

Amendment of the Whole
May 18, 2005.

FILE NO. 050349

ORDINANCE NO.

1 [Bicycle Plan Policy Framework adoption and related General Plan amendments.]

2 **Ordinance amending the San Francisco General Plan in connection with the San**
3 **Francisco Bicycle Plan: Policy Framework; adopting environmental findings and**
4 **findings that the General Plan amendment is consistent with the General Plan and eight**
5 **priority policies of Planning Code Section 101.1; adopting the Bicycle Plan: Policy**
6 **Framework; and authorizing official acts in connection thereto.**

7 Note: Additions are single-underline italics Times New Roman;
8 deletions are ~~striketrough italics Times New Roman~~.
9 Board amendment additions are double underlined.
Board amendment deletions are ~~striketrough normal~~.

10 Be it ordained by the People of the City and County of San Francisco:

11 Section 1. Findings. The Board of Supervisors of the City and County of San
12 Francisco hereby finds and determines that:

13 (a) City Charter Section 4.105 requires that the San Francisco Planning Commission
14 (the "Planning Commission") consider any proposed amendments to the City's General Plan
15 and make a recommendation for approval or rejection to the Board of Supervisors before the
16 Board of Supervisors acts on the proposed amendments.

17 (b) Approval of the San Francisco Bicycle Plan: Policy Framework requires certain text
18 amendments and map amendments to the Transportation Element and Downtown Plan of the
19 City and County of San Francisco (the "General Plan"). The General Plan text amendments
20 and description of the General Plan map amendments are contained in this Ordinance. The
21 General Plan maps proposed for amendment are attached to this Ordinance and incorporated
22 herein by reference. Copies of said maps are on file with the Clerk of the Board of
23 Supervisors in File No. 050349.

24 (c) On February 3, 2005, the Planning Commission conducted a duly noticed public
25 hearing on the proposed amendments to the General Plan. Following such hearing, the

1 Planning Commission, by Resolution No. 16942 and Motion No. 16943 found such
2 amendments to the General Plan to be consistent with the Priority Policies of Planning Code
3 Section 101.1 and with the General Plan as it is proposed for amendment, approved such
4 General Plan amendments, and recommended such amendments for approval by the Board
5 of Supervisors. Such resolution and motion are on file with the Clerk of the Board in File No.
6 050349 and are incorporated herein by reference as though fully set forth herein.

7 (d) This Board of Supervisors, pursuant to Planning Code Section 340, finds that this
8 ordinance will serve the public necessity, convenience, and welfare for the reasons set forth in
9 Planning Commission Resolution No. 16942.

10 Section 2. The Board of Supervisors finds that this Ordinance is in conformity with the
11 Priority Policies of Section 101.1 of the Planning Code and consistent with the General Plan
12 as it is amended herein, and hereby adopts the findings set forth in Planning Commission
13 Resolution No. 16942 and Motion No. 16943 and incorporates such findings by reference as if
14 fully set forth herein.

15 Section 3. Findings concerning the California Bikeways and Bicycle Transportation
16 Acts.

17 The Board of Supervisors of the City and County of San Francisco hereby further finds
18 and determines that:

19 (a) California Streets and Highways Code Sections 2370 et seq. is known as the
20 California Bikeways Act (the "Bikeways Act"). Section 2377 of the Bikeways Act provides for
21 the preparation of a bikeways plan by a city or county and submission of this plan to the
22 California Department of Transportation for review and approval.

23 (b) Section 2378 of the Bikeways Act provides that any city or county that has received
24 approval from the California Department of Transportation for its bikeways plan may apply to
25

1 the Department of Transportation for funds for bikeways and related facilities which will
2 implement such plans.

3 (c) California Streets and Highways Code Sections 890 et seq. is known as the
4 California Bicycle Transportation Act (the "Bicycle Transportation Act"). Section 891.2 of
5 Bicycle Transportation Act provides for the preparation or update of a bicycle transportation
6 plan by a city or county in accordance with certain criteria.

7 (d) Section 891.4 of the Bicycle Transportation Act establishes a process for a city or
8 county to obtain funding from the State Bicycle Transportation Account for complying bicycle
9 transportation plans. In order to be eligible to apply for such funds and many other funds and
10 grants, local agencies' governing boards must approve and adopt a bicycle plan or certify that
11 an existing plan has been updated.

12 (e) The Municipal Transportation Agency prepared the "San Francisco Bicycle Plan:
13 Policy Framework" (the "Bicycle Plan Framework"), an updated component of the bicycle
14 plan, in compliance with the requirements of the abovementioned Bikeways Act and Bicycle
15 Transportation Act. The Bicycle Plan Framework is on file with the Clerk of the Board in File
16 No. 050349 and is incorporated herein by reference as though fully set forth herein.

17 (f) On September 21, 2004, in Resolution No. 04-141, the Municipal Transportation
18 Agency Board of Directors found the Bicycle Plan Framework consistent with the City's
19 Transit First Policy. A copy of said Resolution is on file with the Clerk of the Board in File No.
20 050349 and is incorporated herein by reference as though fully set forth herein.

21 (g) The San Francisco Bicycle Plan has two components, the policy framework and
22 the network improvement program. The policy framework component, which is the subject of
23 this legislation, does not contain specific or detailed proposals for reconfiguration of streets,
24 traffic, or parking, or for the construction of related infrastructure projects. The Bicycle Plan's
25 policy framework document is primarily a statement of goals, policies, and action items for

1 future implementation and study. The San Francisco Bicycle Plan's network improvement
2 component, which will address implementation of the improvements to the City's bicycle
3 network, will be part of a separate review and approval process to be conducted at a later
4 date.

5 Section 4. Environmental Findings. On January 11, 2005, the Planning Department
6 determined that the actions contemplated in this Ordinance are in compliance with the
7 California Environmental Quality Act (California Public Resources Code sections 21000 et
8 seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No.
9 050349 and is incorporated herein by reference.

10 Section 5. Sections, objectives, policies, and maps of the Transportation Element of
11 the San Francisco General Plan are hereby amended to read as follows:

12 **TRANSPORTATION ELEMENT**

13 **HISTORY OF TRANSPORTATION IN SAN FRANCISCO**

14 The Freeway Revolt and "Transit First" (1960-1989)

15 City residents and politicians protested the proposed 1948 Trafficways Plan, fearing
16 that it would destroy the city's livability and character. This response, known as the "Freeway
17 Revolt", led to the deletion of the Western, Park Presidio and Crosstown freeways and, in
18 1959, the suspension in mid-construction of both the Embarcadero and Central Freeways.
19 The ugliness and intrusiveness of these freeways, and the increased automobile traffic they
20 attracted, encouraged the Board of Supervisors to further reject new alternatives in 1966 for
21 cross-town freeway connections, permitting only the construction of the Southern Freeway (I-
22 280).

23 Instead of relying on freeways to meet its transportation needs, the city sought to place
24 greater emphasis on mass transportation. In 1973, the San Francisco City Planning
25 Commission and Board of Supervisors adopted the "Transit First Policy", giving top priority to

1 public transit investments as the centerpiece of the city's transportation policy and adopting
2 street capacity and parking policies to discourage increases in automobile traffic. This policy
3 encourages multi-modalism, including the use of transit and other transportation choices, including
4 bicycling and walking, rather than the continued use of the single-occupant vehicle.

5 Regional and local mass transit diversified and expanded during the 1970's and
6 1980's. Proposed in 1957, the Bay Area Rapid Transit System (BART) began East Bay and
7 West Bay service in 1972-3, and transbay service in 1974. Commuter ferry service was
8 reinstated between Marin County and San Francisco in 1970. The Golden Gate Bridge
9 Highway and Transit District and SamTrans took over and expanded the Greyhound
10 commuter bus operations in the North Bay (1972) and on the Peninsula (1974), respectively.
11 In 1980, the California Department of Transportation took over the Southern Pacific commuter
12 rail service on the Peninsula (and renamed it CalTrain), and in 1992 the operation of CalTrain
13 was assumed by a Joint Powers Board representing San Francisco, San Mateo and Santa
14 Clara Counties. The San Francisco Municipal Railway (Muni) upgraded its surface streetcar
15 operation to a surface and subway light-rail network in 1979. By the time of the 1989 Loma
16 Prieta Earthquake, public transportation in San Francisco was a diverse, though not
17 seamlessly coordinated, system of regional and local bus service, electric trolley buses,
18 ferries, commuter trains, heavy and light rail transit, and cable cars. After decades of poor
19 coordination and large service gaps between different transit systems, great strides were
20 made in linking and facilitating transfers between local and regional transit services. Muni and
21 BART introduced the "Fast Pass" allowing unlimited trips and free transfers between the two
22 systems for trips made in San Francisco during one month. Plans were drawn for the Muni
23 Metro extension to Mission Bay, connecting CalTrain to Muni Metro and BART, and for the F-
24 line connection between BART/Muni Metro, Upper Market, the Northern Waterfront, the
25 Transbay Terminal and the Ferry Building.

1 Nevertheless, decentralization of the Bay Area continued, making it difficult for mass
2 transit to meet the needs of residents and commuters traveling to the outlying, suburban parts
3 of the region. Manufacturing continued to diminish in importance as a sector of San
4 Francisco’s economy, which was becoming more dominated by such office sectors as
5 finance, administration and service. Much of the growth in the industrial and manufacturing
6 sectors of the Bay Area’s economy occurred in the East and South Bay. The Port of Oakland,
7 already at an advantage because of its proximity to multiple railheads and servers, assumed a
8 greater share of the Bay Area’s waterfront traffic after it had adapted to cargo containerization,
9 and the Port of San Francisco’s Belt Line Railroad became obsolete and was eventually
10 dismantled.”

11 **GENERAL**

12 POLICY 1.6: Ensure choices among modes of travel and accommodate each mode
13 when and where it is most appropriate.

14 San Francisco and the Bay Area have various means of travel: automobile, bus,
15 streetcar, walking, taxi, cable car, ferry, railroad, BART and bicycling. Flying is occasionally
16 used as a means of intra-regional travel. Each mode of travel has special advantages or
17 disadvantages for certain types of trips and for certain origins and destinations. The least
18 costly or most convenient means to satisfy travel demand is not necessarily the best
19 investment in the context of comprehensive planning: cost or convenience must usually be
20 balanced against effects on the environment and impact on land use and development
21 patterns. However, it should be remembered that some modes such as walking and bicycling can be
22 utilized on almost all streets with minimal environment and land use impact.

23 The following conditions listed under each mode choice are not mutually exclusive, and
24 may apply to more than one travel mode, especially when the modes are compatible with
25 each other:

1 Mass transit should be given priority for the following kinds of trips and/or in the
2 described areas:

3 For work trips generally within and to San Francisco, and to other densely
4 developed parts of the region, especially to all major employment centers.

5 For intercity trips between core areas of major cities and for travel to core areas
6 in general.

7 For trips occurring generally during periods of high travel demands.

8 Where demand for travel between any two or more relatively compact or
9 densely developed areas is high.

10 In areas and around institutions where large numbers of people with limited
11 means or low automobile ownership reside or arrive at a destination.

12 Where travel demand exceeds the capacity of an area to absorb more vehicular
13 traffic without substantial environmental damage or where further capacity for automobile
14 movement or storage is very costly.

15 Where required or useful to stimulate development.

16 For trips to major recreation areas and to sports, cultural and other heavily
17 attended events.

18 For trips to neighborhood commercial districts, especially those that do not
19 contain many automobile-oriented uses.

20 Automobiles should be accommodated for making the following kinds of trips and/or in
21 the described areas:

22 For trips occurring when and where transit is not well-suited for the purpose,
23 such as shopping for oversized or bulk items (as an alternative, retail delivery services should
24 be encouraged.)
25

1 For intra-regional trips outside the major cities and for intercity trips between
2 non-core areas of the major cities.

3 Where business travel requires the use of an automobile for short-term and
4 intermittent trips.

5 On streets having the capacity to absorb additional vehicular traffic as an
6 alternative to freeway construction without substantial environmental damage or conflict with
7 land uses.

8 Walking should be given priority for the following kinds of trips and/or in the specified
9 areas:

10 In parks, on trails and in other recreational areas, and where the enjoyment of
11 slow movement and the preservation of the natural environment would be severely
12 compromised by automobile traffic.

13 For work trips generally within San Francisco, especially the downtown area.

14 Where concentration of activity is high, particularly where streets are narrow and
15 the intervening distances are short, that more convenient access among interrelated activities
16 may be achieved by walking or limited distance people-movers than by other modes.

17 In areas and around institutions where large numbers of people with limited
18 means or low automobile ownership reside or arrive as a destination.

19 Where travel demand exceeds the capacity of an area to absorb more vehicular
20 traffic without substantial environmental damage or where further capacity for automobile
21 movement or storage is very costly.

22 In neighborhood commercial districts, and where cultural and recreational
23 facilities are clustered.

24 Surrounding transit centers and along transit preferential streets, where the
25 facilitation of pedestrian traffic is necessary to successful and safe transit operation.

1 Bicycling should be given priority for the following kinds of trips and/or in the specified
2 areas:

3 In parks, on trails, on roads of particular scenic beauty, and in other recreational
4 areas, and where the enjoyment of slow movement and the preservation of the natural
5 environment would be severely compromised by automobile traffic.

6 For work trips generally within San Francisco, especially the downtown and other
7 dense areas, where automobile parking is scarce.

8 Where concentration of activity is high, particularly where streets are narrow and
9 the intervening distances are short, that more convenient access among interrelated activities
10 may be achieved by bicycling.

11 ~~In areas and around institutions where~~ Where large numbers of people with limited
12 means or low automobile ownership reside or arrive as a destination.

13 ~~Where travel demand exceeds the capacity of an area to absorb more vehicular traffic~~
14 ~~without substantial environmental damage or where further capacity for automobile movement or~~
15 ~~storage is very costly.~~

16 In neighborhood commercial districts, and where cultural and recreational facilities are
17 clustered.

18 For trips to sports, cultural and other heavily attended events.

19 As a connector to and from transit, especially regional transit.

20 Along the alignment of the regional Bay Trail network linking shoreline recreational
21 destinations.

22 Taxis, water taxis, paratransit services and shuttles should be accommodated for the
23 following kinds of trips and/or in the specified areas:

1 □ Where there are concentrations of off-peak, nighttime commercial, recreational
2 and cultural activity, particularly where that activity attracts a large proportion of tourists and is
3 within a 5-minute taxi ride from Downtown.

4 □ Shopping trips where the volume of purchased goods would make the use of
5 public transit inconvenient or difficult.

6 □ In residential areas, or near facilities and institutions where the facilitation of
7 door-to-door trips is an absolute priority.

8 □ Adjacent to regional transit connection points.

9 □ Where the mode, such as a water taxi, affords a trip of special scenic quality.

10 Freight carriers and delivery vehicles should be accommodated for making the
11 following kinds of trips and/or in the described areas:

12 □ Where there are concentrations of industrial and manufacturing facilities that
13 depend on the processing, delivery and/or shipment of large quantities of goods and freight.

14 □ For the bulk movement of refuse and other materials which would become a
15 nuisance and health hazard if stored or accumulated on site.

16 □ For the loading and unloading of goods and freight at retail and commercial
17 establishments.

18 □ At the transfer points where bulk equipment, goods and freight exchange modes
19 of travel, such as where land and water freight traffic interface.

20 □ Along rail or truck routes specifically needed to accommodate the movement,
21 both local and inter-regional, of the activities described above.

22 In areas suited for the storage of bulk equipment, goods and freight.

23 **REGIONAL**

24 POLICY 3.1: The existing capacity of the bridges, highways and freeways entering the
25 city should not be increased for single-occupant vehicles, and should be reduced where

1 possible. Changes, retrofits, or replacements to existing bridges and highways should include
2 dedicated priority for high-occupancy vehicles and transit, and all bridges should feature access for
3 bicyclists and pedestrians.

4 Much of the existing street infrastructure and parking facilities within San Francisco are
5 at capacity and cannot accommodate significant increases in automobile traffic. Managing the
6 future transportation demand requires a balancing of travel modes, including a greater
7 emphasis on public transit, ride-sharing, and other alternatives to single-occupancy vehicles.
8 Congestion pricing on key freeways and bridges should be implemented to help achieve this
9 end.

10 POLICY 4.6: Facilitate transfers between different transit modes and services by
11 establishing simplified and coordinated fares and schedules, ~~and by~~ employing design and
12 technology features to make transferring more convenient, and increasing accommodation of
13 bicycles on transit.

14 Examples include providing links between transit platforms so that connections can be
15 made directly, with a minimum of walking and entry/exit of fare areas. Monitors that announce
16 arrivals, departures and the progress of transit vehicles and orientation maps should be
17 installed to ease the uncertainty and anxiety of waiting passengers.

18 Expanded peak-hour bicycle capacity and reduced peak-hour bicycle time restrictions would
19 encourage bicycling to and from transit at one or both ends of the transit trip – an attractive choice to
20 driving alone. This extends the range and convenience of both the transit and the bicycle modes.

21 POLICY 6.1: Designate expeditious routes for freight trucks between industrial and
22 commercial areas and the regional and state freeway system to minimize conflicts with
23 automobile traffic and bicycles and incompatibility with other land uses.

24 It is very important to coordinate truck route and Bicycle Route Network planning. Trucks and
25 bicycles should be routed to separate streets where possible. Trucks' greater width and length,

1 obstructed rear sight lines, large turning radius, and the tendency for rear wheels to follow a smaller
2 circle than front wheels all present special concerns to cyclists.

3 OBJECTIVE 8: MAINTAIN AND ENHANCE REGIONAL PEDESTRIAN ~~AND~~, HIKING,
4 AND BICYCLE ACCESS TO THE COAST, BAY AND RIDGE TRAILS.

5 In addition to pedestrian continuity along all of these trails, continuous bicycle access should be
6 facilitated along the Bay and Coast Trails, which are important regional recreational and touristic
7 facilities.

8 POLICY 8.2: Clearly identify the citywide Pedestrian and Bicycle Networks where ~~it~~ they
9 intersect with the Coast, Bay and Ridge Trails.

10 POLICY 9.1: ~~Allow~~ Accommodate bicycles on regional transit ~~vehicles~~ facilities and
11 important regional transportation links, such as ~~trains and ferries~~ the City's light rail vehicles,
12 wherever and whenever practically feasible.

13 Many commuters to San Francisco work outside of downtown and drive alone, contributing to
14 peak hour congestion. If regional transit expanded peak-hour bicycle capacity and reduced peak hour
15 bicycle time restrictions, these commuters could bicycle to and from transit at one or both end of their
16 transit trip – an attractive choice to driving alone. This would also reduce parking demand at BART
17 and Caltrain stations, ferry terminals, and park-and-ride lots.

18 CONGESTION MANAGEMENT

19 POLICY 14.1: Reduce road congestion on arterials through the implementation of
20 traffic control strategies, such as traffic signal ~~light~~ synchronization (consistent with posted speed
21 limits) and turn controls, that improve vehicular flow without impeding movement for
22 pedestrians and bicyclists.

23 The roadway space needed by bicyclists varies between four and six feet depending on the
24 presence of parked cars. The needs of bicyclists must be considered wherever lane widths, especially
25 curb lanes, are proposed to be changed. Multiple turn lanes, designed to reduce congestion for autos,

1 can be confusing and difficult to negotiate for cyclists and pedestrians, and should not be used if
2 feasible.

3 POLICY 14.4: Reduce congestion by encouraging alternatives to the single occupant
4 auto through the reservation of right-of-way and enhancement of other facilities dedicated to
5 multiple modes of transportation.

6 Creating necessary and appropriate facilities for transit, bicycles, carpools, pedestrians, and
7 other modes often requires eliminating general traffic lanes and reducing capacity for single occupant
8 autos. This trade-off is often necessary to create attractive and efficient facilities to ensure safety,
9 reduce congestion, improve neighborhood livability, and accommodate growth consistent with the
10 Transit First policy.

11 **VEHICLE CIRCULATION**

12 TABLE 1 (Classification of Elements in Vehicle Circulation Plan) shall include the
13 following preface:

14 Pedestrian and bicyclist use will occur and needs to be provided for on all streets regardless of street
15 classification, except freeways, where bicycle facilities should be reviewed on a case by case basis.

16
17 POLICY 18.2: Design streets for a level of traffic that serves, but will not cause a
18 detrimental impact on adjacent land uses nor eliminate the efficient and safe movement of transit
19 vehicles and bicycles.

20 The need for traffic carriers must be balanced against the adverse effects of heavy
21 traffic on the use of adjacent land and the quality of the environment. The needs of residents
22 for peace and quiet, safety from harm, and useful open space must be given consideration.
23 Each area and each street of the city have different characteristics which determine the level
24 of traffic which can be absorbed without serious adverse impacts. The following factors should
25 be the basis for a judgment on the acceptable levels of traffic on a specific street:

- 1 The predominance of land uses fronting the street;
- 2 The distance between the curb and building line established by sidewalk width or
- 3 setback;
- 4 The presence or absence of buffering between street and building in the form of
- 5 landscaping, change in elevation, or similar condition;
- 6 The level of pedestrian and bicycle traffic;
- 7 The proportion of the street which is residential in land use;
- 8 Whether residences face the street;
- 9 The presence of hospitals, schools, parks, or similar facilities on or near the street.

10 The widening of streets at the expense of sidewalks or of setbacks should not occur
11 where space is necessary for pedestrian movement, buffering from noise, useful open space
12 and landscaping. This is especially true in densely populated neighborhoods with little public
13 or private open space. No additional sidewalk narrowings, tow-away zones and one-way
14 streets should be instituted in a residential neighborhood if it would compromise the safety
15 and comfort of the pedestrian resident. Existing towaway lanes should be phased out if they
16 present a hazard to pedestrian safety. In addition, widening of streets should not occur at the
17 expense of bicycle travel. The roadway space needed by bicyclists, whether between the line
18 of traffic and the curb or the line of on-street parking, varies between four and six feet. The
19 needs of bicyclists must be considered wherever the curb lane is proposed to be narrowed.
20 Street restripings and widenings may be appropriate in industrial areas where access for
21 oversize freight vehicles is important, but these projects should not reduce or eliminate the
22 efficient movement of transit vehicles and bicycles.

23 POLICY 18.3: The existing single-occupant vehicular capacity of the bridges,
24 highways and freeways entering the city should not be increased and should be reduced if
25 needed to increase the capacity for high-occupancy vehicles, transit and other alternative

1 means of commuting, and for the safe and efficient movement of freight trucks. Changes,
2 retrofits, or replacements to existing bridges and highways should include dedicated priority for high-
3 occupancy vehicles and transit, and all bridges should feature access for bicyclists and pedestrians.
4 When bicycle access is increased on a bridge, care needs to be taken to provide appropriate and safe
5 bicycle access to both ends of the bridge.

6 It is recognized that provision for further vehicular access into the city would conflict
7 with the environmental objectives of the city, overload the city street system, and jeopardize
8 the city's commitment to mass transit. This policy allows for the introduction of exclusive
9 transit, bike and carpool/vanpool lanes on bridges, highways and freeways where these lanes
10 are compatible with the overall transportation system's needs.

11 POLICY 19.2: Promote increased traffic safety, with special attention to hazards that
12 could cause personal injury.

13 Various measures can be taken to reduce ~~accidents~~ collisions, especially those involving
14 serious personal injury. Particular attention needs to be given to improving bicyclists' safety since
15 conditions that may be inconsequential to automobiles can be disruptive, disabling, or even life
16 threatening to bicyclists, and are the cause of many bicyclist collisions. In some cases redesign of
17 the roadway and of intersections to reduce conflicts between vehicles, bicyclists and
18 pedestrians is required; in others all that is necessary is to improve clarity of signs and of
19 routing so that there is less driver uncertainty and hesitation.

20 **MASS TRANSIT**

21 POLICY 21.7: Make convenient transfers between transit lines, systems and modes
22 possible by establishing common or closely located terminals for local and regional transit
23 systems ~~and~~, by coordinating fares and schedules, and by providing bicycle access and secure bicycle
24 parking.

25 POLICY 21.9: Improve pedestrian and bicycle access to transit facilities.

1 Pedestrian access to and from major destinations and the serving transit facility should
2 be direct and uncomplicated. Bicyclists should be accommodated on regional and trunkline
3 transit vehicles - including light rail vehicles - wherever feasible, and at stations through the
4 provision of storage lockers and/or secured bicycle parking.

5 **BICYCLES**

6 MAP 13 (Bicycle Route Map) shall be amended to reflect the bicycle network as
7 proposed in the Bike Plan and introductory text shall be amended as follows:

8 The bicycle is a desirable alternative to the automobile as a means of urban
9 transportation in San Francisco. It can successfully be used for most transportation needs,
10 including commuting, shopping, errands, and recreation. Active encouragement of bicycle use
11 as an alternative to automobile use, whenever possible, is essential in light of the continually
12 increasing traffic congestion caused by motorized vehicles which aggravates air pollution,
13 increases noise levels and consumes valuable urban space. The bicycle is a practical and
14 economical transportation alternative which produces no emissions or noise. In addition, each
15 bicycle user enjoys health benefits through increased physical activity.

16 To enable a large number of San Franciscans to use the bicycle as a transportation
17 option, several significant needs must be met. The needs include, among others, safe and
18 comfortable space on the roadway for bicyclists, a system of identifiable bicycle routes that
19 will direct bicyclists to major destinations, safe and secure bicycle parking, enforcement of laws
20 protecting and regulating cyclists' rights, safety, and responsibilities, and education of both the
21 bicyclists and motorists about the safe sharing of the roadways.

22 The most recently adopted San Francisco Bicycle Plan, dated September 2004, is incorporated
23 into the General Plan by reference herein. When determining General Plan conformity, public and
24 private decisions must refer to the Bicycle Plan in addition to other policies of the Elements and Area
25 Plans of the General Plan.

1 OBJECTIVE 27: ENSURE THAT BICYCLES CAN BE USED SAFELY AND
2 CONVENIENTLY AS A PRIMARY MEANS OF TRANSPORTATION, AS WELL AS FOR
3 RECREATIONAL PURPOSES.

4 Refer to the most recently adopted San Francisco Bicycle Plan, dated September 2004, as a
5 guide for doing achieving this.

6 POLICY 27.1: Expand and improve access for bicycles on city streets and develop a
7 well-marked, comprehensive system of bike routes in San Francisco.

8 It is essential that the city have a Bicycle Route Network which provide safe and
9 reliable through travel to all areas of the city. The Bicycle Route Network will necessarily be
10 mostly on city streets, will provide space for the bicyclist, and may or may not have bicycle
11 lanes or other markings that separate the bicyclist's space from the automobile driver's space.
12 Bicycle routes should be clearly identified, with signage, for motorists, bicyclists, and
13 pedestrians, ~~and. They should~~ conform to the ~~more rigorous~~ standards of the most recent
14 California Highway Design Manual and the American Association of State Highway and
15 Transportation Officials (AASHTO) in its 'Guide for Development of Bicycle Facilities,' ~~which~~
16 ~~has been adopted by the Federal Highway Administration as its design standard.~~ whichever is more
17 rigorous. Use of these guides will provide maximum opportunity to qualify for state and
18 federal funding and will assist in avoiding city liability based upon design. Advisory and
19 permissive guidelines should be observed whenever possible.

20 The Bicycle Route Network should provide efficient access from all neighborhoods to
21 the many popular business, cultural, entertainment, and educational destinations in the city,
22 and between those destinations. Special attention should be paid to commuters to the
23 downtown areas, ~~and~~ connections to the regional bicycle network, and the identification of
24 recommended routes to school for students. Nevertheless, bicycle access must be provided, and
25

1 enhanced if necessary, whether or not the streets are designated as ‘bicycle routes,’ to enable
2 all residents and visitors to use bicycles as a viable means of transportation.

3 Where possible, opportunities should be taken to develop bicycle-priority corridors,
4 such as veloways (bicycle-only facilities), bicycle boulevards and any other innovative
5 solutions to improve bicycle transportation space within the city.

6 POLICY 27.2: Develop a rational classification system of bicycle preferential streets.

7 The bicycle preferential streets system should consider the multi-modal functions of the
8 street, the topography, and the existing and potential volume of bicycle traffic on the street.
9 Streets and pathways in the bike route system that are relatively level, do not have conflicts
10 with high volumes of pedestrian traffic, and do not have the primary functions of freight routes,
11 major arterials and primary transit streets should be designed and treated to prioritize the
12 movement of bicycles. Other streets and paths on the bike route system should be designed
13 and treated to balance the other modes of transportation with the movement of bicycles.

14 *As with transit preferential streets, general traffic should be routed away from the bicycle*
15 *preferential streets system wherever possible, except when they are arterial streets. Note that some*
16 *bicycle preferential streets may have to be primary or secondary arterials or transit preferential*
17 *streets, if feasible alternatives do not exist. In general, bicycle preferential streets should include*
18 *design treatments that encourage all segments of the bicycle population, not only experienced cyclists.*

19 POLICY 27.3: *Remove conflicts* ~~Eliminate hazards~~ to bicyclists on all city streets.

20 City departments should give particular attention to eliminating ~~conflicts~~ ~~hazards~~ on the
21 Bicycle Route Network routes. ~~Conflicts~~ ~~Hazards~~ which may be inconsequential to automobiles
22 can be disruptive, disabling, or even life threatening to bicyclists, and are *often contributing*
23 *factors in collisions involving bicyclists* ~~the cause of many cyclist accidents~~. Design ~~elements~~ ~~hazards~~
24 such as sewer grates parallel to travel, unpaved or poorly paved shoulders, rough and/or
25 obsolete railroad tracks *(especially those crossing cyclists’ path at a diagonal)*, and conventional

1 speed bumps all pose conflicts dangerous conditions for cyclists and should be removed
2 eliminated. Intermittent disruptions hazards such as uneven bad road surfaces, cracks and pot
3 holes, and refuse such as broken glass should be removed eliminated promptly. The city should
4 give increased attention to maintenance and more frequent cleaning to Bicycle Route Network
5 bicycle route streets because of the increased needs of cyclists for a debris-free hazard-free
6 road surface. Bicycle routes should be well lit. Although priority shall be given to bicycle routes,
7 conflicts to cyclist should be removed on all city streets.

8 POLICY 27.6: Accommodate bicycles on local and regional transit facilities and
9 important regional transportation links wherever and whenever feasible.

10 The ability to integrate bicycle use and regional transportation systems is essential to
11 maximizing the bicycle's transportation utility. The Bay Area is fortunate to have a number of
12 quality public transportation services. The expansion of bicycle access on each of these
13 systems increases the bicycle's range and usefulness and further decreases the number of
14 auto trips made in the Bay Area.

15 Every effort must be made to maximize bicycle access on BART, CalTrain, all ferry
16 systems, and on AC Transit, SamTrans and Golden Gate Transit buses and on selected
17 Municipal Railway routes. Further, CalTrans shuttle service across the Bay Bridge should be
18 expanded so it is available at all hours. Twenty-four hour access to all Bay Area bridges is
19 essential to maintain these vital links within the bicycle transportation system.

20 Many commuters to San Francisco work outside of downtown and drive alone, contributing to
21 peak hour congestion. If regional transit expanded peak-hour bicycle capacity and reduced peak hour
22 bicycle time restrictions, these commuters could bicycle to and from transit at one or both end of their
23 transit trip – an attractive choice to driving alone. This would also reduce parking demand at BART
24 stations and park-and-ride lots.

25 Add a new policy 27.11 as follows:

1 POLICY 27.11 Where through motor vehicle access is prohibited, through bicycle access
2 should be permitted, either by physical design or by signage.

3 Add a new policy 27.12 as follows:

4 POLICY 27.12: Ensure completion of the Bay Trail in San Francisco.

5 The Bay Trail is a planned 500-mile hiking and bicycling trail that will form a continuous loop
6 around San Francisco Bay and San Pablo Bay, linking the shorelines of nine counties and 47 cities.
7 The trail functions as a regional recreational and commute route along the edge of the bay and across
8 seven toll bridges. Over 250 miles are complete, but there are numerous gaps to fill.

9 The Bay Trail alignment in San Francisco is part of the city bicycle network extending 20 miles
10 along the length of the city shoreline from the Golden Gate Bridge to Candlestick Point State
11 Recreation Area. Approximately 12 miles are complete. Improving the remaining segments will ensure
12 designated bicycle access along the shoreline of the city linking the city bicycle network to adjacent
13 counties and the regional trail system.

14 POLICY 28.1: Provide secure bicycle parking in new governmental, commercial, and
15 residential developments.

16 Bicycle parking should be provided in all new public and private buildings. ~~The Planning~~
17 ~~Code establishes a requirement for bicycle parking facilities based upon the number of automobile~~
18 ~~parking facilities in new developments. Additional facilities, such as showers and storage lockers,~~
19 ~~should be provided as well. The requirement should reflect demand in areas of high potential bicycle~~
20 ~~use such as shopping facilities, recreational facilities, educational locations and employment sites.~~
21 ~~These requirements should also be maintained even when developers receive variances from existing~~
22 ~~parking requirements. These requirements should also be applied to applications for modifications of~~
23 ~~existing facilities, as well as to new construction. Review, update, and consolidate the Planning Code~~
24 ~~criteria for bicycle parking in garages and new or remodeled government and commercial buildings.~~
25 The Planning Code should be reviewed to reconcile contradictions, and amended to forge a more

1 comprehensive approach to bicycle commuting facilities. This approach should include such elements
2 as expanded shower access and improved commercial district bicycle parking unbundled from
3 automobile parking space requirements. The Planning Code should require a greater residential
4 bicycle parking requirement, structured as a ratio of dwelling units rather than as a ratio of auto
5 parking spaces.

6 POLICY 28.3: Provide parking facilities which are safe, secure, and convenient.

7 Bicycle parking facilities must provide reliable security, adequate bicycle support,
8 safety, and must be conveniently located; Bicycle parking facilities are preferably located
9 where bicycles are sheltered from the weather and visible to attendants and security guards,
10 accessible (such as by key or code) only to those who have parked bicycles, or located entirely inside
11 non-garage parts of the building. If these resources are present, bicyclists will use such bicycle
12 parking in increasing numbers.

13 Proper bicycle parking design is critical to its usefulness and effectiveness. Bicycle
14 parking must be of a design to support the bicycle without damage and permit at least the
15 frame and one wheel to be locked with a U-lock, but provide reasonable security with any type of
16 lock. Bicycle parking facilities should be conveniently located at building entrances, provide
17 sufficient space for access, and be physically separated from automobile areas. Bicycle
18 parking in publicly-accessible garages should be well signed to notify the public of the presence of bike
19 parking, as well as direct cyclists to the location of the parking.

20 Add a new policy 28.5 as follows:

21 POLICY 28.5: Provide bicycle parking at major recreational facilities and at all large sports,
22 cultural, or other heavily attended events.

23 Provide convenient, secure, and inexpensive bicycle parking at major recreational facilities and
24 large sports, cultural, or other heavily attended events to encourage bicycle use and further decrease
25 automobile use. In order for cyclists to consider using bicycle transportation to go to and from these

1 facilities and events, safe and secure bicycle parking must be provided. Such parking should be ample
2 and should be of a high security type. Free valet bicycle parking, such as provided at the baseball
3 stadium, has proved very successful. Promotional materials for these events and facilities should
4 highlight the provision of secure bicycle parking, especially if valet bicycle parking is provided.

5 OBJECTIVE 29:

6 CITY GOVERNMENT SHOULD PLAY A LEADERSHIP ROLE IN INCREASING
7 BICYCLE USE.

8 City government should play a leadership role in enabling more people to use the
9 bicycle as their primary means of transportation. According to the most recently adopted San
10 Francisco Bicycle Plan, dated September, 2004, which is incorporated herein by reference, the ~~The~~ city
11 should provide the facilities, programs and regulatory structure to enable such use, and
12 should encourage the use of bicycles for work trips as an alternative to city cars.

13 POLICY 29.1: Consider the needs of bicycling and the improvement of bicycle
14 accommodations in all city decisions ~~and improve accommodation as much as possible.~~

15 Genuine recognition and active accommodation of bicyclists' needs by all city
16 departments in decisions related to transportation and land use is essential to the
17 development of a significant bicycle transportation presence in San Francisco. Bicycle
18 planning should be integrated into all short-range and long-range planning in all relevant City
19 departments. Coordination between the Department of Parking and Traffic's Bicycle Program, other
20 City department, and the Bicycle Advisory Committee should be improved. A working group should be
21 created with representatives from relevant City departments, and should meet on a quarterly basis to
22 discuss departmental and agency issues relevant to bicycle planning. Often, minor and inexpensive
23 adjustments at a project's design phase can provide considerable benefits to bicyclists.
24 Furthermore, inclusion of accommodations for cyclists when a project is designed can avoid
25 expensive retrofitting later.

1 **CITYWIDE PARKING**

2 POLICY 30.4: Restrict long term automobile parking at rapid transit stations in the city
3 in favor of development of effective feeder transit service and enhanced access for pedestrians
4 and bicyclists.

5 Many of the rapid transit stations in San Francisco are located in densely developed
6 downtown areas or in residential or shopping areas where additional automobile impacts are
7 undesirable. These stations are located in such a manner that they may generally be reached
8 by San Francisco residents either by connecting transit ~~or~~ by walking, or by bicycling. The
9 commuter use of the automobile to park at a rapid transit station in San Francisco should be
10 discouraged. While it is desirable to provide bicycle storage and parking facilities at rapid
11 transit stations, long-term automobile parking facilities are undesirable because such facilities
12 would attract automobile traffic and otherwise be disruptive to the neighborhoods where they
13 would be located.

14 POLICY 34.2: Use existing street space to increase residential parking where off-
15 street facilities are inadequate.

16 Local streets are of such width in many areas that improved parking conditions can be
17 obtained by shifting from parallel to diagonal or perpendicular parking without a major
18 investment. Care must be taken, however, to avoid conflicts with transit operations and safe
19 bicycle movement (considering both adequate lane width and potential conflicts with vehicles
20 backing out of parking spaces), and to ensure that the street is more than a parking lot. Proper
21 landscaping is required to prevent lights from shining into dwellings at night and breaks in
22 rows of cars should be provided to avoid the monotony and unsightliness of unending rows of
23 vehicles. Back-in diagonal or perpendicular parking should be considered as an option to reduce
24 bicycle-motor vehicle conflicts.

1 POLICY 34.5: Minimize the construction of new curb cuts in areas where on-street
2 parking is in short supply and locate them in a manner such that they retain or minimally
3 diminish the number of existing on-street parking spaces.

4 It is desirable to maintain a balance in the supply of adequate on- and off-street
5 parking. The creation of curb cuts to increase the supply of off-street parking often deprives
6 the neighborhood of a community on-street parking space in exchange for a private one. New
7 buildings may be designed so that entrances to off-street parking are pooled or configured to
8 minimize curb cuts and preserve the supply of on-street parking. An increased number of curb
9 cuts also increases the number of potential conflicts between motor vehicles and bicycles.

10 URBAN GOODS MOVEMENT

11 POLICY 40.2: Discourage access to off-street freight loading and service vehicle
12 facilities from transit preferential streets, ~~or~~ pedestrian-oriented streets and alleys, or on the
13 Bicycle Route Network by providing alternative access routes to facilities.

14 POLICY 40.3: Off-street loading facilities and spaces in the downtown area should be
15 enclosed and accessible by private driveways designed to minimize conflicts with pedestrian,
16 transit, bicycle, and automobile traffic.

17 Section 6. The objective, policies, and map of the Downtown Plan of the San
18 Francisco General Plan are hereby amended to read as follows

19 DOWNTOWN PLAN

20 BICYCLES

21 OBJECTIVE 19: PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A
22 MEANS OF TRANSPORTATION.

23 ~~The bicycle is becoming more acceptable as an alternative to the automobile for work and~~
24 ~~shopping purposes.~~ The number of people that choose the bicycle instead of the automobile as their
25 main mode of transportation is steadily rising. As streets become more congested and more

1 accommodations are made for bicyclists, ~~some-many~~ people are finding that they can move about
2 the city more quickly, enjoyably and economically on bicycles.

3 POLICY 19.1: Include facilities for bicycle users in governmental, commercial, and
4 residential developments.

5 ~~*Provision should be made for bicycle parking in conjunction with automobile parking in*~~
6 ~~*existing and new parking lots and garages. Secure and conveniently located bicycle parking should*~~
7 ~~*also be provided in major new construction. Secure and conveniently located bicycle parking should be*~~
8 ~~*provided in newly constructed developments, regardless of the provision of auto parking. Provision*~~
9 ~~*should also be made for bicycle parking in conjunction with automobile parking in existing and new*~~
10 ~~*parking lots and garages.*~~

11 POLICY 19.2: Accommodate bicycles on regional transit facilities and important
12 regional transportation links.

13 There should be more opportunity for cyclists to commute to San Francisco with their
14 bikes by using regional transit modes such as BART, Caltrain, the ferry system, Golden Gate
15 Transit, AC Transit, SamTrans, and the Caltrans Bay Bridge bicycle ~~shuttle and trains~~. All Certain
16 commute buses should ~~also~~ provide carrying racks for bicycles. Funding should also be sought
17 to retrofit the west span of the Bay Bridge to include a bicycle, pedestrian, and maintenance path that
18 will link Oakland, Treasure Island, and San Francisco.

19 Map 6: Transportation System, should be amended to reflect changes in the bicycle
20 network.

21 Section 7. In furtherance of this Ordinance, the Board of Supervisors takes the
22 following additional actions:

23 (a) The Board hereby adopts the San Francisco Bicycle Plan: Policy Framework and
24 urges the Municipal Transportation Agency and other affected City departments to undertake
25 all actions necessary implement this component of the San Francisco Bicycle Plan.

1 (b) The Board hereby directs the Clerk of the Board, in consultation with the Municipal
2 Transportation Agency, to forward a copy of this Ordinance to the Metropolitan Transportation
3 Commission in conjunction with its review and approval of the San Francisco Bicycle Plan.

4 (c) The Board hereby directs the Clerk of the Board, in consultation with the Municipal
5 Transportation Agency, to forward a copy of this Ordinance to the California Department of
6 Transportation Bicycle Facilities Unit in conjunction with its review and approval of the San
7 Francisco Bicycle Plan.

8 (d) The Mayor, Clerk of the Board, General Manager of the Municipal Transportation
9 Agency, and other City officials are hereby authorized and directed to take any and all actions
10 which they or the City Attorney may deem necessary or advisable in order to effectuate the
11 purpose and intent of this Ordinance, including, without limitation, applying for grants and
12 other funding sources to receive monies for activities and studies related to the San Francisco
13 Bicycle Plan: Policy Framework; promoting and supporting congestion management plans,
14 programs, and funding; and cooperating in the development of interagency goals and
15 timelines to accomplish the Plan's actions.

16 (e) The Board requests that the General Manager of the Municipal Transportation
17 Agency provide a report to the Board on the progress of the Bicycle Plan: Policy Framework
18 within six months of the effective date of this Ordinance. After submission of the initial report,
19 the General Manager shall submit reports on an annual basis for three additional years.

20 APPROVED AS TO FORM:
21 DENNIS J. HERRERA, City Attorney

22 By: _____
23 John D. Malamut
24 Deputy City Attorney
25