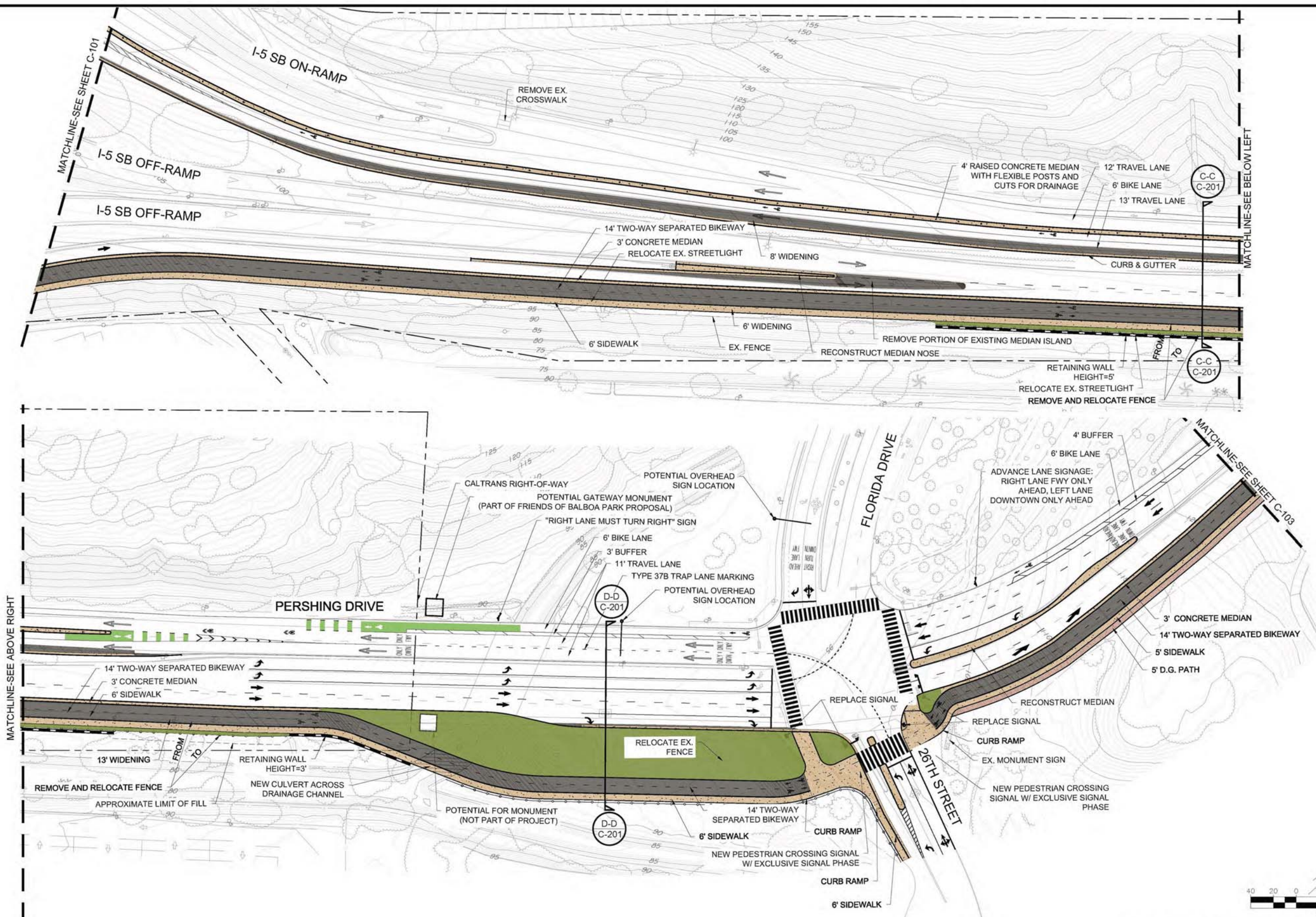
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GENERAL DEVELOPMENT PLAN  
 FOR PERSHING DRIVE

**LAYOUT1**

SHEET NO.  
**C-101**

**2** OF **11**



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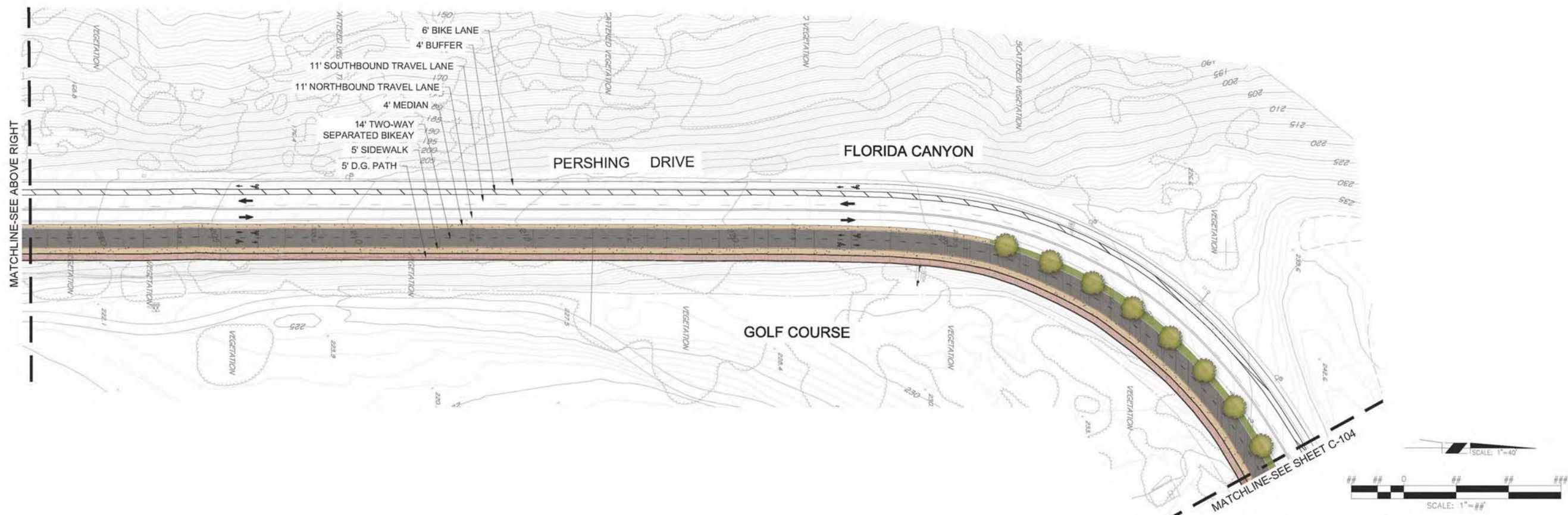
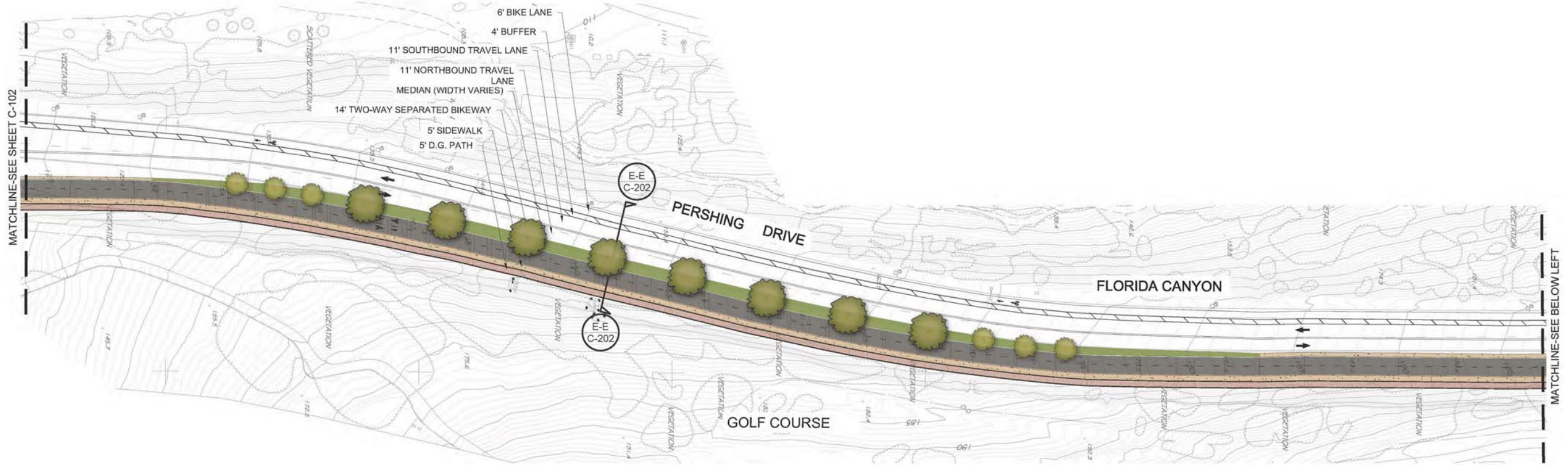
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GENERAL DEVELOPMENT PLAN FOR PERSHING DRIVE

LAYOUT 2

SHEET NO. C-102

3 OF 11



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### Pershing Bikeway

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GENERAL DEVELOPMENT PLAN  
FOR PERSHING DRIVE

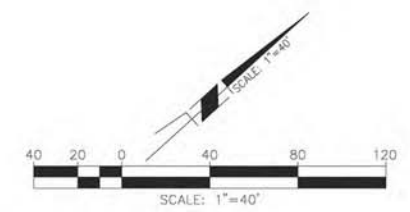
LAYOUT 3

SHEET NO.

C-103

4 of 11





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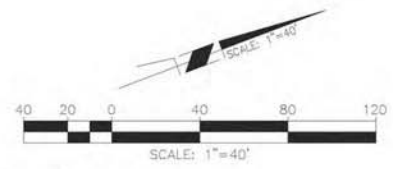
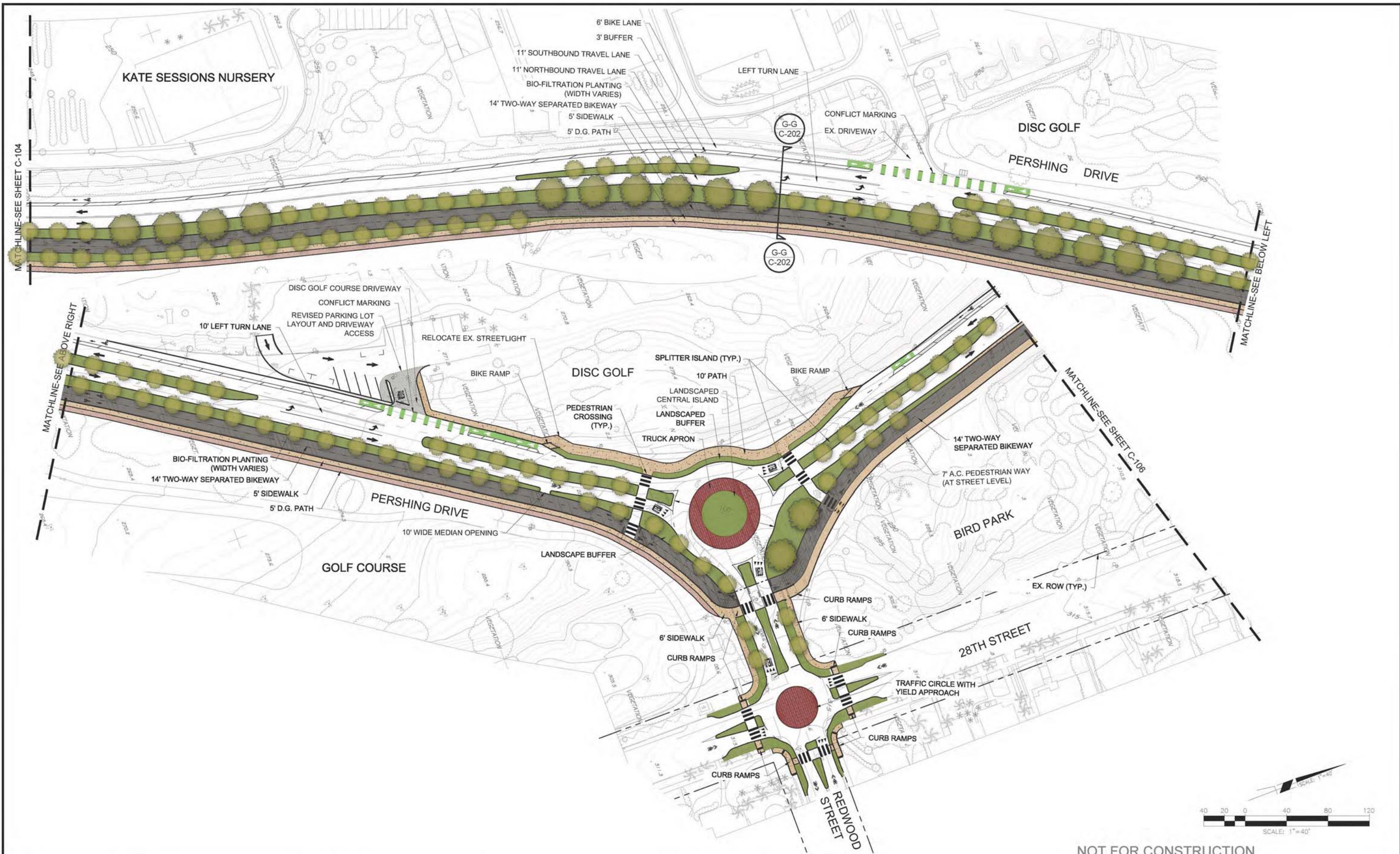


### Pershing Bikeway

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GENERAL DEVELOPMENT PLAN  
FOR PERSHING DRIVE  
LAYOUT 4

SHEET NO.  
**C-104**  
5 OF 11



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**Pershing Bikeway**

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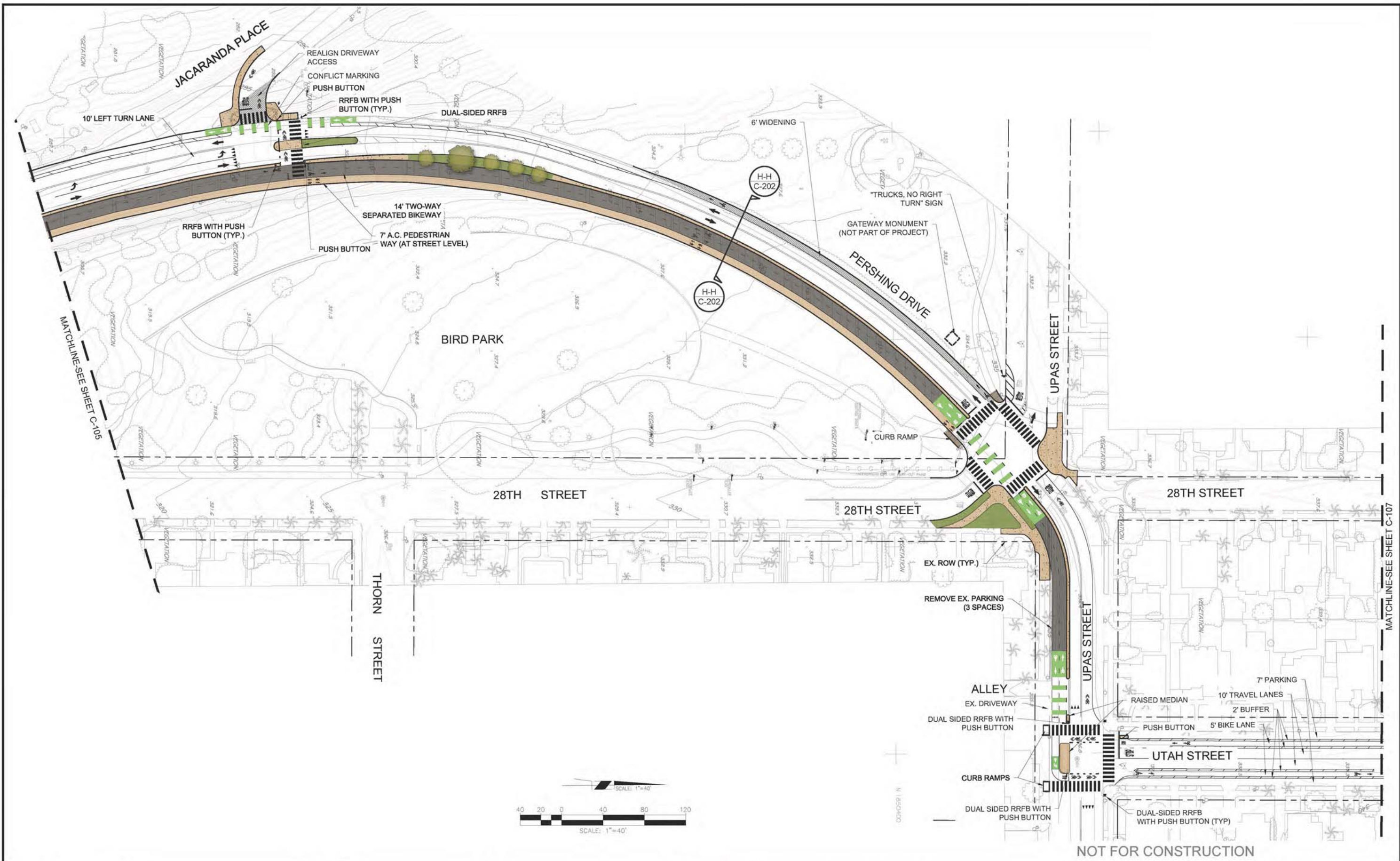
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GENERAL DEVELOPMENT PLAN  
 FOR PERSHING DRIVE

**LAYOUT 5**

SHEET NO.  
**C-105**

**6** of **11**



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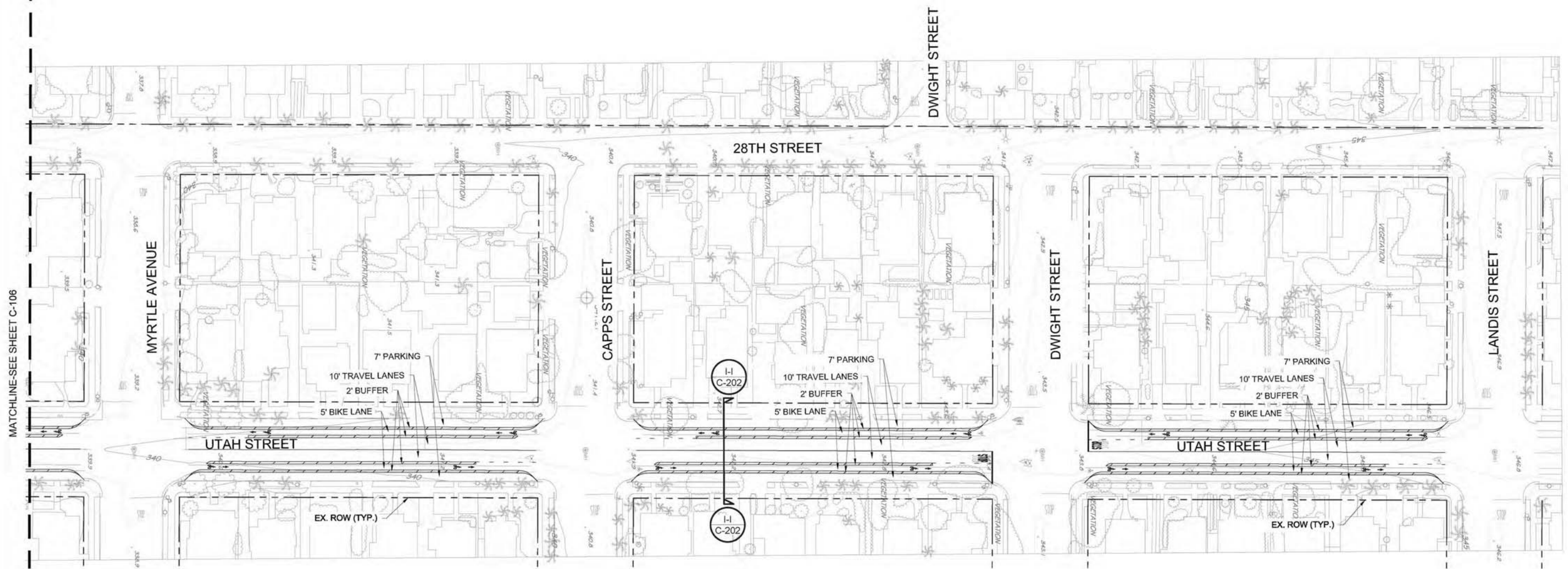
### Pershing Bikeway

San Diego, CA

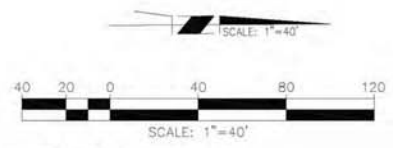
GENERAL DEVELOPMENT PLAN  
FOR PERSHING DRIVE

### LAYOUT 6

SHEET NO.  
**C-106**  
7 OF 11



MATCHLINE-SEE SHEET C-106



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**GO byBIKE**

**Pershing Bikeway**

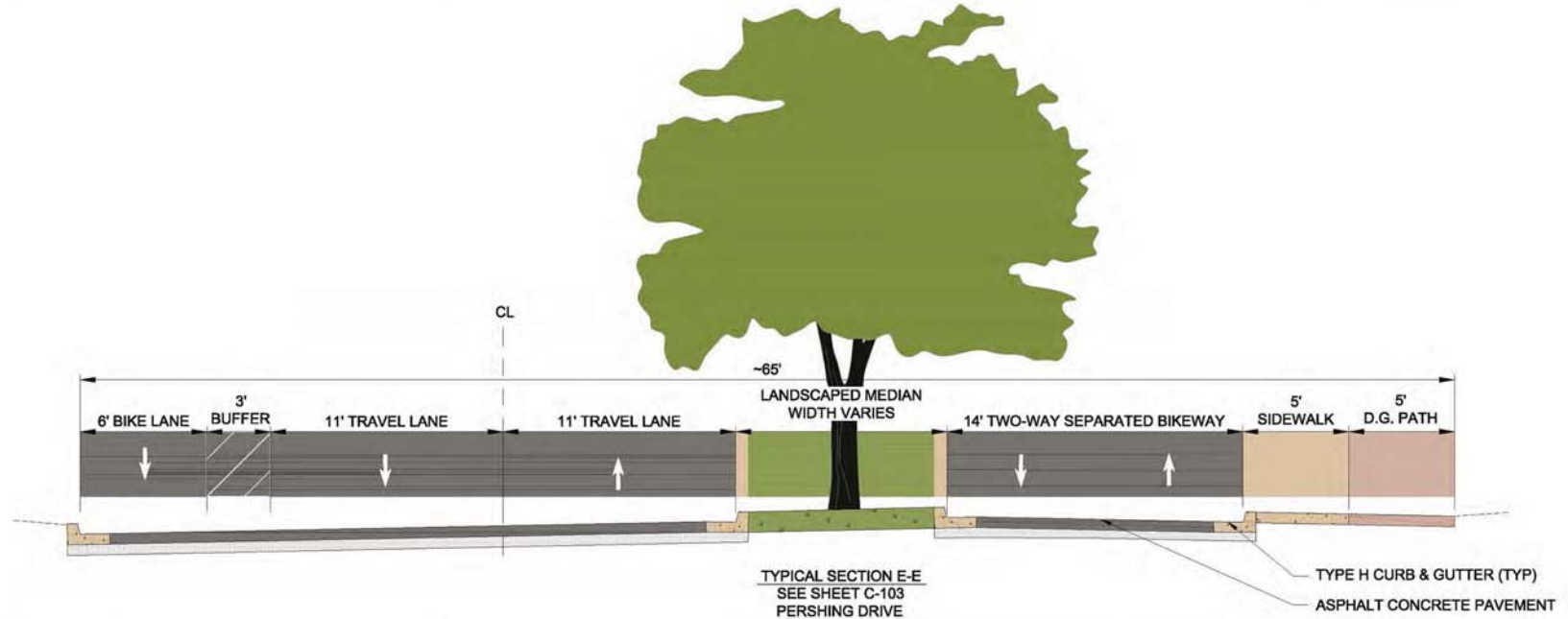
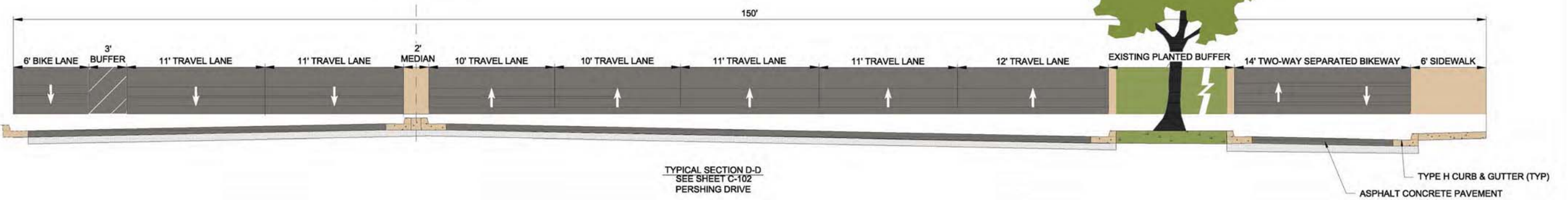
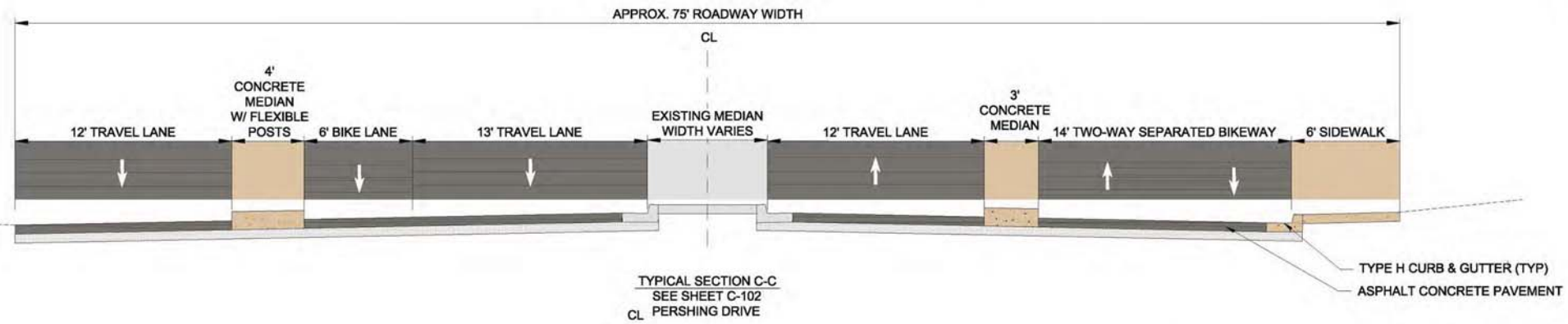
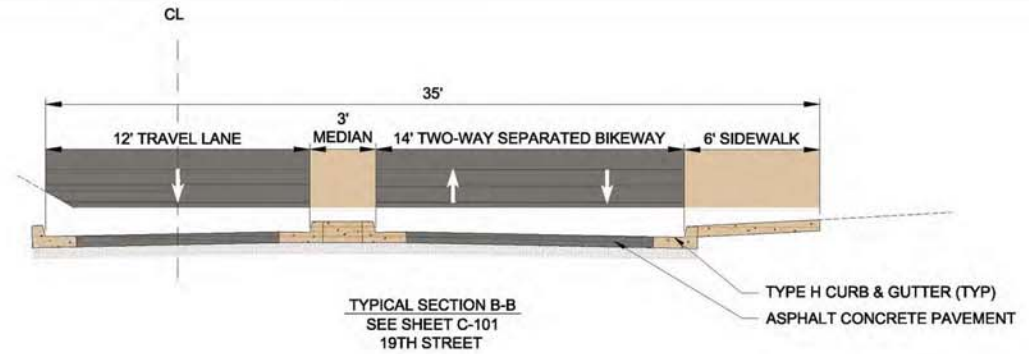
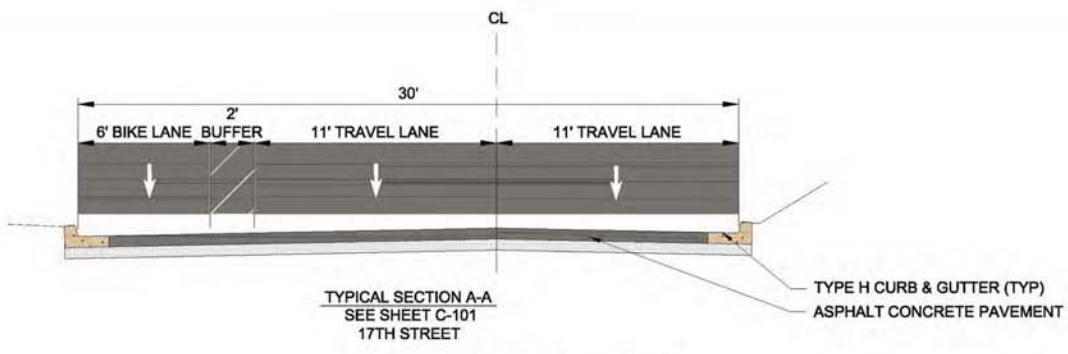
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San Diego, CA

GENERAL DEVELOPMENT PLAN  
 FOR PERSHING DRIVE

**LAYOUT 7**

SHEET NO.  
**C-107**  
 8 of 11



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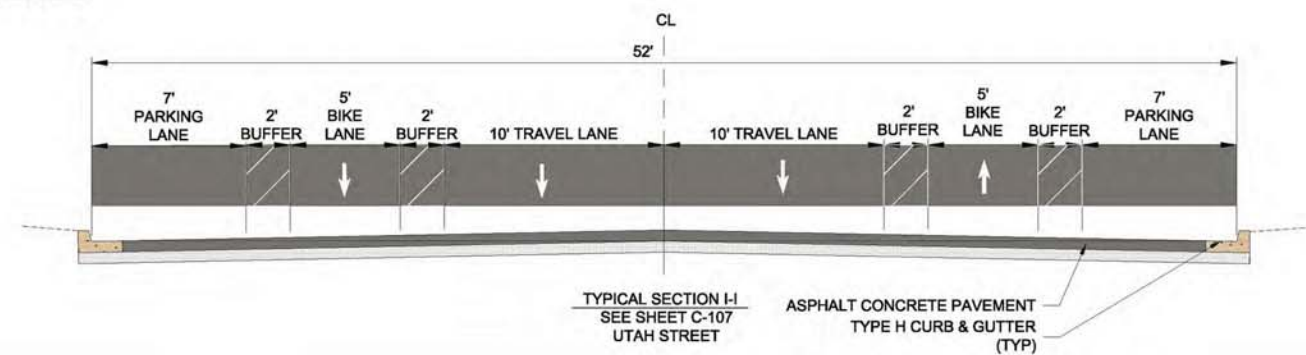
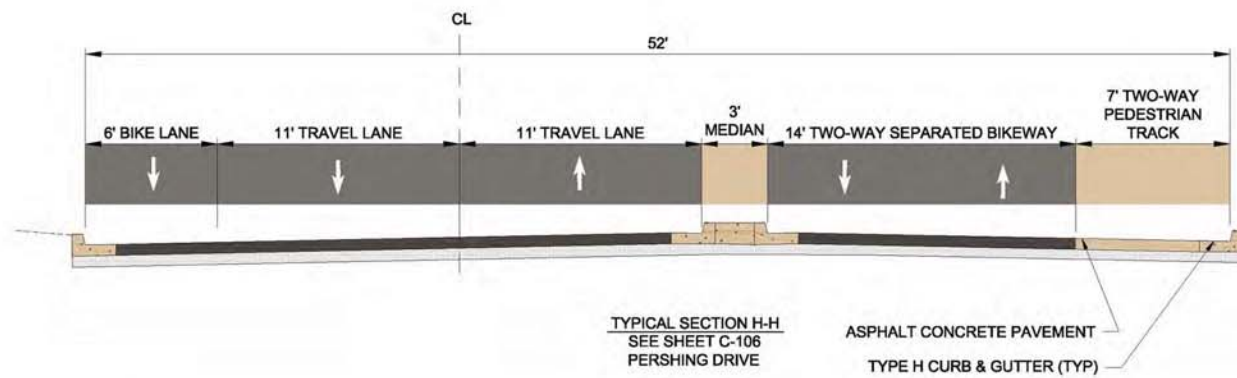
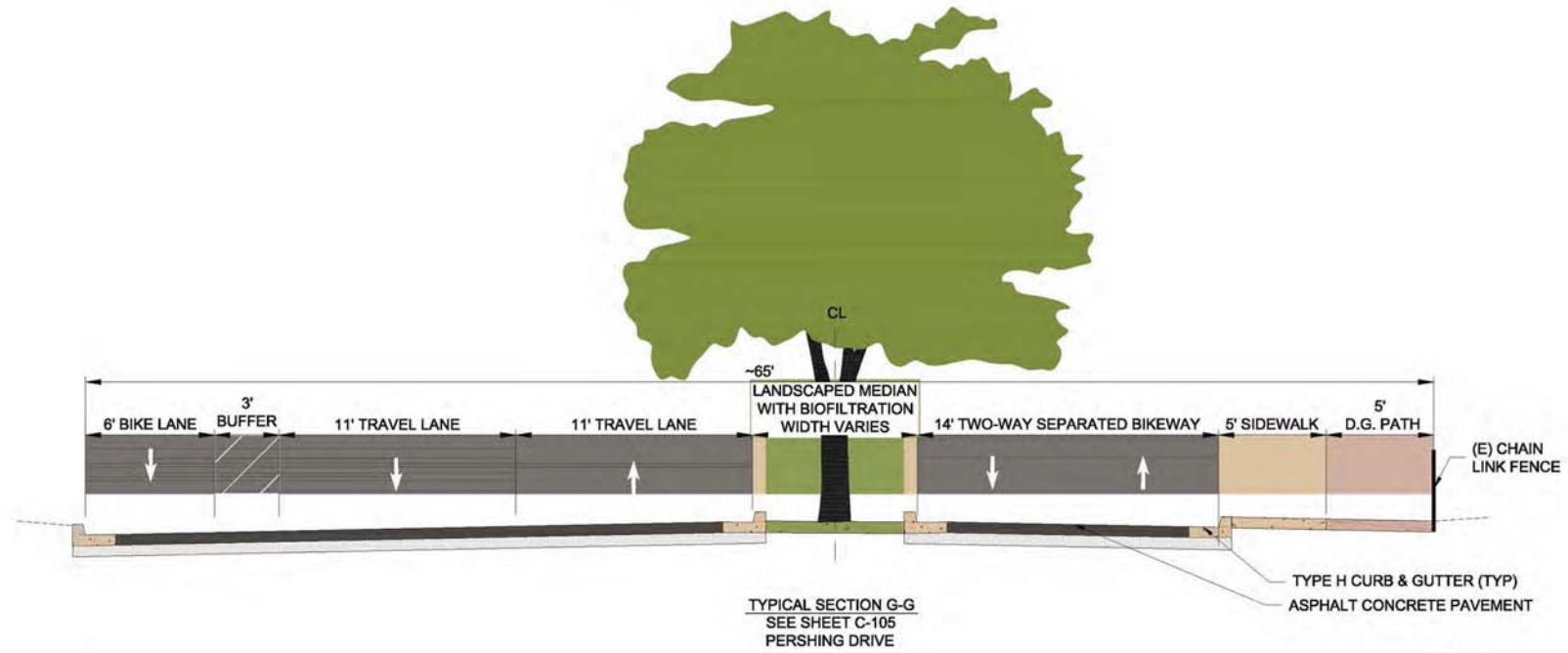
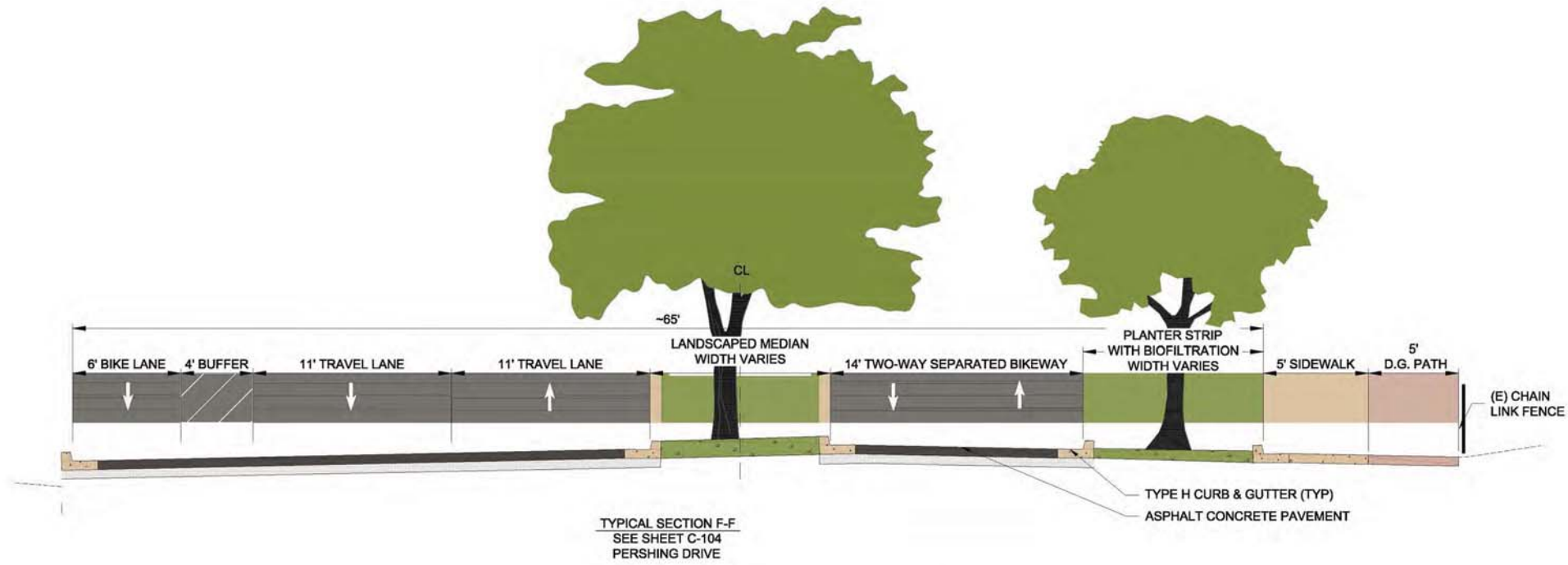


### Pershing Bikeway

San Diego, CA

GENERAL DEVELOPMENT PLAN  
FOR PERSHING DRIVE  
TYPICAL SECTIONS

SHEET NO.  
C-201  
09 OF 11



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GENERAL DEVELOPMENT PLAN  
FOR PERSHING DRIVE  
**TYPICAL SECTIONS**

SHEET NO.  
**C-202**  
10 OF 11

