

Driveway and Loading Operations Plan Guidelines

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Introduction

San Francisco Planning Code Section 155(u) requires development projects of more than 100,000 net new gross square feet in the Central SoMa Special Use District and Van Ness & Market Residential Special Use District to implement a driveway and loading operations plan. The following establishes the San Francisco Planning Department's guidelines for driveway and loading operations plans in those areas. These guidelines should also be used for development projects subject to a driveway and loading operations mitigation measure or improvement measure.

Definitions

Approval: any required approval or determination on a Development Application that the Planning Commission, Planning Department or Zoning Administrator issues.

Condition of approval: as defined in Planning Code section 102, a condition or set of written conditions imposed by the Planning Commission or another permit-approving or issuing City agency or appellate body to which a project applicant agrees to adhere and fulfill when it receives approval for the construction of a development project subject to this Article.

Curb cut: location where the sidewalk curb is depressed to the level of the roadway, either for a curb ramp, driveway, or other feature.

Department: the San Francisco Planning Department.

Development application: as defined in Planning Code section 401, any application for a building permit, site permit, Conditional Use, Variance, Large Project Authorization, or any application pursuant to Planning Code Sections [309](#), [309.1](#), or [322](#).

Development project (or project): as defined in Planning Code section 401, any change of use within an existing structure, addition to an existing structure, or new construction, which includes any occupied floor area.

Driveway: location that provides vehicle access to all or portions of a lot, such as for an off-street facility, including the curb cut, its location across a sidewalk, and driveway throat (i.e., the length of space between the driveway entrance and the areas of the lot designated for parking and circulation).

E-commerce: commercial transactions conducted electronically on the internet or through applications on connected devices.

For-hire vehicle: vehicle operating as part of a Transportation Network Company (TNC), autonomous vehicle passenger service, taxi company, or other similar companies.

Large trucks: trucks within the American Association of State Highway and Transportation Officials vehicle class of SU-30 or larger. These can include trucks with wheelbases (WB) length of 25 feet or more, whose total length may approach 65 feet (e.g., WB-40 and larger up to WB-65); typically, also 14 feet tall and 8.5 feet wide.

Off-street facility: off-street parking or loading spaces, including the curb cut and driveway.

Parking: vehicular parking such as Parking, Accessory described in the TDM Program Standards pursuant to Planning Code section 169.

Potential conflicts: potential intersection of development project-generated vehicle movements with movements of other public right-of-way users in locations like sidewalks, bicycle facilities, transit-only lanes, and mixed-flow travel lanes.

Transportation coordinator: Individual who provides oversight and management of the development project's driveway and loading operations plan implementation. The coordinator may be an employee for the development project (e.g., property manager) or the property owner may contract with a third-party provider(s). The coordinator may also serve as the Transportation Demand Management coordinator as required under Planning Code section 169.¹ The property owner shall delegate authority to the coordinator to meet its responsibilities.

The primary responsibilities of the coordinator may include, but are not limited to:

- Serving as a liaison to the Department regarding the driveway and loading operations plan for the development project, including notifying the Department of new contact information if the coordinator changes;
- Ensuring that the driveway and loading operations plan is compliant with the Department's driveway and loading operations plan guidelines. This will include certifying that the components are in place and that they meet the standards in the guidelines;
- Preparing and submitting ongoing compliance forms and supporting documentation to the Department;
- Requesting Department review if changes to the driveway and loading operations plan are desired after the development project is built; and
- Working with the Department to correct any violations through enforcement proceedings, if necessary.

Transportation Network Company (TNC): any entity that provides prearranged transportation services for compensation using an online-enabled application or platform to connect passengers with drivers using a personal vehicle, as defined in California Public Utilities Code section 5431.

Vehicle queue: refers to one or more vehicles waiting to access a development project's off-street facility and blocking any portion of any public right-of-way during operations of the development project for:

- 1) a combined 2 minutes during the peak consecutive 60 minutes or a combined 15 minutes between the hours of 6 a.m. and 10 p.m.; and
- 2) for at least three 24-hour periods in any consecutive seven-day period.

Background

Driveway and Loading Design and Operations in San Francisco

Recent transportation trends in San Francisco demonstrate an increase in for-hire vehicles, including transportation network company (TNC), and commercial delivery vehicle trips. TNCs are estimated to comprise almost half of the vehicle miles travelled increase in San Francisco on a typical weekday between 2010 and 2016. Similarly, e-commerce and resulting deliveries have also grown dramatically in recent years. In the U.S., e-commerce sales in 2018 represented 14.3 percent of all total retail sales. Surging growth in U.S. e-commerce sales has averaged more than 15 percent year-over-year since 2010. For-hire vehicle and commercial delivery trips create potential conflicts and potential transit delays due to vehicles accessing a development project's off-street facilities and on-street parking or loading zones.

¹ Duties and responsibilities of the coordinator under section 169 may differ from those set forth therein; project sponsors and coordinators are advised to review both sections independently.

Take for example a hypothetical development project in the South of Market neighborhood with 100,000 net new square feet of residential, retail, grocery use, and two off-street loading spaces.² That type of project could generate an estimated 40 vehicle trips during the p.m. peak hour, including for-hire vehicles, and up to three total commercial loading trips during the loading peak hour (i.e., midday). These vehicle and commercial loading trips could create conflicts with other public right-of-way users by accessing the off-street loading facility or for on-street commercial or passenger loading pick-up and drop-off.

The purpose of a Driveway and Loading Operations Plan is to reduce potential conflicts between driveway and loading operations, including passenger and freight loading activities, and pedestrians, bicycles, and vehicles, to maximize reliance of on-site loading spaces to accommodate new loading demand, and to ensure that off-site loading activity is considered in the design of new buildings.

Driveway and Loading Operations Plan Guidelines

Applicability

A driveway and loading operations plan is required for all development projects with more than 100,000 net new gross square feet of space in the Central SoMa Special Use District or the Van Ness & Market Residential Special Use District, pursuant to Planning Code Section 155(u).

Development Review Process

The property owner shall prepare a driveway and loading operations plan that documents the development project's compliance with Planning Code Section 155(u). Specifically, the plan must include all components required by and as described in Table 1: Driveway and Loading Operations Plan Components, below.

The Planning Department will review each driveway and loading operations plan in conjunction with the first development project approval. The Department will include the requirement for a driveway and operations plan as a condition of approval of the development project. The Department will review the plan again administratively prior to the Department's issuance of a development project's first site or building permit. The Department will consider the driveway and loading operations plan complete and approve the plan if it includes all components applicable to the development project based upon development project characteristics and the component applicability shown in Table 1 below.

Subsequent to the Department considering the plan approved, the transportation coordinator shall provide oversight and be responsible for the management and implementation of the project's driveway and loading operations plan.

Monitoring and Reporting

Protected Pedestrian-, Cycling-, and Transit-Oriented Street Frontages and On-Street Loading (aka Locational projects)

Locational projects refer to development projects that meet one of the following criteria:

- driveways located along protected pedestrian-, cycling-, and transit-oriented street frontages pursuant to Planning Code section 155(r); or

² For this example, the 100,000 net new square feet is composed of 85,000 square feet of residential use (40 studio, 17 one-bedroom, 10 two-bedroom, and 3 three-bedroom dwelling units), 10,000 square feet of grocery use, and 5,000 square feet of retail.

- buildings within 250 feet of existing on-street loading zones or within 250 feet of on-street loading zones proposed as part of the development project.

The transportation coordinator shall submit to the Department supporting documentation described in Table 1 below for each applicable component, along with the Department's Monitoring Conditions of Approval fee.³ The transportation coordinator shall submit such form to the Department within 30 calendar days of the 18-month anniversary of the issuance of the First Certificate of Occupancy.

The Department will also conduct a site visit once within in the first three years, making a reasonable effort to combine the site visit with other Department site visits to the site (e.g., as part of TDM Program pursuant to Planning Code section 169). The Department will notify the transportation coordinator in advance of any site visit.

All other development projects subject to Planning Code Section 155(u)

No monitoring and reporting is required for development projects that do not meet either criteria above for locational projects, unless the Department determines that the development project is operating in a manner inconsistent with its finalized driveway and loading operations plan. In such case, the Department may initiate Planning Code enforcement per Section 176 and may require monitoring and reporting as described above.

Table 1: Driveway and Loading Operations Plan Components

Component Name	Component Applicability	Component Description	Development Review – supporting documentation ^a	Monitoring and Reporting – supporting documentation ^b
A. Trash/ Recycling/ Compost Collection Design and Management	All projects.	The property owner shall provide convenient off-street trash, recycling, and compost storage room(s) for the project and a procedure for collection. The transportation coordinator shall implement these procedures.	Location and dimensions of the storage room(s) on plans; description of commitment to implement procedures.	Location and dimensions of the storage room(s) on plans; the procedures.
B. Color Curb Application	Projects where the loading demand is not met off-street.	The property owner shall submit documentation to the Department that they applied to the SFMTA for an on-street colored curb zone(s).	Copy of application(s) and proof of receipt from the SFMTA.	SFMTA decision regarding the application(s).
C. Coordination with For-Hire Vehicle Companies.	Projects that propose 1 or more passenger loading space.	The transportation coordinator shall submit a request to for-hire vehicle companies that passenger loading zones are incorporated into for-hire vehicle companies' (including transportation network companies) phone technology application device to guide passengers and drivers for passenger loading activities.	Description of commitment to implement request to companies.	Copy of request to companies. Copy of responses from companies, if available.

Component Name	Component Applicability	Component Description	Development Review – supporting documentation ^a	Monitoring and Reporting – supporting documentation ^b
D. Attendant	Projects that must provide 1 or more off-street freight loading spaces per Planning Code section 152.1, propose 20 or more off-street parking spaces per driveway, or propose 1 or more off-street passenger loading spaces.	<p>The transportation coordinator shall ensure that building management employs attendant(s) for the project's off-street facilities, as applicable.</p> <p>The location and hours of operations for the attendant shall consider potential conflict points between maneuvering vehicles and public right-of-way users; the time and days for greatest loading demand, including potential for loading demand to exceed loading capacity, or when large truck deliveries may occur; and the highest demand on the public right-of-way adjacent to the off-street facility.</p>	Location of attendant on plans; general hours of operation for attendant (if known).	Location of attendant on plans; hours of operation for attendant, including letter from contractor, if applicable.
E. Driveway Operational Safety	Same as Component D.	<p>The transportation coordinator shall provide notifications and information to users of the project site regarding driveway operational safety. Examples include maximum vehicle size and height for the driveway, restricted ingress and egress movements between the driveway and public rights-of-way, and prioritization of inbound over outbound movements.</p>	Description of commitment to implement notifications and information.	Notifications and information provided.

Component Name	Component Applicability	Component Description	Development Review – supporting documentation ^a	Monitoring and Reporting – supporting documentation ^b
F. Signage/ Warning Devices	Same as Component D.	<p>The property owner shall install “Full” signage near the off-street facility entrance. The transportation coordinator shall indicate “Full” if the off-street facility is fully occupied or if coordinator anticipates it will be occupied by a forthcoming (e.g., in the next 10 minutes) delivery. The property owner shall also install signage at the off-street facility to alert drivers or other public right-of-way users (e.g., caution sign that alert vehicle drivers of people walking or bicycling that may be behind the vehicle or in the vehicle drivers’ blind spots during driveway access or egress).</p> <p>The property owner shall also install audible visual warning devices at locations where the off-street facility interfaces with public right-of-way to alert other public right-of-way users of vehicles entering or exiting the off-street facility. The audio device shall issue alerts above the surrounding noise levels by approximately 5 decibels.</p>	<p>Location of signage on plans.</p> <p>Location of devices on plans.</p>	<p>Location of signage on plans, photos of signage, and a description of their size and usage.</p> <p>Location of devices on plans, photos of devices, and a description of their size, usage, and specifications.</p>

Component Name	Component Applicability	Component Description	Development Review – supporting documentation ^a	Monitoring and Reporting – supporting documentation ^b
G. Coordination System	Same as Component D.	The transportation coordinator shall implement a loading coordination system for scheduling project loading delivery vehicles so that they may identify and direct these vehicles to convenient (within 250 feet of the site) loading spaces that are available at the time of the vehicle's arrival.	Description of commitment to implement loading coordination system.	Delivery log of numbers, locations, times of days, and days of week; location of convenient loading spaces.
H. Off-peak Deliveries	Same as Component D.	The transportation coordinator shall schedule deliveries during hours when volumes of public right-of-way users along the project site frontage are lower (e.g., between 10 a.m. and 3 p.m. and 7 p.m. and 7 a.m.).	Description of commitment to implement off-peak deliveries and, if known, anticipated hours.	Delivery log of numbers, locations, times of days, and days of week; location of convenient loading spaces on plans.
I. Large Truck Access	Projects that anticipate regular large truck deliveries (including resident move-in/move-out activities) that cannot be accommodated off-site.	The property owner shall identify potential locations of convenient on-street loading spaces (within 250 feet of the site) that could accommodate large trucks that the off-street loading facility cannot accommodate and procedures to reserve these spaces from the San Francisco Municipal Transportation Agency (SFMTA). The property owner shall also identify procedures for guiding large trucks to convenient on-street loading spaces. The transportation coordinator shall implement these procedures.	Description of commitment to implement procedures and, if known, anticipated on-street loading spaces.	Delivery log of numbers, locations, times of days, and days of week for large trucks; location of convenient loading spaces on plans; the procedures.

Component Name	Component Applicability	Component Description	Development Review – supporting documentation ^a	Monitoring and Reporting – supporting documentation ^b
J. Unassisted Delivery Systems	Projects that must provide 3 or more off-street freight loading spaces per Planning Code section 152.1 or that seek exceptions to the off-street freight loading vehicle space requirements per Planning Code section 152.1.	<p>The property owner shall provide unassisted delivery systems such as electronic fob, parcel lockers, delivery box, or common carrier locker systems. These systems allow someone to deliver goods during all hours without the need for human intervention at the receiving end such as the business or residence. Examples include the property owner:</p> <ul style="list-style-type: none"> • providing a key or electronic fob to loading vehicle operators, which enables the loading vehicle operator to deposit the goods inside the business or residence or in a secured area that is separated from the business or residence; and • installing lockers in locations that users of the development can share and use (e.g., component K, delivery supportive amenities). 	Description of commitment to implement unassisted delivery system.	Description and photos of the unassisted delivery system.
K. Delivery Supportive Amenities	Same as Component J.	The property owner shall provide the Delivery Supportive Amenities measure from the TDM Program Standards pursuant to Planning Code section 169.	Description of the type of amenities and location on plans.	Description and photos of the amenities.

Component Name	Component Applicability	Component Description	Development Review – supporting documentation ^a	Monitoring and Reporting – supporting documentation ^b
L. Vehicle Turntable	Same as Component J and turning templates indicate expected vehicle types cannot reasonably access the off-street loading facility.	The property owner shall install a vehicle turntable. The property owner shall include operation and maintenance procedures for the turntable, including schedule recommendations for routine maintenance. The transportation coordinator shall implement the turntable operation and maintenance plan.	Location and dimensions of turntable on plans; description of commitment to implement procedures.	Location and dimensions of turntable on plans; the procedures and log of maintenance.
M. Operations Queue Abatement	All projects.	The property owner or their designee shall prevent vehicle queues by using proactive abatement methods such as: redesign of off-street facilities; locating curb cuts at least six feet from an intersection of two public rights-of-way; expanding the driveway throat; relocating driveways to alleys or streets without protective frontages pursuant to Planning Code section 155(r); careful placement of street furniture and trees; or other driveway and loading operations plan components in this table (e.g., an attendant).	Location and dimensions of driveways on plans; documentation of commitment to implement other driveway and loading operations plan components as specified above.	Location and dimensions of driveways on plans; documentation for other driveway and loading operations plan components as specified above.
<p>a. All projects are required to submit documentation for the measures in table 1 that are included in their driveway and loading operations plan</p> <p>b. Locational projects refer to projects subject to Planning Code section 155(u) and with either:</p> <ul style="list-style-type: none"> • driveways located along protected pedestrian-, cycling-, and transit-oriented street frontages pursuant to Planning Code section 155(r); or • buildings within 250 feet of existing or proposed (as part of the project) on-street loading zones. 				

Driveway and Loading Operations Plan Updates

To revise an existing driveway and loading operations plan the property owner may submit a new building permit for that purpose.⁴

The transportation coordinator shall submit the revised driveway and loading operations plan and supporting documentation with their building permit application to the Department. The revised driveway and loading operations plan will then be subject to approval by the Department and to the monitoring and reporting requirements and timelines described above.

A revised driveway and loading operations plan shall not be required for changes proposed by another property owner or public agency (e.g., a new protected bicycle lane, a new off-street loading facility operated by a separate property owner).

⁴ If the property owner submits a new development application for a project on the site, they may also request to revise their driveway and loading operations plan as part of that application.