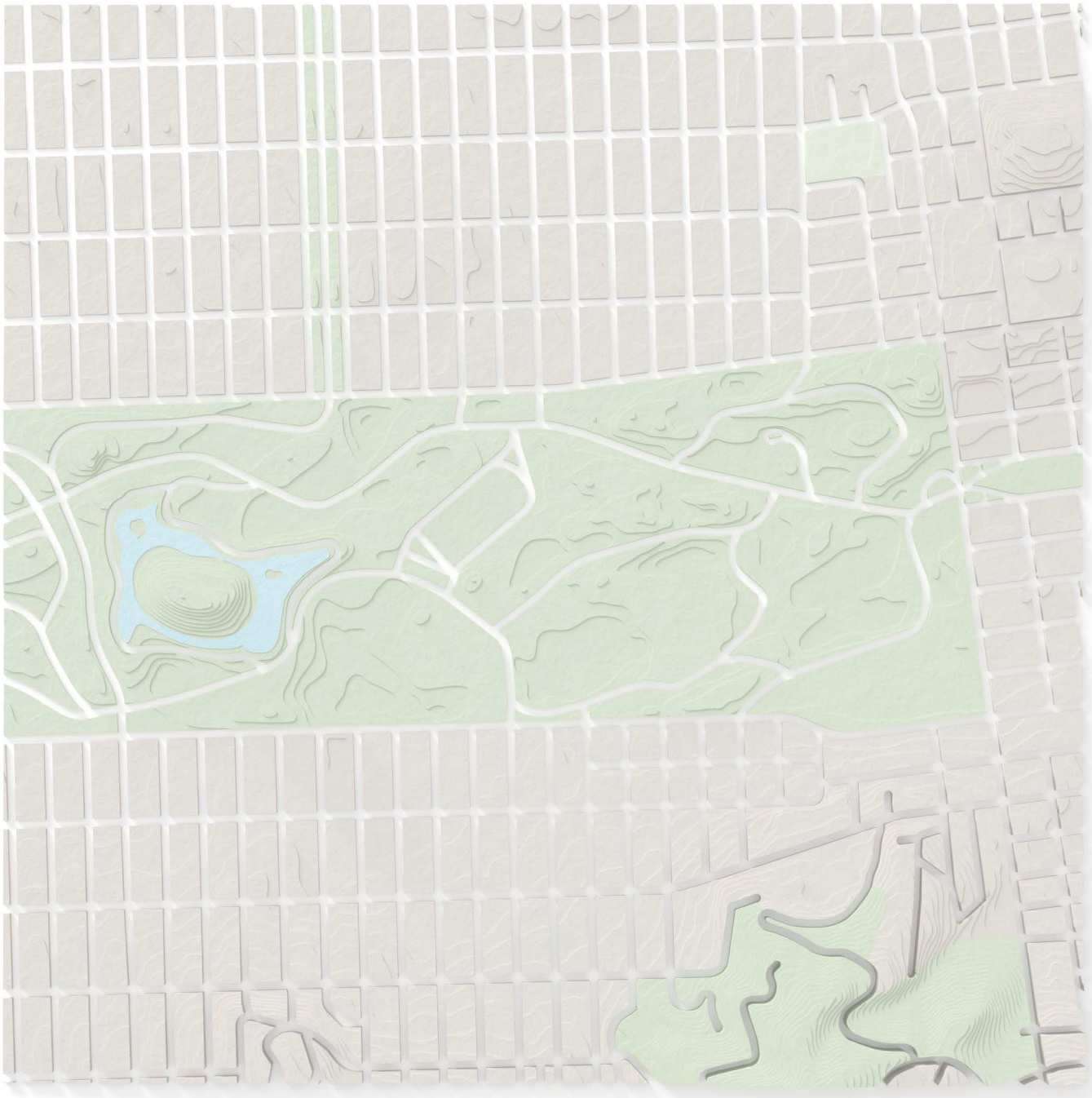

Golden Gate Park, John F. Kennedy Drive Access Equity Study

San Francisco
County Transportation
Authority

Draft Report: April 2022

Acknowledgments

Preparation of this report was made possible in part by the San Francisco County Transportation Authority through a grant of Proposition K Local Transportation Sales Tax funds.

PROJECT TEAM

San Francisco County Transportation Authority

Joe Castiglione, DEPUTY DIRECTOR FOR TECHNOLOGY, DATA , AND ANALYSIS

Eric Young, DIRECTOR OF COMMUNICATIONS

Aliza Paz, PROJECT MANAGER

David Long, TRANSPORTATION PLANNER

Abe Bingham, GRAPHIC DESIGNER

Molly Sun, PLANNING INTERN

San Francisco Municipal Transportation Agency

Chava Kronenberg, PEDESTRIAN SAFETY PROGRAM MANAGER

Christopher Kidd, TRANSPORTATION PLANNER

San Francisco Recreation and Parks Department

Sarah Madland, DIRECTOR OF POLICY AND PUBLIC AFFAIRS

Beverly Ng, DEPUTY DIRECTOR OF PUBLIC POLICY AND PUBLIC AFFAIRS

Brian Stokle, PLANNER

Consultant Teams

Nelson\Nygard Consulting Associates

Civic Edge Consulting

FM3 Research

En2action

San Francisco County Transportation Authority

1455 Market Street, 22nd Floor,
San Francisco, CA 94103
TEL 415.522.4800
EMAIL info@sfcta.org **WEB** www.sfcta.org

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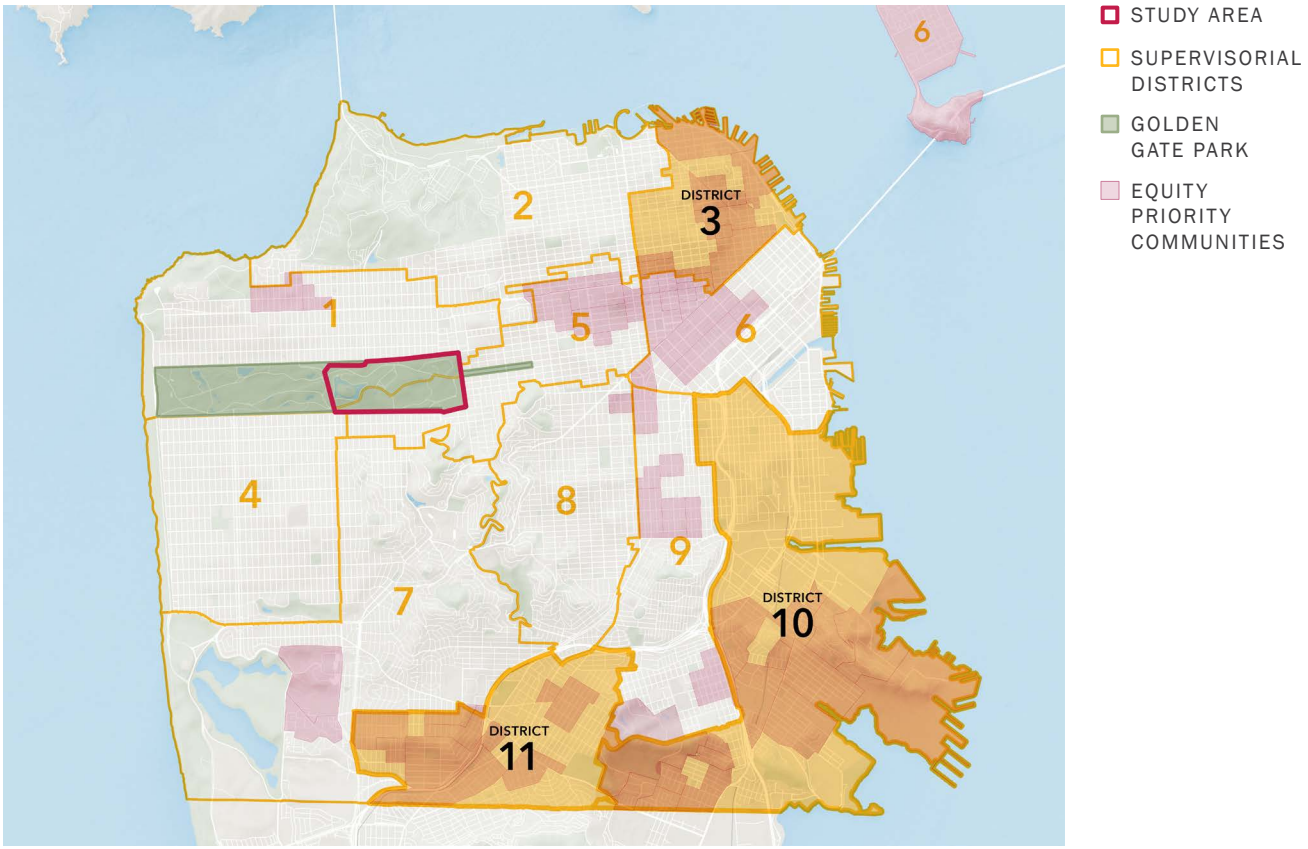
Executive Summary

Study Purpose

In 1967, John F. Kennedy Drive (JFK Drive) was designated car-free between Stanyan Street and Transverse Drive on Sundays. Over time, car-free days were expanded to include some Saturdays, holidays, and special events. In 2020, as San Francisco grappled with the COVID-19 pandemic, the San Francisco Recreation and Park Department (RPD) closed JFK Drive and other roads in Golden Gate Park (GGP) to personal cars full time to allow for socially distanced recreation. In April, 2021, Commissioner Shamann Walton requested an equity study to better understand access to the eastern portion of GGP.

The Golden Gate Park, JFK Drive Access Equity Study (Access Equity Study) examined this question from the perspective of three sets of Equity Priority Communities (EPCs), from District 3, District 10, and District 11.[1] The focus districts and study area are shown in Figure 1.

Figure 1. Equity Priority Communities, Focus Districts, and Golden Gate Park Study Area



1 San Francisco's Equity Priority Communities (EPCs) are regionally adopted by the Metropolitan Transportation Commission (MTC) and used by the Transportation Authority in this study; EPCs use census tract data. EPCs include a diverse cross-section of populations and communities that could be considered disadvantaged or vulnerable now and in the future.

This study assesses who has been using the eastern portion of GGP, including JFK Drive, prior to and during the COVID-19 pandemic and includes an equity assessment of three long-term operational alternatives and related transportation programs provided by the San Francisco Municipal Transportation Agency (SFMTA) and Recreation and Parks Department (RPD).

The Access Equity Study is guided by five study questions, listed below. These questions are meant to help decision makers understand the access experiences of District 3, District 10, and District 11 EPCs when visiting the eastern portion of GGP, including JFK Drive.

1. From Equity Priority Communities within District 3, District 10 and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19?
2. From Equity Priority Communities within District 3, District 10 and District 11, who is currently using the eastern portion of GGP, including JFK Drive?
3. From Equity Priority Communities within District 3, District 10 and District 11, for those who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?
4. From Equity Priority Communities within District 3, District 10 and District 11, how has the closure impacted the desire / ability to visit the eastern portion of GGP, including JFK Drive?
5. From all districts, who is currently using the eastern portion of GGP, including JFK Drive?

This study also includes an equity assessment of how three alternative JFK Drive configurations and proposed transportation programs, identified by city agencies, perform across various equitable access criteria and assessment methods.

Data Collection Methods and Study Findings

The study included three methods to collect new data to answer the project study questions: a phone and email survey to residents of EPCs in District 3, District 10, and District 11; two focus groups; and an intercept survey in the eastern portion of GGP. Figure 2 provides an overview of the study questions and related data collection methods.

Figure 2. Project Study Questions and Data Collection Alignment

STUDY QUESTION	DATA COLLECTION SOURCE
1. From Equity Priority Communities within District 3, District 10 and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19?	Phone and email survey
2. From Equity Priority Communities within District 3, District 10 and District 11, who is currently using the eastern portion of GGP, including JFK Drive?	Phone and email survey
3. From Equity Priority Communities within District 3, District 10 and District 11, for those who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?	Phone and email survey, focus group
4. From Equity Priority Communities within District 3, District 10 and District 11 how has the closure impacted the desire / ability to visit the eastern portion of GGP, including JFK Drive?	Phone and email survey, focus group
5. From all districts, who is currently using the eastern portion of GGP, including JFK Drive?	Intercept survey

The data collection resulted in core findings, outlined below, and discussed in more detail in the Data Collection Methods and Findings Chapter.

1. From Equity Priority Communities within District 3, District 10 and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19?

- Less than half of the phone/ email survey respondents from each of the three districts were visiting the eastern portion of GGP at least a few times a month before COVID-19.
- Frequent visitors among survey respondents most often identified as Asian or Pacific Islander and White.

2. From Equity Priority Communities within District 3, District 10, District 11, who is currently using the eastern portion of GGP, including JFK Drive?

- The race/ethnicity of phone/email respondents remained relatively unchanged among frequent users of GGP, with frequent visitors identifying most often as Asian Pacific Islander and White.
- The share of respondents rarely (a few times per year) or never making trips to eastern GGP increased in District 10 and District 11, but remained constant in District 3.

3. From Equity Priority Communities within District 3, District 10 and District 11, for people who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?

- About half to two-thirds of phone/email respondents want to use the park more often than they currently do. Of these respondents, the most common reported barriers are related to parking availability and cost and the overall trip to eastern GGP taking too long.
- In focus groups, participants expressed that the cost of parking in the Music Concourse Garage is a barrier, and that transit options are slow, indirect, or unreliable. Access barriers for seniors need to be considered and protected bike lanes would improve safety for bike trips.

4. From Equity Priority Communities within District 3, District 10, and District 11 how has the closure impacted the desire / ability to visit the eastern portion of GGP, including JFK Drive?

- About half of phone/email respondents stated that they do not visit the eastern portion of GGP; 18% visit less and 31% visit the same amount or more often since JFK Drive became closed to cars full time.
- Of intercept survey respondents, 10% stated that they visit eastern GGP less often during COVID as a result of the JFK Drive closure.
- In focus groups, participants expressed that the removal of parking on JFK Drive made travel more difficult because of the loss of ADA parking, passenger loading, and free parking in the area.

5. From all districts, who is currently using the eastern portion of GGP, including JFK Drive?

- Most intercept survey respondents reported living in zip codes within two miles of eastern GGP, though zip codes from across the city were provided, with about 10% partially or fully within District 3, District 10, and District 11.
- The race/ethnicity of intercept survey respondents are similar to the city overall, though respondents who identified as White are slightly overrepresented and Asian and/or Pacific Islander and Hispanic and/or Latinx are slightly underrepresented.

Equity Assessment of Alternative JFK Drive Configurations

The equity assessment of three long-term operational alternatives and related transportation programs provided by the San Francisco Municipal Transportation Agency (SFMTA) and Recreation and Parks Department was shaped by the STEPS framework.[1] The STEPS framework identifies five types of travel barriers (for more detail see Introduction and Project Scope Chapter):

1. **Spatial:** barriers related to spatial or geographic disparity in services within a certain area.
2. **Temporal:** barriers related to the time-of-day services are available or time-sensitive transportation needs.
3. **Economic:** barriers related to cost of services or cost to access technology to use services.
4. **Physiological:** barriers related to serving users with physical or cognitive challenges or limited technology proficiency.
5. **Social:** barriers related to serving low-income communities, minority communities, or people with limited English proficiency.

The equity assessment broadly assessed the potential impacts on access to GGP from EPCs in Districts 3, 10, and 11 for three operational and transportation program alternatives brought to the public through outreach for SFMTA's Golden Gate Park Access and Safety Program[2] in 2021/2022 (see Equity Assessment Chapter for the complete set of alternatives evaluated).

Each of the alternatives includes different operations of JFK Drive and varying levels of programmatic changes to support access, such as expanded in-park shuttle operations and Americans with Disabilities Act (ADA) parking changes. During the COVID-19 car-free designation, city agencies planned and implemented changes to support access. These include re-striping and construction to create 28 new ADA spaces[3]; changes to the in-park shuttle service times and stops[4]; and planned restoration of the 21 Hayes line. These changes would remain in all alternatives, with the exception of the in-park shuttle changes which may reduce service if JFK Drive is open to vehicles. Some operational features and services varied among

1 **Travel Behavior: Shared Mobility and Transportation Equity**, U.S. Department of Transportation Federal Highway Administration, 2018, **https://www.fhwa.dot.gov/policy/otps/shared_use_mobility_equity_final.pdf**

2 **Golden Gate Park Access and Safety Program**, SFMTA

3 See Appendix D for the location of ADA spaces in the eastern portion of GGP

4 **https://www.sfmta.com/blog/golden-gate-park-shuttle-back-and-better-ever**

the alternatives, including the provision of shuttle services from citywide CBOs (community based organizations), garage drop-off zones and white curb passenger loading zones in the Music Concourse). The three alternatives are:

1. **Restoring vehicle access to JFK Drive (Open JFK)** includes returning private vehicle access on JFK Drive to pre-COVID-19 conditions where the road was car-free every Sunday, on holidays, and some Saturdays. This alternative includes the fewest additional programs to reduce known access barriers.
2. **Maintaining the car-free closure of JFK Drive (Car-Free JFK)** includes maintaining the current full-time car-free status that closes JFK Drive to private vehicles, while allowing passenger loading at the Music Concourse via MLK Drive. This configuration results in removing about 478 general and 26 ADA parking spaces (about 504 spaces in total) and allows paratransit service and transit to operate along and across JFK Drive. This alternative includes the most programs to reduce access barriers.
3. **Restoring partial vehicle access to JFK Drive (One-Way Private Vehicle Access)** includes a partial reopening to allow private vehicles to travel westbound on JFK Drive with an entrance at 8th Ave. The total amount of parking spaces that would be removed under this alternative is unclear.[1] This alternative includes some programs to reduce access barriers, but fewer programs than the Car-Free JFK alternative.

The Study team assessed the impacts of alternatives relative to pre-pandemic baseline conditions. Figure 4 presents the high-level findings of the assessment; these are discussed in more detail in the Equity Assessment Chapter. Overall, the assessment found pre-pandemic access to the park was mixed, and that all alternatives have the potential to improve transportation barriers from pre-pandemic conditions, though there are areas where impact is uncertain (Alternative 2: Car-free JFK physiological) or may worsen (Alternative 3: One-way JFK physiological) due primarily to the provision of fewer supportive operational features.

1 The study team assumed a majority of the 504 spaces that would be removed in Alternative 2: Car-free JFK would also be removed in this alternative

Figure 3. Summary of JFK Drive Alternatives and Programmatic Elements, defined by City Agencies

	OPEN JFK	CAR-FREE JFK	ONE-WAY LOOP
In-Park Shuttle Service Changes	✗	✓	✓
In-Park Shuttle Route/ Stop Changes	limited	✓	✓
Equity Priority Community CBO Shuttle	✗	✓	✓
29-Sunset Improvements	✓	✓	✓
Wayfinding Improvements	limited	✓	✓
TDM Program	✓	✓	✓
Construct New ADA Spaces (28)	✓	✓	✓
Demand Pricing in Garage	✓	✓	✓
Garage Parking Subsidy	✗	✓	✓
Garage Drop-Off Zones	✗	✓	✗
Bike Share Stations	✓	✓	✓
Passenger loading in Music Concourse	✗	✓	✗

Figure 4. Summary of Equity Assessment Findings

	SPATIAL	TEMPORAL	ECONOMIC	PHYSIOLOGICAL
Baseline (pre-COVID)	**many** barriers to access	**many** barriers to access	**moderate** barriers to access	**moderate** barriers to access
No Closure	+	+	?	+
Full JFK Closure	+	+	+	?
One-Way Vehicle Access	+	+	+	−

* Social barriers were not evaluated as part of this equity assessment; MTA / RPD proposed programs within the park may affect social barriers.

1. Introduction and Project Purpose

In response to COVID-19, City agencies closed JFK Drive to private vehicles every day of the week to create more spaces for people to safely recreate and maintain social distancing guidelines. This was an expansion to pre-COVID-19 conditions when JFK Drive was closed on Sundays, holidays, and some Saturdays. In early 2021, the Transportation Authority convened the Golden Gate Park Stakeholder Working Group to determine shared values and priorities to inform subsequent park access planning and long-term operations. The Stakeholder Working Group developed an Action Framework to aid in the ongoing planning process and identified, among other findings, a need to improve access to GGP for communities of color, especially the city's southeastern neighborhoods (Resolution 21-49, May, 2021).[1]

In April, 2021, Commissioner Shamann Walton requested an equity study to better understand the use of JFK Drive to access the eastern portion of GGP, particularly from District 10 and other diverse communities.

The purpose of the study is to examine access equity to the eastern portion of GGP – between Stanyan and Crossover Drive – because of the many attractions in this area. The Golden Gate Park, John F. Kennedy Drive Access Equity Study (Access Equity Study) was initiated in response to this request.

This Access Equity Study focuses on understanding the travel conditions from the Equity Priority Communities (EPCs) within District 3, District 10, and District 11 to the eastern portion of GGP (Figure 6) and who currently uses the eastern portion of the park, including JFK Drive. The study contributes to transportation planning for GGP through research, outreach, and data collection focused on key study questions detailed in Figure 5.

Figure 5. Access Equity Study Guiding Questions

STUDY QUESTIONS
1. From Equity Priority Communities within District 3, District 10 and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19?
2. From Equity Priority Communities within District 3, District 10 and District 11, who is currently using the eastern portion of GGP, including JFK Drive?
3. From Equity Priority Communities within District 3, District 10, and District 11, for people who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?
4. From Equity Priority Communities within District 3, District 10, and District 11 how has the closure impacted the desire / ability to visit the eastern portion of GGP, including JFK Drive?
5. Who is currently using the eastern portion of GGP, including JFK Drive?

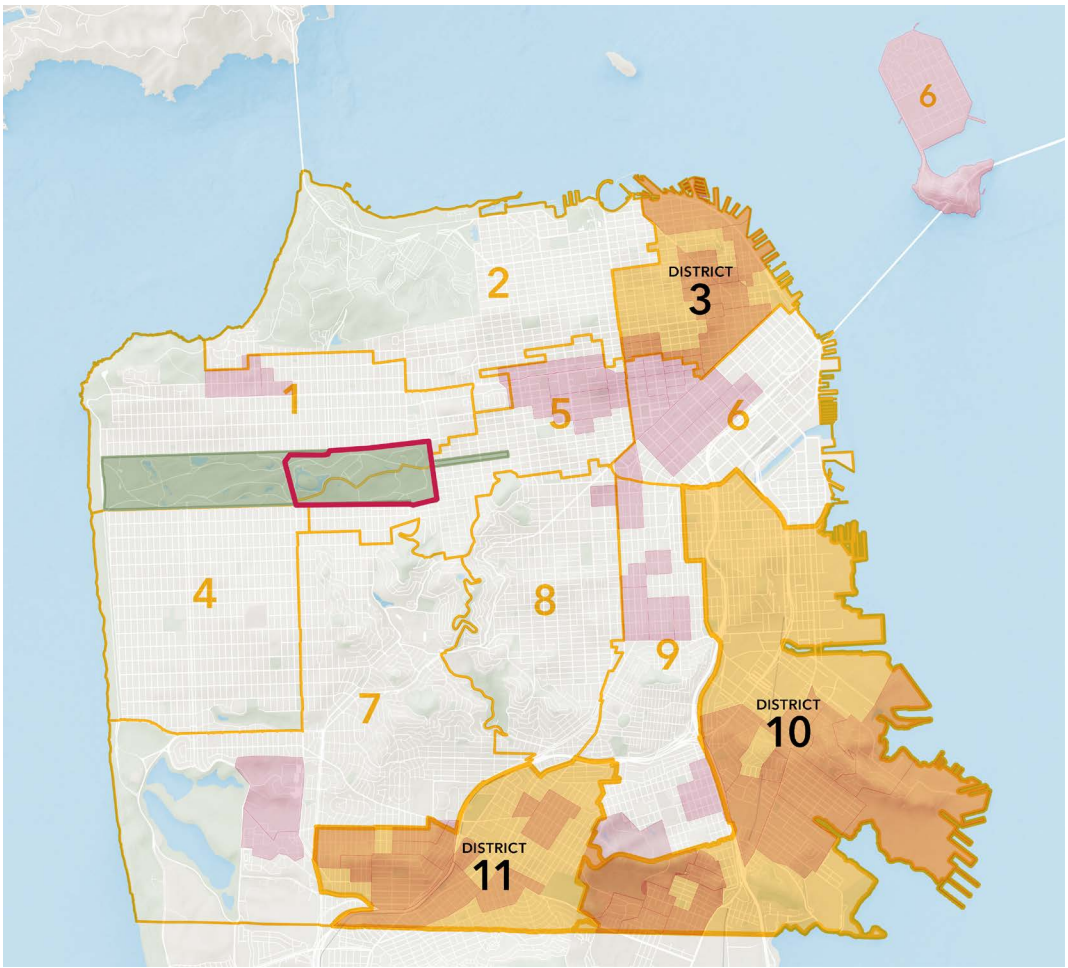
1 SFCTA, Golden Gate Park Stakeholder Working Group and Action Framework, May 2021, **https://www.sfcta.org/ggp-stakeholder**

1.1 Study Boundaries and EPC Characteristics

San Francisco's Equity Priority Communities (EPCs) are regionally adopted by the Metropolitan Transportation Commission (MTC) and use census tract data.[1] The EPC framework helps MTC, and other agencies including the Transportation Authority, make decisions on investments that meaningfully address historic disparities in access to transportation, housing, and other community services for these communities. The RPD uses a separate designation, called Equity Zones, to prioritize investments.

District 3, District 10, and District 11 are among the farthest districts from GGP. District 3 is in the northeast and District 10 and District 11 are in the southern and eastern part of San Francisco (Figure 6).

Figure 6. Equity Priority Communities, Focus Districts, and Golden Gate Park Study Area

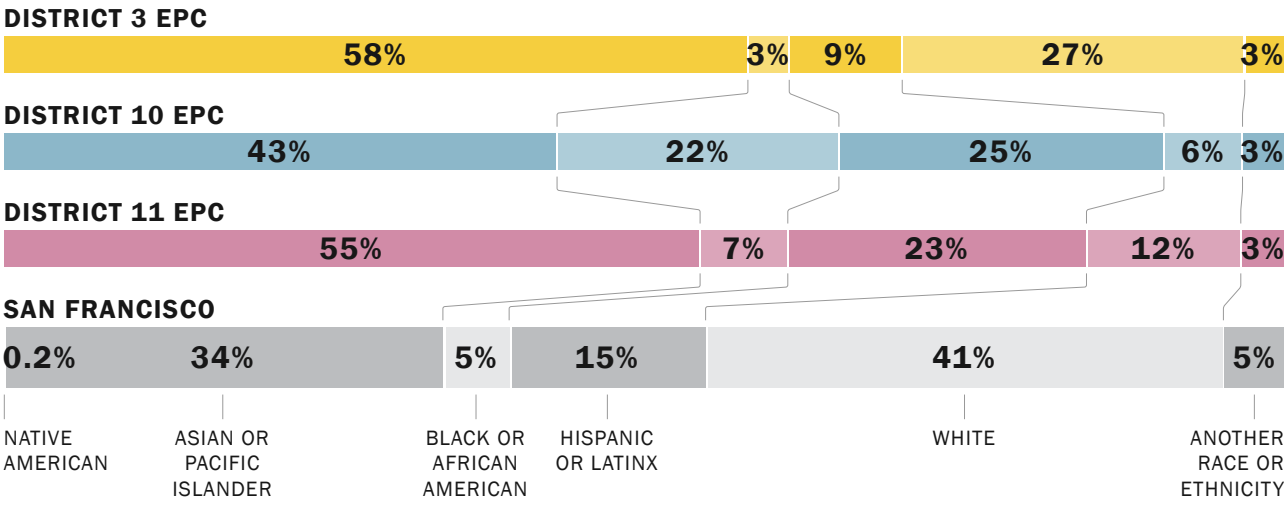


1 https://sfrecpark.org/DocumentCenter/View/15800/Item-8-Equity-Analysis_Metrics-FY20-111920

The combination of past policies and investments such as highway construction, redlining, and urban renewal impacted access to economic and social activity centers for communities of color. In San Francisco, I-280 and US-101 divide District 10 and District 11 from other parts of the city. This makes many active transportation and transit trips across the city more difficult and contributes to higher car ownership and driving rates in these Districts compared to most other parts of the city.[1][2][3] District 11 has the highest level of vehicles available by occupied housing unit and District 10 has the fourth highest level of vehicles available by occupied housing unit. Though this study is about equity and access, it does not analyze how past investments shape today's travel patterns. Addressing historical inequities is embedded in various planning processes in San Francisco including Muni's Equity Strategy and the Recreation and Parks Department's Equity Zones, which are used to guide funding and resource allocation to address historic disinvestment.

Each of the three focus districts is racially and ethnically diverse. Figure 7 compares the racial/ethnic composition of each district's EPC residents to San Francisco as a whole using 2018 American Community Survey (ACS) 5-year estimates. EPCs in all three districts have a smaller share of White residents than San Francisco as a whole. All three districts also have a higher share of Asian or Pacific Islander residents than San Francisco as a whole. District 3 includes the Chinatown neighborhood and has a particularly high share of Asian and Pacific Islander residents. EPCs within Districts 10 and 11 have comparatively high shares of Hispanic or Latinx residents. The share of Black residents within District 10 Equity Priority Communities is more than double the share of Black residents in San Francisco.

Figure 7. Racial/Ethnic Demographics of EPCs Within Study Districts Compared to Citywide Demographics[4]



1 **https://connectsf-vmt.sfcta.org/**

2 SFMTA, **Bayview Community Based Transportation Plan**, Page 27

3 2019 American Community Survey

4 American Community Survey 5-Year estimates from 2018.

The study area of the Equity and Access Study is the eastern portion of GGP, including JFK Drive. This area is bound by Stanyan Street on the east and Crossover Drive on the West (Figure 8) and is home to attractions including the de Young Museum, the California Academy of Sciences, the Conservatory of Flowers, the 6th Avenue Skate Park, and many other destinations. The park is also known for its natural features, trails, and gardens such as the San Francisco Botanical Garden, Stow Lake, and the Japanese Tea Garden.

Figure 8. Map of Eastern Golden Gate Park

1.2 Literature Review

The study team reviewed transportation equity frameworks and park access equity studies to identify approaches for an equity assessment of JFK Drive alternatives. Equity frameworks are designed to identify inequities and improve success in the planning of policies, programs, and investments. Highlights of the literature review are below and a complete literature review is included in Appendix A.

PEER PARK EQUITY STUDIES

Many park equity studies focus on the proximity of parks to households and how to identify vulnerable populations in need of better park access. San Francisco generally scores well when park equity is defined this way because, in 2017, San Francisco became the first city in the US where all residents live within a 10-minute walk to a park.[1] Additionally, RPD established Park Equity Zones in 2016[2] to identify vulnerable communities and plan for and improve recreation facilities and park access.

The amount of peer city research on equitable access to regionally significant parks or open space is limited. Four peer studies with a focus on regionally significant parks are included in the literature review. A key finding of this review is that "good" transportation access to a major, regional park destination is defined as a door-to-door travel time of 30 to 45 minutes.

The study team reviewed the following studies:

- **King County, Washington:** Connecting People to Parks in King County A Transit-to-Parks GIS Analysis[3]
- **Albuquerque, New Mexico:** Next Stop: Equitable Access 2020 A Transit to Parks Analysis[4]
- **Los Angeles, California:** Next Stop: More Access to Open Spaces, A Transit to Parks Strategic Plan[5]
- **San Mateo, California:** San Mateo County Coastside Access Study[6]

EQUITY FRAMEWORKS

The literature review also included a review of two equity evaluation frameworks – the STEPS Framework and the Mobility Equity Framework. The STEPS framework was

1 SFWeekly, **All of SF Lives Within a 10-minute Walk of a Park**, 2017.
2 San Francisco Recreation and Parks, **Measuring Equity Across SF's Parks**, 2016.
3 The Wilderness Society, **Connecting People to Parks**, 2019
4 The Wilderness Society, **Next Stop: Equitable Access**, 2020
5 LA Metro, **Next Stop: More Access to Open Spaces**, 2019
6 Nelson/Nygaard, **San Mateo County Coastside Access Study**, 2015

selected for this study because it is flexible and can be adapted to the specific study objective of understanding the experience of diverse communities and their barriers to accessing GGP.

The Federal Highway Administration and UC Berkeley developed the STEPS Framework to explore how shared mobility can be used to address transportation equity challenges that travelers face when making trips.[1] The framework outlines five categories that transportation barriers may be associated with:

1. **Spatial barriers** are related to spatial or geographic disparity in services within a certain area. These exist when travelers are not able to access their destinations and opportunities in a timely and affordable way. This barrier is most likely to impact users with limited vehicle access, including youth, older adults, people with disabilities, and people with low incomes.
2. **Temporal barriers** are related to the time-of-day when services are available or time-sensitive transportation needs. The most common source of temporal barriers are traffic congestion and public transit delays. As a result of these barriers, travelers must plan for longer travel times, require flexibility in their trip schedule, and spend less time doing their desired activity.
3. **Economic barriers** are related to cost of services or cost to access technology to use services. Economic barriers exist when the cost of travel limits a person from affording basic goods, services, or saving.
4. **Physiological barriers** are related to serving users with physical or cognitive challenges or limited technology proficiency. Despite transit vehicles being ADA accessible, connections to and from transit can also present barriers when facilities are unpredictable. Physiological barriers can also apply to families with young children because of the need to carry children and equipment.
5. **Social barriers** are related to serving low-income communities, minority communities, or people with limited English proficiency. Marketing and communication languages and cultural differences in transportation preferences can be social barriers.

1 **Travel Behavior: Shared Mobility and Transportation Equity**, U.S. Department of Transportation Federal Highway Administration, 2018

2. Data Collection Methods and Findings

The Access Equity Study is structured around five core questions. This section includes an overview of the data collection methods and findings related to the study questions. The three data collection methods are[1]:

1. **Phone/email survey to residents** of the study's focus district EPCs. A second, identical survey was distributed as an online survey through CBOs within these districts and allowed respondents to opt-in to a focus group. The CBO distributed survey resulted in 280 survey responses from people reporting home zip codes fully or partially within District 3, District 10, or District 11, however the Transportation Authority did not have confidence in the data collected through this second survey and results are not included in this report.
2. **Focus groups** that included people living within zip codes that are partially or fully within the EPC boundaries of District 3, District 10, and District 11 who opted-in through the CBO survey.
3. **Intercept survey** within the eastern portion of GGP, that was conducted along and within close proximity to JFK Drive.

The relationship between study questions and data collection methods is shown below (Figure 9).

Figure 9. Study Questions and Data Collection Sources

STUDY QUESTION	DATA COLLECTION SOURCE
1. From Equity Priority Communities within District 3, District 10, and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19?	Phone and email survey
2. From Equity Priority Communities within District 3, District 10, and District 11, who is currently using the eastern portion of GGP, including JFK Drive?	Phone and email survey
3. From Equity Priority Communities within District 3, District 10, and District 11, for people who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?	Phone and email survey, focus group
4. From Equity Priority Communities within District 3, District 10, and District 11 how has the closure impacted the desire / ability to visit the eastern portion of GGP, including JFK Drive?	Phone and email survey, focus group
5. Who is currently using the eastern portion of GGP, including JFK Drive?	Intercept survey

1 Survey instruments are in Appendix B

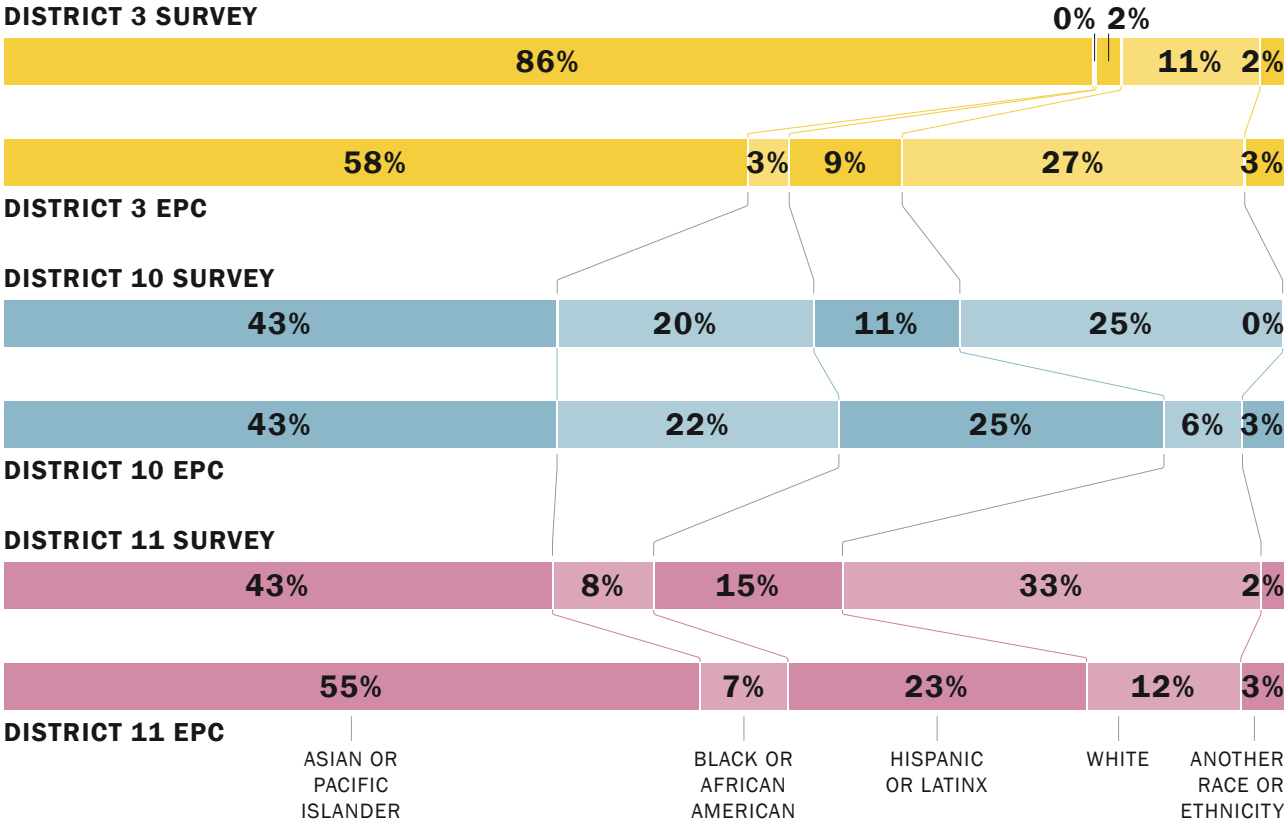
DATA COLLECTION APPROACHES

Phone and Email Survey:

The statistically significant phone and email survey was conducted in English, Spanish, and Chinese. The study team used voter information to create a random sample of people living within EPCs in District 3, District 10, and District 11. The surveying effort took place from January 8 through February 4, 2022 and targeted 400 responses. Ultimately, the study team collected 310 responses (56 from District 3, 123 from District 10, and 131 from District 11).[1] Figure 10 shows the self-reported race/ethnicity of phone and email survey respondents versus EPC resident racial make up for each district. EPC data was drawn from the 2018 ACS.

The margin of error in the total responses of this survey effort is +/- 5.6% (95% confidence interval). The margin of error increases as data is broken out by different survey variables (e.g. by demographics or EPC).

Figure 10. Race/Ethnicity of **Phone/Email Survey** Respondents Compared to EPC Residents by District



1 For this survey, respondent contact information was obtained from voter registration records and interviewers spoke to any adult in the household, regardless of voter registration status. District 3 received fewer responses than District 10 and District 11. The study team obtained all available records with a phone number or email address for residents in the District 3 EPC and either called or emailed to invite them to participate in the survey. There were no more available records to draw from, preventing the team from reaching a bigger sample size in the area.

Focus Groups:

Focus groups gave the project team an opportunity to hear from community members about how the full-time closure of JFK Drive has impacted their ability and desire to use the eastern portion of GGP, as well as transportation barriers for trips to the area. Through the CBO distributed survey, 50 people opted to join the focus groups. Participants were prioritized based on the criteria that they lived in zip codes partially or fully within the EPCs of the study's focus districts and used the eastern portion of the park both before and during the COVID-19-related changes to JFK Drive. Chinese and Spanish language focus groups were offered, however, everyone who joined a focus group preferred a focus group in English. In total, two meetings were held in English; each meeting had approximately four to six people, for a total of ten focus groups participants[1]. The study team also participated in or received summary notes from several community meetings held with CBOs in District 3 and District 10 by other city departments which reflected similar/consistent responses.

Intercept Survey:

The intercept survey was conducted in eastern GGP on weekends in January and February 2022 by surveyors who spoke Cantonese, Tagalog, and English; paper surveys were available in English, Chinese, and Spanish; Digital surveys, linked by QR code, were also available in traditional Chinese and Spanish. Surveys were conducted in the study area of the park, with a focus on the main destinations in the area that are close to JFK Drive – JFK Drive itself, the Music Concourse, and the Botanical Gardens. Figure 11 shows the intercept survey data collection area. In total, 422 surveys were collected.

1 All focus group participants received a $25 stipend for their time

Figure 11. Study Area and **Intercept Survey** Collection Area

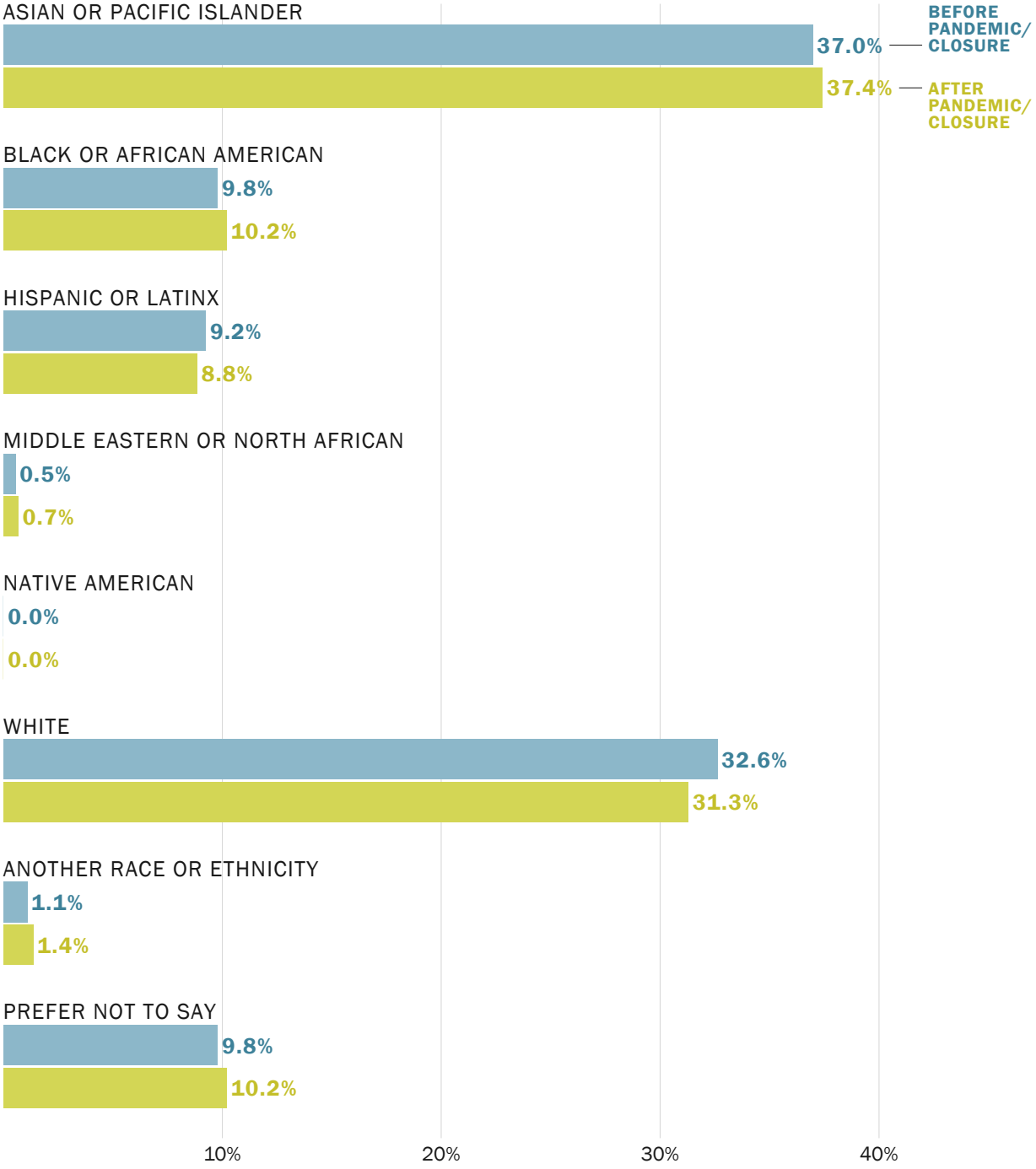
2.1 Data Collection Findings

This section presents findings from all data collection methods, organized by the five study questions.

1. From Equity Priority Communities within District 3, District 10, and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19? And,
5. Who is currently using the eastern portion of GGP, including JFK Drive?

Most respondents from the phone and email survey who use the park frequently identified as Asian/Pacific Islander or White (Figure 12). During the pandemic, despite a shift in frequency of trip making to eastern GGP, there was little change in the mix of respondents that made this trip at least a few times a week.

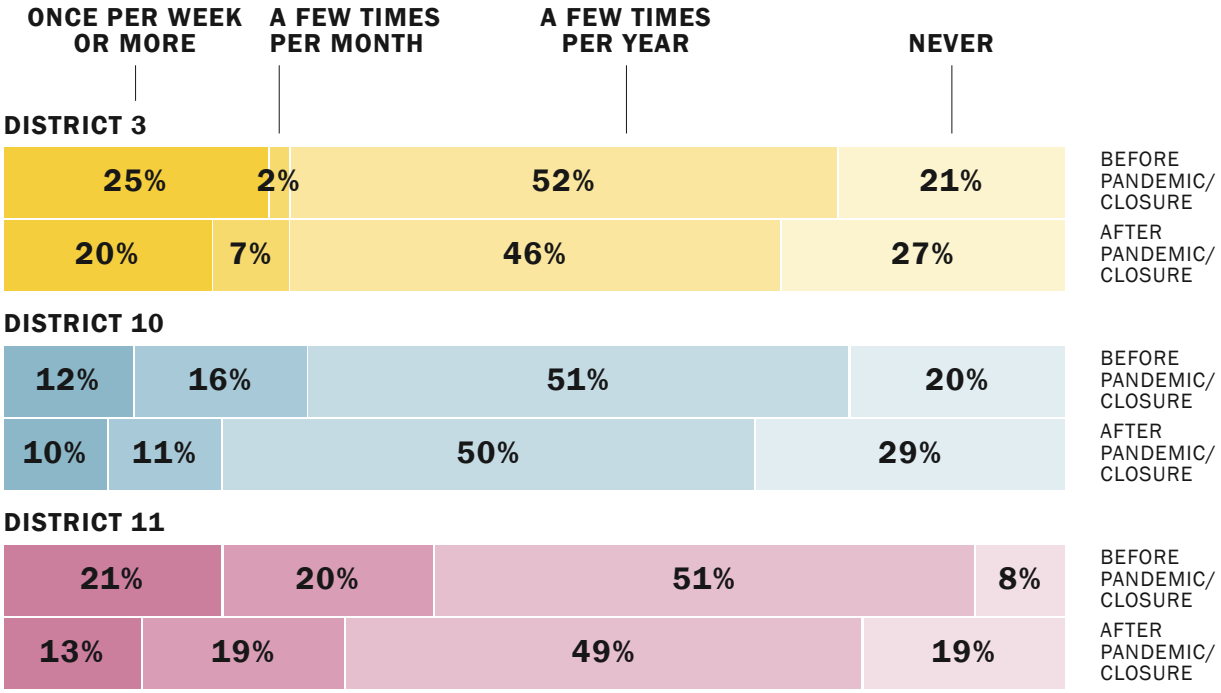
Figure 12. Frequent[1] Users of GGP by Race/Ethnicity Before & During the Pandemic **(Phone/Email Survey)**



1 Frequent use of eastern GGP refers to at least a few times a month.

The phone and email survey results show that about half of all respondents within the EPC of focus districts never made trips to the eastern portion of GGP before the COVID-19 pandemic. During the pandemic, the share of people who rarely or never make this trip increased in Districts 10 and 11 (Figure 13).

Figure 13. Change in Visits to Eastern GGP from District 3, District 10, and District 11 between Before and During Covid **(Phone/Email Survey)**



IMPACTS OF COVID-19 ON TRAVEL PATTERNS IN SAN FRANCISCO

The pandemic has changed the way that people travel within San Francisco and the larger Bay Area. Travel trends have been disrupted due to the pandemic's impact on peoples' health, livelihood, activities, and the economy. Pandemic-induced unemployment and distanced learning have also led to lowered demand for travel in San Francisco.

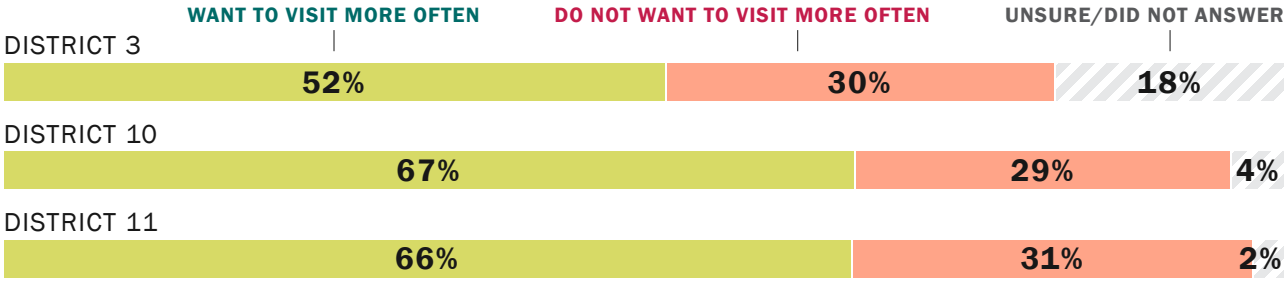
The Transportation Authority uses observed speeds to model citywide daily vehicle miles traveled (VMT) and track congestion. The Transportation Authority estimates San Francisco's daily VMT at 10.3 million before the pandemic (March 2020) and 8.3 million during the pandemic (January 2022) – an estimated 19.4% decrease in daily VMT. The Transportation Authority's latest Congestion Management Program update for 2019 – 2021, shows a 15 – 30% reduction in vehicle counts.[1]

1 San Francisco County Transportation Authority, COVID-19-Era Congestion Tracker

3. From Equity Priority Communities within District 3, District 10, and District 11, for people who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?

Between half and two-thirds of respondents from the phone and email survey would like to visit eastern GGP more often than they currently do (Figure 14). Of these people, the most frequently cited barriers to park access were parking difficulty and cost. Responses also highlighted unique barriers by district. District 10 respondents cited travel time as a barrier and reported that they enjoy their local parks more frequently than respondents from other districts. Parking concerns were the most common barrier for District 11 respondents. District 3 residents identified slow Muni service and not feeling safe in the park as a barrier more often than other districts (Figure 15).

Figure 14. Desire to Visit Eastern GGP More by District **(Phone/Email Survey)**



PARKING SUPPLY AND MANAGEMENT

Parking in GGP was recently studied to assess parking supply, utilization, and pricing. The 2019 Golden Gate Park Parking Survey[1] was conducted to improve park access, discourage long-term parking, and reduce vehicle congestion. At the time of the study, there was a total of 5,402 parking spaces throughout the park – including free on-street and paid off-street parking. Most parking in GGP and surrounding neighborhoods is unmanaged. Free parking, especially without time restrictions, incentivizes driving and creates increased congestion, idling, and circling to look for spaces, and can reduce overall availability for those who need it most, such as mobility restricted visitors.[2]

The Golden Gate Music Concourse Parking Lot provides 800 spaces of parking near high visitor destinations whose price is set in the park code. Recent legislation adopted by the Board of Supervisors allows for variable pricing in the parking in the parking garage.[3] The current hourly rates range from $5.25 to $6.25 depending on the day of the week, with a $33 daily maximum. These rates are generally consistent with other city-operated paid parking garages, which have hourly rates between $2 – 7 and daily rates between $18 – 45 for 24 hours and $23 – 39 for 12 hours.[4]

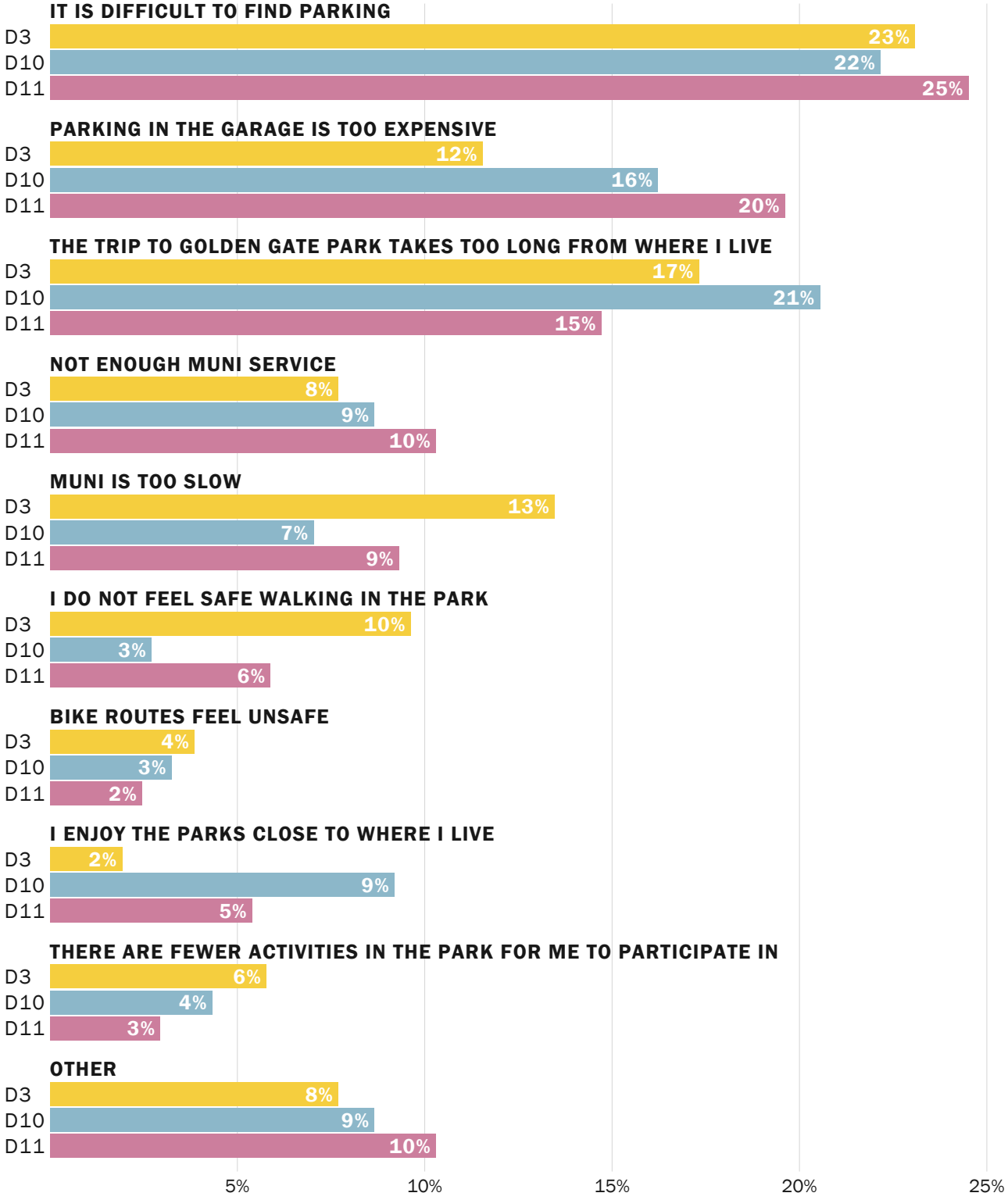
1 2019 Golden Gate Park Parking Survey, September 2019, **https://www.sfcta.org/sites/default/files/2021-01/GGP%20Parking%20Study%202019.pdf**

2 Evans, Dana. "Free Parking is Killing Cities," Bloomberg Businessweek, August 2021 **https://www.bloomberg.com/news/features/2021-08-31/why-free-parking-is-bad-according-to-one-ucla-professor**

3 **San Francisco Board of Supervisors Ordinance 218-21**

4 **SFMTA Parking Garages and Lots**

Figure 15. Barriers for Respondents Who Want to Visit GGP More from Districts 3, 10 and 11 (Phone/Email Survey)



In the focus groups, participants discussed transportation barriers that make the trip difficult, and transportation needs to help improve the trip to eastern GGP.

Transportation barriers identified through these discussions include:

- **Too long to travel by public transportation:** Individuals from Districts 10 and 11 expressed that the closure of JFK Drive negatively impacted access to the eastern portion of the GGP and the ability to park close to attractions within GGP. The eastern portion of GGP was noted to be too far in distance and lengthy in time to use public transportation from these districts and individuals noted that they prefer and need to drive for this trip. In addition to the distance of the trip, it was noted that some bus lines do not stop within the park, and because these individuals have difficulty walking throughout GGP, there is an added need to be able to drive along JFK Drive and park near destinations.
- **Too expensive to park:** Individuals from District 10 and District 11 emphasized that parking in the Music Concourse garage is expensive and limits the ability to make a trip to the park.
- **Protected Bike Lanes:** Individuals from each of the districts expressed safety concerns about biking to the park.

A summary of key transportation needs that would improve the trip to eastern GGP identified through these discussions include:

- **Direct bus route:** Individuals from each district expressed a desire to have more direct, reliable, and faster public transportation from their respective districts to the park. Several individuals shared that they would want to take public transportation and would frequent GGP more if there was a faster and direct bus route.
- **Golden Gate Park Shuttle:** Individuals from all districts shared confusion about when, where, and how to use the existing free in-park shuttle service. All individuals expressed the need for improved outreach about the shuttle service and stops, with added considerations for those who do not use computers or smartphones. In addition, individuals highlighted the need for seating, shelter, and clear signage when waiting for the park shuttle and for the shuttle be affordable, frequent, and reliable.
- **Protected bike lanes:** Individuals from each of the districts shared that protected bike lanes from Districts 3, 10, and 11 would help to reduce barriers to biking for this trip and increase the feeling of safety when traveling by bicycle to the park.

The Focus group fundings are generally consistent with public outreach findings from the SFMTA and RPD Golden Gate Park Access and Safety Study.[1]

1 **SFMTA Board and Recreation and Park Commission Joint Meeting Materials**, March 10, 2022

4. From Equity Priority Communities within District 3, District 10, and District 11 how has the closure impacted the desire/ability to visit the eastern portion of GGP, including JFK?

When asked about how the full-time closure of JFK Drive has impacted respondents' desires and abilities to visit the eastern portion of GGP, half of respondents from the phone and email survey stated that they do not make this trip at all; 18% stated that the closure has resulted in them making the trip less often, while 31% make the trip the same amount or more often (Figure 16). Figure 17 shows the racial/ethnic makeup of respondents who reported using the eastern portion of GGP less since the JFK closure.

Figure 16. How the JFK Drive Closure Impacted Respondents Desire/Ability to Visit the Eastern Portion of Golden Gate Park **(Phone/Email Survey)**

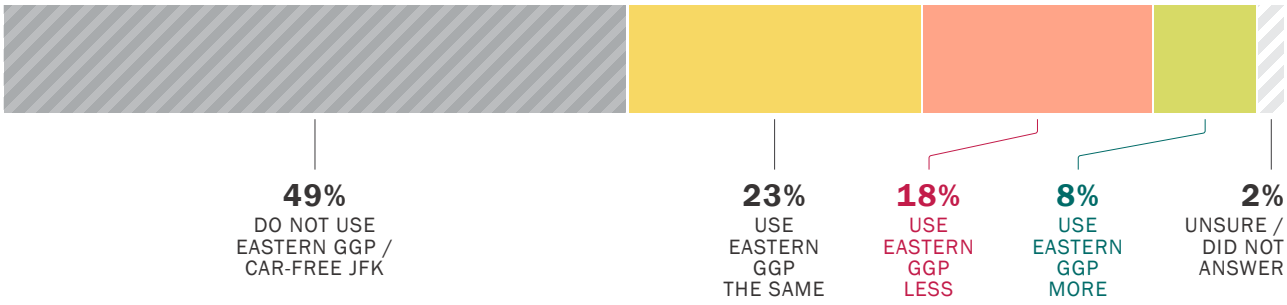
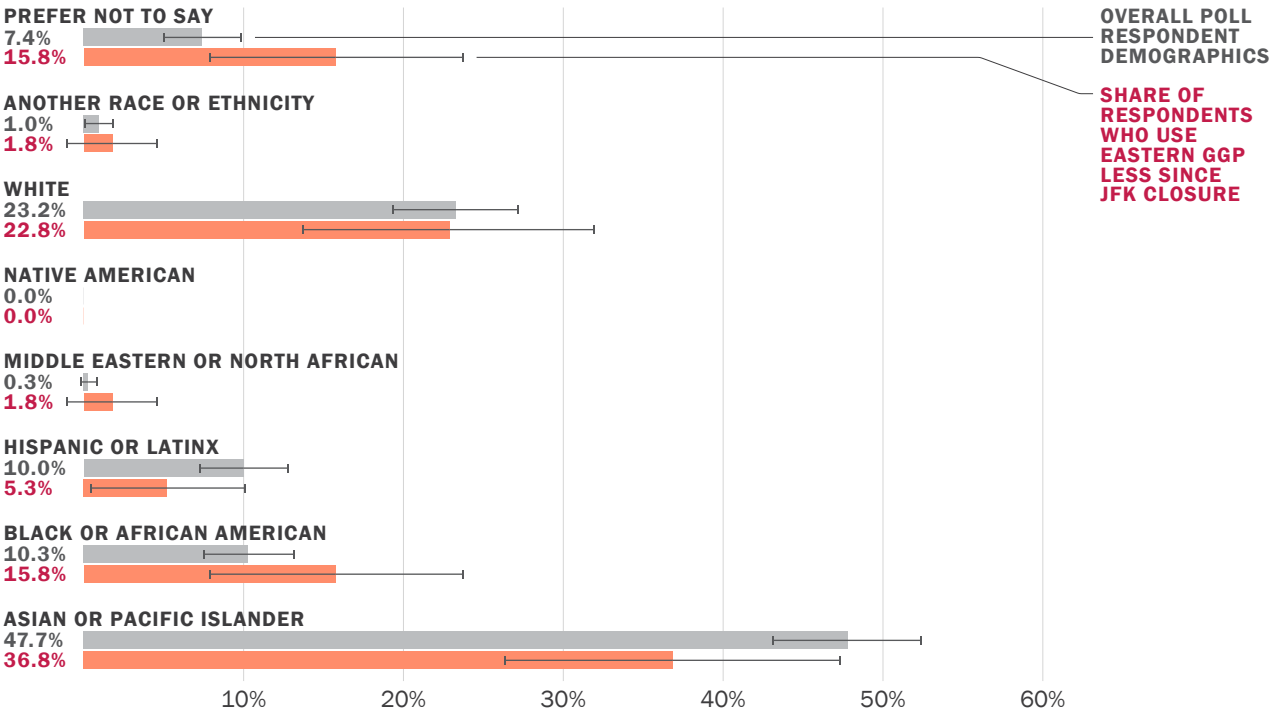


Figure 17. Share of Respondents by Race/Ethnicity who Use Eastern GGP less since JFK closure **(Phone/Email Survey)**



Note: there is a small sample size/high margin of error. 90% confidence intervals are shown in black lines on the chart

The intercept survey asked the same question to understand how the closure of JFK Drive has impacted peoples' desire/ability to visit the eastern portion of GGP. Respondents from the intercept survey show a different impact of the closure compared to phone/email respondents, with 90% making the trip the same amount or more often and 10% making the trip less (Figure 18). The intercept survey captures people who are actively using the park. People who visit the eastern portion of GGP the same amount or more often as a result of the closure are more likely to be captured in this survey. Figure 18 shows the racial/ethnic makeup of respondents who reported using the eastern portion of GGP less since the JFK closure.

Figure 18. How the JFK Closure Impacted Respondents Desire/Ability to Visit the Eastern Portion of Golden Gate Park **(Intercept Survey)**

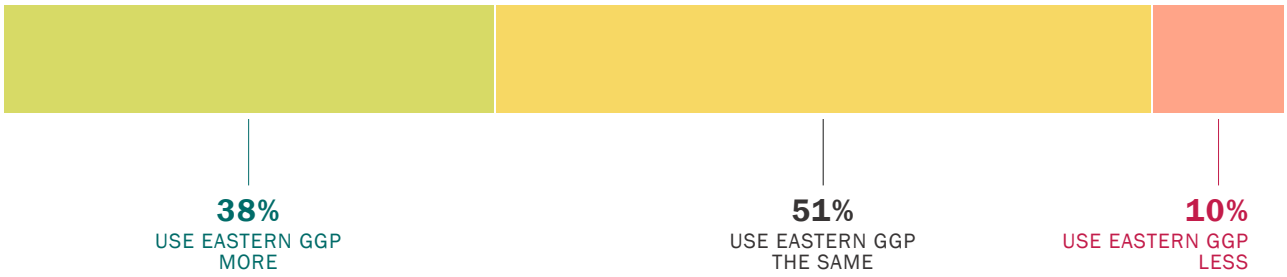
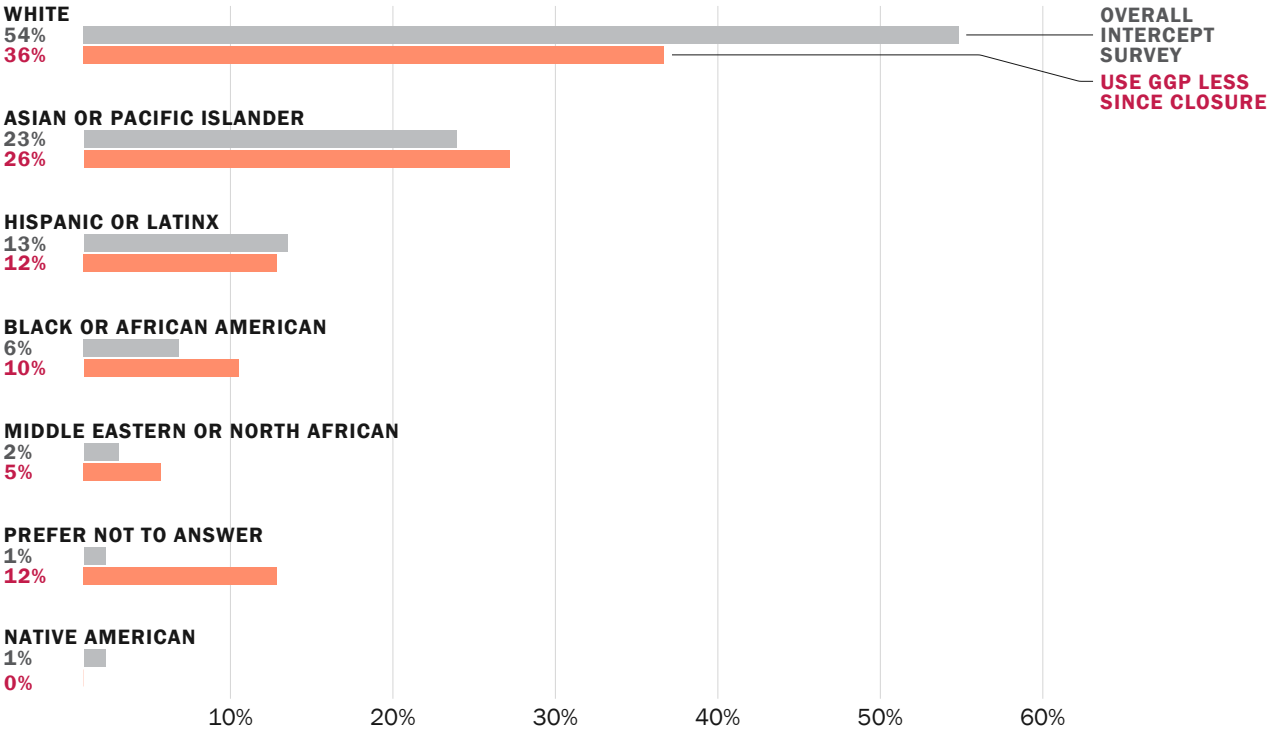


Figure 19. Share of Respondents by Race/Ethnicity who Use Eastern GGP less since JFK closure **(Intercept Survey)**



Note: sample sizes by race/ethnicity of people using GGP less are very small and should be interpreted accordingly.

The phone/email survey findings found that respondents visit the eastern portion of GGP less often due to the closure of JFK Drive. The intercept survey suggests that respondents visit more often because of the closure, and many of those respondents live within two miles of the Park (see Figure 20). Although the Figure 17 and Figure 19 suggest affects may be different across difference racial/ethnic groups, the sample size is too small to draw clear conclusions from either survey.

In the focus group discussions, people who visit the park less because of the full-time closure of JFK noted the following reasons and impacts:

- Individuals from District 10 and District 11 expressed that the closure significantly impacted the ability for seniors to travel to the eastern portion of GGP. Several participants of the focus group were seniors and highlighted the need for accessibility improvements for those who are elderly or have mobility challenges because of the less direct access to destinations from parking and loading areas, particularly the museums and events along JFK Drive itself.
- Individuals from District 10 and District 11 emphasized that the closure of JFK Drive limited their ability to drive and park in free spaces near attractions, necessitating them to pay for the garage, which they saw as unaffordable.

5. Who is currently using the eastern portion of GGP, including JFK?

The intercept survey asked respondents to provide their home zip code. Most respondents (76%) live in a home zip code within two miles of GGP (Figure 20). Residents from Districts 3, 10, and 11 made up about 10% of respondents who provided a home zip code.

Figure 20. Map of **Intercept Survey** Responses by Home Zip Code

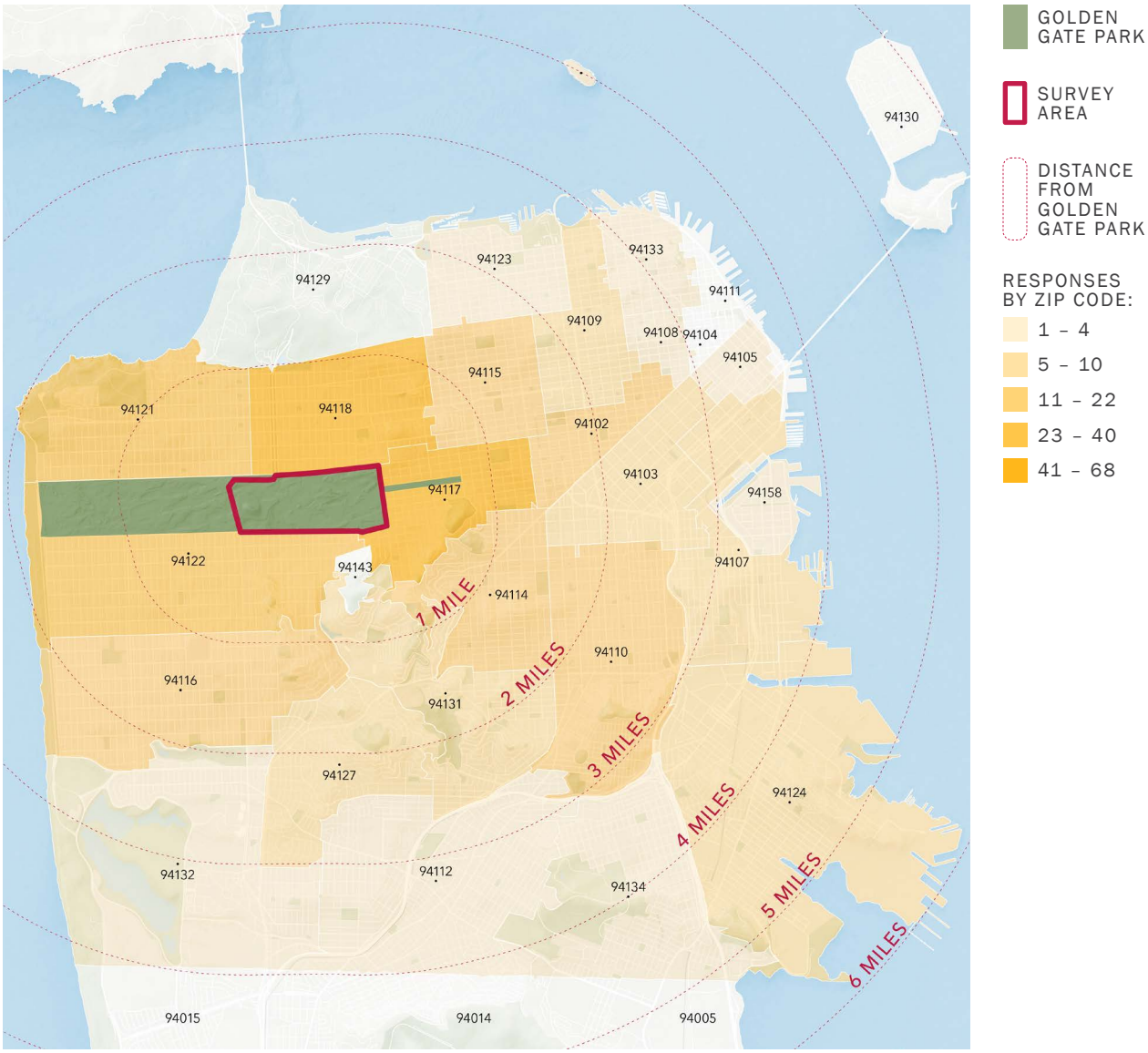
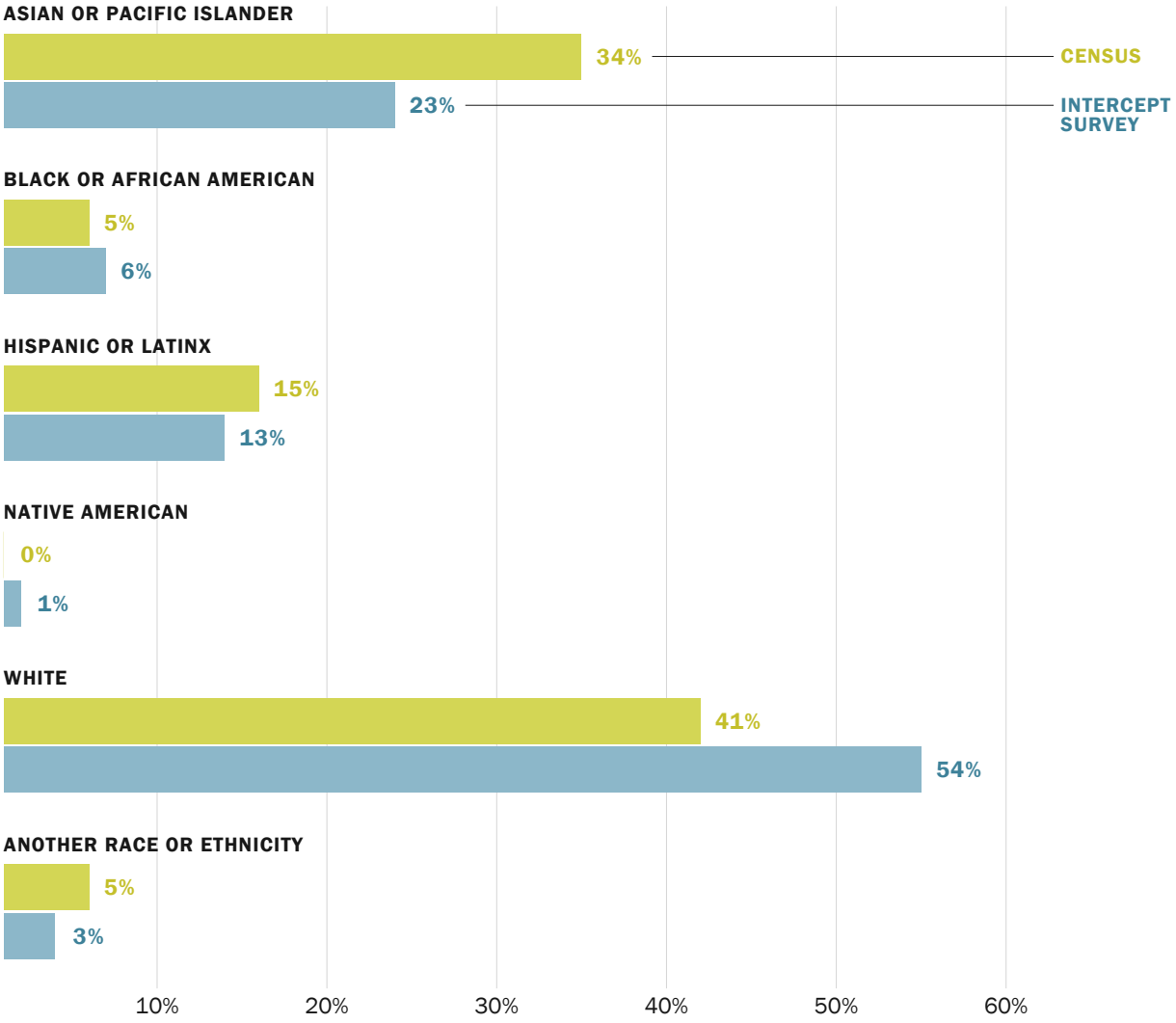


Figure 21 compares the race/ethnicity of intercept survey responses to the racial/ethnic demographics of San Francisco as a whole. The data for San Francisco is from the 2019 American Community Survey (ACS) 5-year estimates. The intercept survey is roughly proportional to the city as a whole; however, respondents who identified as White are overrepresented in the sample and Asian and/or Pacific Islander and Hispanic and/or Latinx are underrepresented in the survey sample.

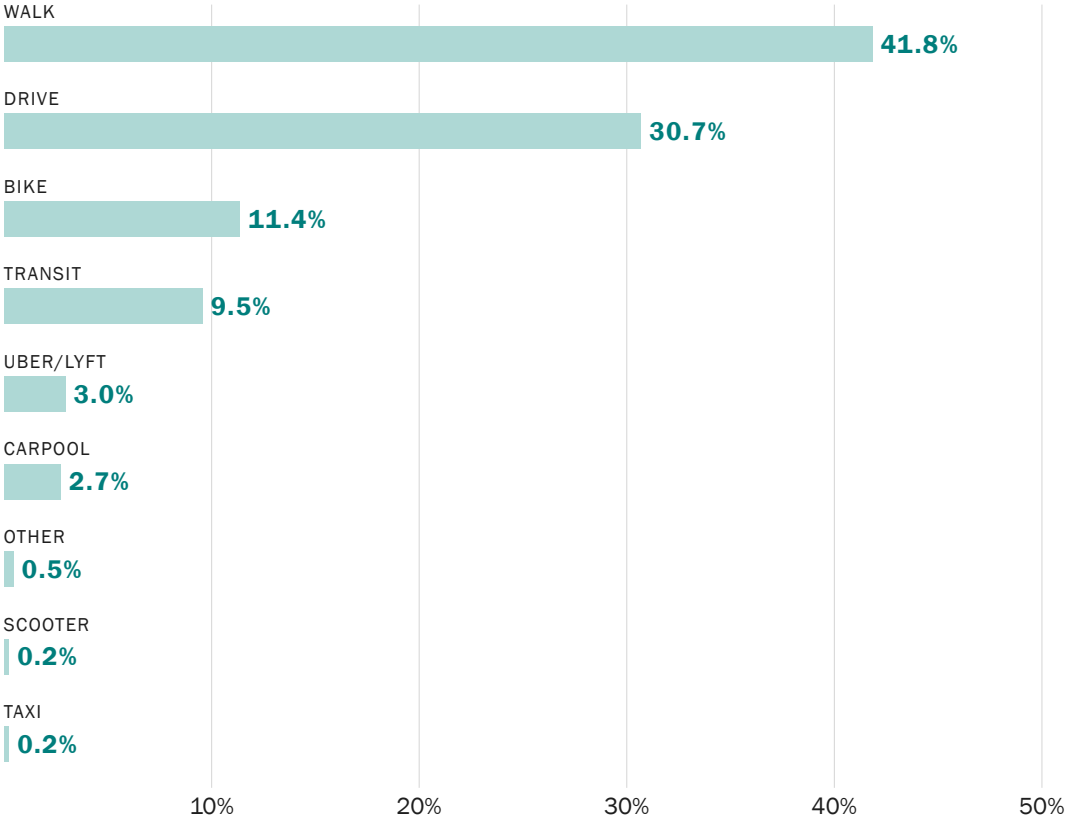
Figure 21. Race/Ethnicity of Respondents Compared to Citywide ACS Data **(Intercept Survey)**[1]



1 American Community Survey 5-Year estimates from 2019.

Figure 22 presents respondent's mode of travel to GGP on the day of the survey. Respondents could select multiple modes (e.g. walked to the bus and took the bus to the park). Most respondents traveled to the park by an active mode: 42% by walking and 11% by bike. Respondents who drove or carpooled to GGP made up 33% of the respondents and 10% rode transit.

Figure 22. Mode of Travel to Eastern GGP **(Intercept Survey)**



3. Equity Assessment

An equity assessment, based on the STEPS Framework, was used to broadly assess the potential impacts on access to GGP from Districts 3, 10, and 11 for the three alternatives put forward by SFMTA and RPD through the Golden Gate Park Access and Safety Program.[1] Each of these alternatives was assessed against a pre-COVID-19 baseline assessment of park access from Districts 3, 10, and 11.

The STEPS framework allows for travel barriers to be identified and mitigated based on the different types of barriers that people face when making trips (See Equity Frameworks and Appendix A). The five barriers of the STEPS framework are:

- **Spatial barriers** are related to spatial or geographic disparity in services within a certain area.
- **Temporal barriers** are related to the time-of-day when services are available or time-sensitive transportation needs.
- **Economic barriers** are related to cost of services or cost to access technology to use services.
- **Physiological barriers** are related to serving users with physical or cognitive challenges or limited technology proficiency.
- **Social barriers** are related to serving low-income communities, minority communities, or people with limited English proficiency. This barrier type was not assessed in this study because of the focus on travel to the eastern portion of the park.

The three alternatives provided by SFMTA and RPD are outlined below. Each of the alternatives includes different operations of JFK Drive and are proposed to be paired with programmatic changes to support access. During the COVID-19 car-free designation, changes have been implemented to improve access. These include reconstructing the Bandshell Parking Lot and re-striping nearby roads to create 28 ADA spaces[2]; changes to the in-park shuttle service times and stops[3]; and planned restorations of the 21 Hayes later in 2022. With the exception of the recent changes to the in-park shuttle service, which is assumed to have reduced service if JFK Drive is opened to vehicles, all changes are assumed to remain in all alternatives.

1. **Restoring vehicle access to JFK Drive (Open JFK)** includes returning vehicle access on JFK Drive to pre-COVID-19 conditions, where the road was car-free every Sunday, on holidays, and some Saturdays. This alternative includes limited programs to mitigate or reduce known access barriers.

1 **Golden Gate Park Access and Safety Program**, SFMTA

2 See Appendix D for the location of ADA spaces in the eastern portion of GGP

3 **https://www.sfmta.com/blog/golden-gate-park-shuttle-back-and-better-ever**

2. **Maintaining the car-free closure of JFK Drive (Car-Free JFK)** includes maintaining the current full-time car-free status that closes JFK Drive to private vehicles, while allowing passenger loading at the music concourse via MLK Drive. This configuration results in removing 478 general and 26 ADA parking spaces (504 parking spaces total) and allows paratransit service and transit to operate along and across JFK Drive. This alternative includes the greatest number of expanded programs to mitigate or reduce access barriers.
3. **Restoring partial vehicle access to JFK Drive (One-Way Private Vehicle Access)** includes a partial reopening to allow private vehicles to travel westbound on JFK Drive with an entrance at 8th Ave. The total amount of parking spaces that would be removed under this alternative is unclear and the study team assumed equal spaces removed to Car-free JFK. This alternative includes some expanded programs to mitigate or reduce access barriers.

Figure 23 provides the various program elements that impact travel to eastern GGP from District 3, District 10, and District 11, their assumed impact for the assessment, and their alignment to the three configuration alternatives as described in the agenda packet materials for the March 10 joint SFMTA-RPD meeting at which the JFK Drive configuration was agendized.[1] The SFCTA Board adopted a resolution for a car-free connection with specific access guidance, proposed by District 1 Supervisor and Transportation Authority Board Member, Connie Chan, on September 20, 2021.[2] Many of the SFMTA and RPD transportation programs, to be paired with roadway changes, are responsive to this resolution. In addition to the programs included below, SFMTA and RPD include additional programs to improve travel within the park and the overall park experience; these include design efforts to separate fast traveling bike traffic from people moving more slowly; new efforts to improve awareness of travel options and provide education on safe travel; and expanded programming which welcomes Black and Brown communities. A full list of program elements can be found in SFMTA and RPD materials. Taxi stands are not included in the current alternatives definition, though are recommenced for further consideration following SFMTA Board and RPD Commission guidance to staff.[3]

1 **SFMTA Board and Recreation and Park Commission Joint Meeting Materials**, March 10, 2022

2 **Resolution No. 442-21**, San Francisco Board of Supervisors, October 1, 2021

3 **SFMTA Board and Recreation and Park Commission Joint Meeting Materials**, March 10, 2022

Figure 23. Transportation Programs to be Paired with Configuration Changes to JFK Drive and Assumed Impact

TRANSPORTATION PROGRAMS	PROGRAM DESCRIPTION	OPEN JFK TO PRIVATE VEHICLES	CAR-FREE JFK	ONE WAY PRIVATE VEHICLE ACCESS LOOP
Expanded free in-park shuttle service	Improve frequency and service of existing park shuttle that operates along JFK Drive	**No** Service would only operate on Sundays	**Yes** Weekday service would be added, and weekend service would be expanded	**Yes** Weekday service would be added, and weekend service would be expanded
Expanded in-park shuttle routing[1]	Improve shuttle service by extending the current route to connect to major destinations and transit	**Yes** The routes would be extended to connect to Haight Street, however the Stow Lake stop would need to be re-evaluated for feasibility due to narrow roadway	**Yes** The routes would be extended to include shuttle terminals on Haight Street and at Stow Lake	**Yes** The routes would be extended to include shuttle terminals on Haight Street and at Stow Lake
Passenger Drop-off in the Music Concourse	Improve access to major destinations by allowing all vehicles to use the loading zones directly in front of the museums for passenger loading.	**No**	**Yes**	**No**
Equity Priority Community CBO Shuttle[2]	CBO constituents would receive free, single day service to Golden Gate Park as organized by CBOs in Equity Priority Communities[3]	**No** A shuttle would not be needed if the road is open to vehicles and all parking spaces are made available	**Yes**	**Yes**
29 Sunset Improvement Project	Improve the speed and reliability on the 29 Sunset, which serves Districts 10 and 11	**Yes**	**Yes**	**Yes**
Wayfinding Improvements	Improves signage to make available parking and key destinations easier to find	**Minor improvement**	**Major improvement**	**Major improvement**
Transportation Demand Management (TDM) Program[4]	Improve the overall parking conditions with a TDM program to improve traveler information, improve access for events, and study parking to identify opportunities to increase parking and loading.	**Yes**	**Yes**	**Yes**
28 New ADA Parking Spaces	Reconstruct the Bandshell Parking Lot and re-stripe nearby roads to create 28 new ADA parking spaces, new ADA loading, new curb ramps, and path of travel upgrades.	**Yes**	**Yes**	**Yes**
Demand Responsive Garage Pricing	RPD will work with the Music Concourse Community Partnership (MCCP), SFMTA, and the Board of Supervisors to Implement flexible parking in the garage to make parking cheaper when it is underutilized.	**Yes**	**Yes**	**Yes**
Garage Subsidy (Museums for All) for Low-Income Residents[5]	RPD will work with the MCCP to expand the Museums for All program to potentially include parking as part of the program, thereby providing free garage parking to San Francisco Residents who qualify for CalFresh or Medical	**No** Free parking along JFK Drive would be restored	**Yes**	**Yes**
Garage Drop-Off Area	Improve the drop-off area in the Music Concourse Garage by adding waiting areas, additional loading areas, and increasing allowed drop-off time to 30 minutes. Changes to vehicle circulation or roadway striping require agreement from the MCCP.	**No**	**Yes**	**No**
Revised Bikeshare Locations	Pursue new bikeshare stations within Golden Gate Park	**Yes**	**Yes**	**Yes**

1 SFMTA, **The Golden Gate Park Shuttle: Back and Better than Ever!**, 2022

2 See Appendix F for details of the Junior Guides Field Trip Program

3 Cite to Mayor's press release, date. An expanded version of the Junior Guides Program that has evolved into a partnership with CBOs. See Appendix F

4 See Appendix G for a draft TDM Program Manager job description from SFMTA for

5 San Francisco Museums for All, San Francisco human Services Agency – **https://www.sfhsa.org/san-francisco-museums-all**

3.1 Equity Assessment Criteria and Process

The study team developed an equity rubric and set of criteria to apply the STEPS framework to categorize travel conditions to GGP and assess the potential equity impacts of the three JFK Drive configuration alternatives that were featured in SFMTA and RPD's Winter 2021 public outreach. Key travel considerations for the assessment include travel time, travel distance, travel cost, proximity to the park and destinations for pick-ups and drop-offs for general travelers and people who require ADA access, and safety challenges along the route to access the eastern portion of GGP. Some barriers, such as distance between the study districts and GGP, are consistent across all alternatives.

The rubric was first used to establish a pre-COVID conditions baseline equity assessment of travel to the eastern portion of GGP from District 3, District 10, and District 11. This baseline is shown in Figure 24 and is the foundation of the equity assessment. Each alternative is compared to the baseline to determine whether access equity would likely improve or degrade under each alternative. In some cases, especially where details of the related program information are unclear, the change could also be unclear. Because this assessment is focused on travel to the park, the social barrier in the STEPS model is not impacted; however, the non-travel related program changes provided in the SFMTA and RPD materials may lead to improvements in this area.[1]

The following pages describe the baseline pre-COVID assessment and the assessment of each alternative. For each alternative, changes from the baseline are shown with their overall potential to improve, worsen, or have an unknown impact on access to the eastern portion of GGP compared to baseline conditions. The program elements that are expected to have a greater benefit are noted in bold.

1 **SFMTA Board and Recreation and Park Commission Joint Meeting Materials**, March 10, 2022

The baseline assumes pre-COVID-19 conditions where JFK Drive was open to cars all days except Sundays, holidays, and some Saturdays. The baseline assessment found many barriers related to space and time. Because District 3, District 10, and District 11 are far from the eastern portion of GGP, travel by all modes could be challenging. Transit service was reduced on Sundays and evenings when these trips were more common, and parking was harder to find during the busiest periods. Although there were free parking spaces along JFK Drive, these spaces were found to be full during afternoons and weekends, and parking in the Music Concourse Garage had a maximum rate of $33 per day ($6.25 per hour) on the weekends.[1]

Figure 24. Baseline Equity Assessment of Pre-COVID-19 JFK Drive Conditions

SPATIAL Geographic distance	**TEMPORAL** Time to make trips and time trips are made	**ECONOMIC** Affordability	**PHYSIOLOGICAL** Barriers for people who have physical or cognitive challenges, tech proficiency
+ In the eastern half of GGP there are about 3,000 free parking spaces (including blue zones) for parking and loading during weekdays and some Saturdays	− Transit and active trips takes longer than 45 minutes	− Parking in the music concourse garage is a maximum of $33 per day	+ In the study area there are about 3,000 free parking spaces (including blue zones) for parking and loading during weekdays and some Saturdays
− District 3, District 10, District 11 are all over 3 miles away from the park	− Some transit service is reduced on weekends	− Far distances increases average costs of taxi and ride hail services	− Documented safety challenges crossing perimeter roads (Fulton, Lincoln) to access the park
− Some transit requires transfers/does not provide a direct connection to the park	− Driving to the park can be faster than a transit trip but travel time is unpredictable; can take up to 50 minutes	− Sunday street closures remove 504 free spaces, which may create financial barriers at the busiest times, including weekends	? ADA spaces are available on full extent of JFK during weekdays and Saturdays in the fall/winter but are limited on Sundays and Saturdays between April and September
− Distance makes travel from focus districts by walking and biking difficult	− Music concourse garage hours are limited to 7am to 7pm	+ Majority of parking spaces in and around park are free	+ Paratransit vehicles can access JFK at all times
− Walk/bike routes often have gaps and intersect with streets on the high injury network	− Parking in and around the park can be difficult at the busiest times of day, especially weekends	+ Many options for traveling to the park offer discounts for groups including youth, seniors, and people with low-incomes	+ Private vehicle pick up and drop offs are available on full extent of JFK Drive during weekdays and Saturdays between October and March
? On Sundays, Holidays, and some Saturdays, there are up to 504 fewer spaces	+ Paratransit vehicles can access JFK at all times	+ Active transportation modes are free or low cost	
− Park lacks sufficient clear signage directing drivers to parking and destinations			
+ Muni 43, 44, 29 buses provide transit services to focus districts			

1 Recreation & Parks Department, 2019 Golden Gate Park Parking Survey **https://www.sfcta.org/sites/default/files/2021-01/GGP%20Parking%20Study%202019.pdf**

Open JFK Alternative assumes JFK Drive reopens to private cars all days except Sunday, on holidays, and some Saturdays, in-line with pre-COVID-19 conditions. This alternative maintains about 504 parking spaces (478 general and 26 ADA), and 8 new ADA spaces that have been added during the COVID-19 period. This alternative includes limited programs, including improvements to the 29 Sunset route, the addition of demand responsive parking in the Music Concourse Garage, and the conversion of the Bandshell parking lot to include 20 new ADA spaces. The demand responsive parking has an unknown impact on the economic barrier because if free parking within the park and along JFK Drive is full this addition may increase parking costs at the busiest times for some visitors.

Overall, this alternative improves access conditions from pre-COVID-19 conditions, though the impacts to the economic barrier are unknown because of the lack of detail around the demand responsive program.

Figure 25. Open JFK Alternative Equity Assessment Change from Baseline Conditions

OPEN JFK TO PRIVATE VEHICLES	**SPATIAL** Geographic distance	**TEMPORAL** Time to make trips and time trips are made	**ECONOMIC** Affordability	**PHYSIOLOGICAL** Barriers for people who have physical or cognitive challenges, tech proficiency
ROLLUP	+ Maintains the about 3,000 free parking spaces (including blue zones) for parking and loading during weekdays and some Saturdays + Minor Wayfinding Improvements make it easier to find parking and destinations + **In-Park shuttle route changes to connect to major destinations and transit** + Revised bikeshare locations provide a direct connection	+ **Demand Responsive Garage Pricing improves parking availability at busiest times** + **29 Sunset Improvement Project improves travel times for District 10, District 11**	? Demand Responsive Garage pricing may decrease or increase costs at certain times of day in Music Concourse Garage based on demand	+ Maintains the about 3,000 free parking spaces (including blue zones) for parking and loading during weekdays and some Saturdays + 28 new ADA spaces including 20 in a redesigned Bandshell Lot + TDM Program improves access by improving traveler information and access for events. Studies to identify opportunities to increase parking and loading
CHANGE FROM BASELINE	**IMPROVED**	**IMPROVED**	**UNCLEAR**	**IMPROVED**

The Car-Free JFK alternative assumes that the COVID-19 configuration of JFK Drive is made permanent to restrict access to private cars every day. This configuration results in removing about 504 parking spaces (478 general and 26 ADA), 8 new ADA spaces added during the COVID-19 period and allows paratransit service and transit to operate along and across JFK Drive. This alternative includes expanded programs to reduce access barriers, with assumed impactful programs included for each barrier. The removal of parking spaces along JFK Drive may lead to visitors dropping passengers off in the underground Music Concourse garage or at Academy of Sciences passenger loading zone or parking further away and having to walk farther to reach destinations along JFK Drive. This alternative includes the addition of 20 new ADA spaces in the Bandshell parking lot to replace prior blue spaces along JFK Drive. This alternative also includes expanded free loading times in the Music Concourse Garage, and expanded passenger loading at white curbs in the Music Concourse, accessible via MLK Drive and through the Music Concourse Garage.

Transit service is improved through improvements to the 29 Sunset and with a free, direct shuttle between EPCs and GGP that would be available as organized through a partnership with community business organizations. The closure of 8th Avenue on the north side of GGP related to this alternative also leads to improved reliability for the 44 O'Shaughnessy. The inclusion of demand responsive parking in the Music Concourse Garage improves the availability of parking during the busiest times but may also increase parking costs during these same times for some visitors. The inclusion of parking subsidies for low-income communities is an added mitigation to maintain parking affordability for those most impacted by potential overall increases to parking costs. Longer term, the TDM Program will further mitigate parking impacts by identifying opportunities to better manage parking within the park.

Overall, this alternative improves access conditions from pre-COVID-19 conditions across most barriers, with assumed beneficial programs included for all barrier types. The Physiological barrier is shown as unclear because the ADA spaces and passenger loading may not be as close in proximity to destinations as the removed ADA spaces and it is unclear how easy the music concourse and Bandshell lot will be to access from the north side of the park. Additionally, provisions for taxis – which provide paratransit services in San Francisco – is to be confirmed, with recent SFMTA Board and RPD Commission guidance to staff to accommodate taxi stands in the design of this option.

Figure 26. Car-Free JFK Drive Alternative Equity Assessment Change from Baseline Conditions

CAR-FREE JFK DRIVE	SPATIAL Geographic distance	TEMPORAL Time to make trips and time trips are made	ECONOMIC Affordability	PHYSIOLOGICAL Barriers for people who have physical or cognitive challenges, tech proficiency
ROLLUP	− **Street closure removes 504 parking spaces and may require parking on other streets in the park or outside of park, with longer walk and/or safety barriers to access destinations** + Major Wayfinding Improvements make it easier to find parking and destinations + **In-park shuttle route changes to connect to major destinations and transit** + Equity Priority Community CBO Shuttle provides free park transportation, paired with designated programming + New Bikeshare Locations provide a direct connection	− **Street closure may make parking harder to find** + **Demand Responsive Garage Pricing improves parking availability at busiest times** + **29 Sunset Improvement Project improves travel time** + Revised in-park Shuttle services increase frequencies	? Street closure removes 504 free spaces in the park, which may create financial barriers by making free parking harder to find ? Demand Responsive Garage pricing may decrease costs at certain times of day in garage, but with fewer on-street spaces in the park costs may increase for some + **Parking subsidies for low-income residents maintains affordability of parking** + Equity Priority Community CBO Shuttle provides free park transportation, paired with designated programming	− **Street closure of JFK removes 26 ADA spaces and 478 general parking spaces that can be used for parking and loading throughout the eastern half of GGP** + 28 new ADA spaces including 20 in a redesigned Bandshell Lot + **Music Concourse Garage drop-off area changes increase free passenger loading time** + **White zones in the Music Concourse can be used by all vehicles for passenger loading and are accessible via MLK Drive or through the Music Concourse Garage** + TDM Program improves access by improving traveler information and access for events
CHANGE FROM BASELINE	IMPROVED	IMPROVED	IMPROVED	UNCLEAR

The One-Way Private Vehicle Access alternative assumes that there is a partial reopening of JFK Drive to allow private cars to travel westbound on JFK Drive with an entrance at 8th Avenue. This alternative would effectively split a portion of JFK Drive to allow people walking and biking to use half the road and private vehicles to use the other. The impact to on-street parking spaces is unknown at this time (we assume removal of 504 spaces, similar to Car-Free Alternative). This alternative includes most of the same program elements and benefits of the Car-Free JFK alternative. However, this alternative does not include the Music Concourse drop-off areas and loading areas that the Car-Free alternative offers.

Overall, this alternative leads to improvements across three of the barrier types. In the absence of programs to address loading impacts, this alternative worsens the conditions for the physiological barrier compared to the pre-COVID-19 baseline. Provision of the Music Concourse drop off area and expanded passenger loading areas similar to the Car-Free alternative would mitigate physiological impacts and likely result in a rating of Unclear/ Neutral, similar to the Car-Free Alternative.

Figure 27. One-Way Private Vehicle Access Alternative Equity Assessment

ONE WAY PRIVATE VEHICLE ACCESS LOOP	SPATIAL Geographic distance	TEMPORAL Time to make trips and time trips are made	ECONOMIC Affordability	PHYSIOLOGICAL Barriers for people who have physical or cognitive challenges, tech proficiency
ROLLUP	− **Partial street closure removes 504 parking spaces and may require parking outside of park, with longer walk safety barriers to access** + Major Wayfinding Improvements make it easier to find parking and destinations + **In-park shuttle route changes to connect to major destinations and transit** + Equity Priority Community CBO Shuttle provides free park transportation, paired with designated programming + New Bikeshare Locations provide a direct connection	− **Street closure may make parking harder to find** + **Demand Responsive Garage Pricing improves parking availability at busiest times** + **29 Sunset Improvement Project improves travel time for District 10, District 11** + Revised in-park Shuttle services increase frequencies	? Street closure removes 504 free spaces in the park, which may create financial barriers by making free parking harder to find ? Demand Responsive Garage pricing may decrease costs at certain times of day in garage, but with fewer on-street spaces in the park costs may increase for some + **Parking subsidies for low-income residents maintains affordability of parking** + Equity Priority Community CBO Shuttle provides free park transportation, paired with designated programming	− **Partial street closure of JFK removes 26 ADA spaces and 478 general parking spaces that can be used for parking and loading** + 28 new ADA spaces including 20 in a redesigned Bandshell Lot + TDM Program improves access by improving traveler information and access for events
CHANGE FROM BASELINE	IMPROVED	IMPROVED	IMPROVED	WORSE

4. Findings and Conclusion

The Access Equity Study aimed to answer a core set of questions related to travel from EPCs in District 3, District 10, and District 11 to the eastern portion of GGP and assess the equity impacts of the different JFK Drive alignment alternatives. This section summarizes the answers to the study questions by data source.

4.1 Findings from data collection

From Equity Priority Communities within District 3, District 10 and District 11, who used the eastern portion of GGP, including JFK Drive, before COVID-19?

Phone/email survey findings

- Fewer than half of survey respondents from each of the three districts were visiting the eastern portion of GGP at least a few times a month before COVID-19.
- Frequent visitors among survey respondents most often identified as Asian or Pacific Islander and White.

From Equity Priority Communities within District 3, District 10, District 11, who is currently using the eastern portion of GGP, including JFK Drive?

Phone/email survey findings

- The Race/ethnicity of respondents remained relatively unchanged among frequent users of GGP, with frequent visitors among respondents identifying most often as Asian Pacific Islander and White.
- The share of respondents rarely (a few times per year) or never making trips to eastern GGP increased in District 10 and District 11, but remained constant in District 3.
- Respondents that visited GGP at least a few times a month from District 3 remained unchanged during the pandemic.

From Equity Priority Communities within District 3, District 10 and District 11, for people who do not use the eastern portion of GGP, including JFK Drive, as much as they would like, why and what are the barriers?

Phone/email survey findings

- About half to two-thirds of respondents want to use the park more often than they currently do.
- Most common barriers are related to parking availability and cost, and the trip to eastern GGP taking too long.

Focus group findings

- Slow, indirect, or unreliable transit is a barrier to accessing GGP.
- The current price of parking in the Music Concourse garage is a barrier to using the garage for many participants.
- Safer bike routes, especially protected lanes, would reduce barriers to GGP by bike.
- Access barriers faced by seniors and people with disabilities need to be considered.

From Equity Priority Communities within District 3, District 10, and District 11 how has the closure impacted the desire / ability to visit the eastern portion of GGP, including JFK Drive?

Phone/email survey findings

- About half of respondents stated that they do not visit the eastern portion of GGP; 18% visit less and 31% visit the same amount or more often since JFK Drive became closed to cars full time.

Focus group findings

- Closure of JFK Drive made accessing eastern GGP more difficult for those that drive to the park, given the reduction of ADA parking, passenger loading, and free parking and particularly because transit takes too long and active transportation is not accessible for all people. JFK Drive closure also results in less direct driving routes to and through GGP.
- Cost of parking at the Music Concourse Garage is considered expensive.

Intercept survey findings

- Most respondents reported visiting eastern GGP the same amount as, or more often than, pre-COVID conditions; 10% reported visit eastern GGP less often.

Who is currently using the eastern portion of GGP, including JFK Drive?

Intercept survey findings

- Most respondents live within two miles of eastern GGP, with about 10% partially or fully within District 3, District 10, and District 11, but GGP is a citywide destination that draws visitors from across the city.

- The race/ethnicity of users of the eastern portion of GGP, including JFK, are similar to the city overall, though respondents who identified as White are slightly overrepresented and Asian and/or Pacific Islander and Hispanic and/or Latinx are slightly underrepresented.

4.2 Equity Assessment Findings

What are the equity impacts of the JFK Drive Alternatives?

Each of the JFK Drive alternatives consists of roadway configurations and a combination of programs to reduce transportation barriers and was compared to baseline pre-COVID-19 conditions. When assessing travel between the EPCs in Districts 3, 10, and 11 and the eastern portion of the park, the baseline condition had many spatial (distance) and temporal (time) barriers and moderate economic (cost), and physiologic (physical) barriers; because social barriers are not related to travel to the park, this barrier was not assessed as part of this project. All the alternatives assessed generally improve conditions compared to pre-COVID-19 conditions. A summary of the assessment process is shown in Figure 28.

Figure 28. Summary of Equity Assessment of Alternatives

	SPATIAL	TEMPORAL	ECONOMIC	PHYSIOLOGICAL	SOCIAL*
Baseline (pre-COVID)	**many** barriers to access	**many** barriers to access	**moderate** barriers to access	**moderate** barriers to access	**moderate** barriers to access
No Closure	+	+	?	+	n/a
Full JFK Closure	+	+	+	?	n/a
One-Way Vehicle Access	+	+	+	−	n/a

* Not evaluated as part of this equity assessment; MTA / RPD proposed programs within the park may effect Social barriers

Of the various programs proposed for the alternatives, the following are expected to have substantial impacts to access equity:

- ADA parking changes at the Bandshell parking lot would reduce physiologic barriers by adding 20 new ADA parking spaces near the music concourse, mostly off-setting the loss of a similar number (26) along JFK Drive. Other replacement blue spaces are added throughout adjacent areas.
- Passenger loading in the Music Concourse would reduce physiologic barriers by allowing for all passenger loading to take place on the existing white curbs directly in front of the museum entrances. This area would be accessible from MLK, when entering from the south, and through the Music Concourse Parking garage, when entering from the north.
- Demand responsive pricing in the Music Concourse garage would increase parking availability during the busiest times by encouraging parking turnover to reduce temporal barriers. However, dynamic pricing may increase parking costs for some by increasing the cost of parking during the busiest times, adding economic barriers.
- Parking subsidies for low-income residents, based on the Museums for All program, would mitigate the economic barriers that could be raised by demand responsive pricing in the parking garage by reducing parking costs for those that are most sensitive to increased pricing.
- 29 Sunset improvements would improve travel times and reliability for travelers from District 10 and District 11.
- Changes to the in-park shuttle would reduce spatial and temporal barriers by providing free, direct, and more frequent connections to destinations within the park and to Haight Street.

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sfcta.org/stay-connected

1455 Market Street, 22nd Floor,
San Francisco, CA 94103
TEL 415-522-4800
EMAIL info@sfcta.org
WEB www.sfcta.org

San Francisco County Transportation Authority