

**THIS PRINT COVERS CALENDAR ITEM NO.: 13**

**SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY**

**DIVISION:** Sustainable Streets

**BRIEF DESCRIPTION:**

Adopting the San Francisco Municipal Transportation Agency's (SFMTA) proposed Curb Management Strategy which includes a framework for how the SFMTA will manage and allocate the City's curb space in a way that is both responsive to current demands and anticipates future needs, and a set of recommendations for changes to policies, processes, and existing law.



**SUMMARY:**

- The transportation landscape has changed dramatically in the last ten years with new modes of personal mobility emerging such as bikeshare and ridesharing, an increase in parcel deliveries, and new on-demand package and food delivery services.
- With these changes, demand for limited curb space is increasing resulting in transit delays, ongoing safety concerns related to double parking, and more carbon emissions and traffic due to the increased number of vehicles on the street.
- Ninety percent of San Francisco's curb space is currently allocated exclusively to private car parking which does not align with the transportation modes people are now using and the increased amount of goods delivered throughout the City.
- The Curb Management Strategy rethinks how curb space is allocated to better meet current and future transportation and delivery needs while also supporting larger SFMTA and City goals such as Vision Zero, Transit First, and the Climate Action Strategy.
- The proposed strategy defines five key curb functions and how they are prioritized in different land use contexts to reflect how curb needs vary across the City.
- The proposed strategy includes tools, policies, legislative changes, design standards, and process improvements that the SFMTA can undertake to better manage curb space.

**ENCLOSURES:**

1. SFMTAB Resolution
2. Curb Management Strategy

**APPROVALS:**

	<b>DATE</b>
DIRECTOR 	February 10, 2020
SECRETARY 	February 10, 2020

**ASSIGNED SFMTAB CALENDAR DATE:** February 18, 2020

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### **PURPOSE**

Adopting the SFMTA's proposed Curb Management Strategy which includes a framework for how the SFMTA will manage and allocate the City's curb space in a way that is both responsive to current demands and anticipates future needs, and a set of recommendations for changes to policies, processes, and existing law.

### **STRATEGIC PLAN GOALS AND TRANSIT FIRST POLICY PRINCIPLES**

This action supports the following SFMTA Strategic Plan Goals and Objectives:

- Goal 1: Create a safer transportation experience for everyone.
  - Objective 1.1:* Achieve Vision Zero by eliminating all traffic deaths.
  - Objective 1.2:* Improve the safety of the transit system.
- Goal 2: Make transit and other sustainable modes of transportation the most attractive and preferred means of travel.
  - Objective 2.1:* Improve transit service.
  - Objective 2.2:* Enhance and expand use of the city's sustainable modes of transportation.
  - Objective 2.3:* Manage congestion and parking demand to support the Transit First policy.
- Goal 3: Improve the quality of life and environment in San Francisco and the region.
  - Objective 3.1:* Use agency programs and policies to advance San Francisco's commitment to equity.
  - Objective 3.2:* Advance policies and decisions in support of sustainable transportation and land use principles.
  - Objective 3.3:* Guide emerging mobility services so that they are consistent with sustainable transportation principles.

This action also supports the City's Transit First Policy with the following principles:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.
7. Parking policies for areas well served by public transit shall be designed to encourage travel by public transit and alternative transportation.

**DESCRIPTION**

**Background**

For decades, curb management has been an issue in San Francisco as users such as delivery trucks, paratransit, and taxis have never had enough available curb space in many parts of the City to pull to the curb in order to load or unload passengers or goods. This has meant that vehicle drivers have long been forced to double-park to load and unload due to a lack of available parking and loading zones, resulting in conflicts between vehicles and pedestrians and cyclists, transit delays, and congestion.

In addition, there has been an increase in new mobility services and transportation options. Ride-hailing services like Uber and Lyft, which didn't exist ten years ago, now make up a substantial portion of the total cars on the streets of San Francisco. They account for approximately 20% of all vehicle miles travelled and are responsible for half of the total increase in congestion since 2010.<sup>1</sup> More people now are using San Francisco's bike-sharing, scooter-sharing, electric-moped-sharing, and car-sharing services. On-demand delivery services have become a part of everyday life, from e-commerce package delivery to lunch and dinner delivery. Over the same time period, San Francisco has also seen a nine percent increase in the population and 32 percent employment growth.

San Francisco's curbs were not designed for these new uses. For years, the City's curb management approach has focused on parking, using tools like parking meters and parking permits to address curb access for private cars. Historically, the City has created loading zones only when specific businesses or property owners pay for them, resulting in an uneven distribution of loading zones across the City that doesn't reflect demand. As a result of this approach, ninety percent of the City's curb space is allocated to private car parking, two percent of the total curb space is allocated for commercial delivery, and only one percent is allocated to Muni bus zones, passenger loading zones, bikeshare stations, taxi stands, and paratransit zones.

As a result, the City is experiencing increased pressure on limited curb space as well as concerns over increased congestion; safety conflicts between pedestrians, cyclists, and car passengers; increased amount of double-parking, and blocking traffic and bike lanes. Furthermore, there is growing inequity as many of these services may not be available to individuals from all social and economic levels, or those with mobility impairments which require accessible vehicles.

In early 2018, staff members were charged with developing a policy document to guide the way the City allocates curb space for different uses and implement corridor- and neighborhood-based curb management projects.

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<sup>1</sup> San Francisco County Transportation Authority. *TNCs and Congestion*. 2018.

## **Curb Management Strategy Development**

In order to address the issue of limited curb space, the SFMTA developed a Curb Management Strategy which (1) provides a framework for prioritizing curb uses and allocating curb space, (2) contains a number of recommended changes to local and state laws, and internal processes; and (3) provides design guidelines for different types of color curb zones.

The first step in developing the Curb Management Strategy was to create a framework to guide how curb space would be allocated in future planning processes. As a starting point, SFMTA staff held two workshops with staff from other City agencies whose work touches on curb management in the summer and fall of 2018. This included San Francisco Planning, the San Francisco County Transportation Authority, the Department of the Environment, and Public Works. The focus of the first workshop was to identify both current and future users of the curb and then relate these users to different functions that the curb serves. Participants also identified problems with the City's current approach to curb management and what potential policies and strategies could help address these problems. The second workshop built upon the first by asking participants to prioritize the curb functions identified in the first workshop in different land use contexts. The feedback from these workshops provided the foundation for and helped refine the curb use hierarchy discussed below.

The SFMTA also held interviews with dozens of staff from other City agencies as well as from various divisions within the SFMTA. The purpose of these interviews was to better understand workflow processes for programs that impact the curb, gain insight into what challenges staff face when trying to implement these programs, and gather ideas on how programs and policies could be improved. The feedback gathered from these interviews identified existing needs and gaps which in turn informed the recommended curb management strategies.

Using the feedback gathered from the workshops and interviews, gaps and needs in existing curb management were identified. This analysis informed the initial set of strategies developed by the Curb Management Team. Throughout the summer and fall of 2019, the draft strategies were shared with staff at the SFMTA and other City agencies to gather input and further refine them.

While developing the Curb Management Strategy, the SFMTA undertook several area-based curb management projects and data collection efforts which helped inform the recommendations in the proposed strategy. In 2018, with the opening of the Salesforce Transit Center, the SFMTA worked with partner agencies to develop and implement a comprehensive loading plan for the area immediately around the Transit Center, providing a taxi stand, paratransit loading zones, commercial loading zones, and passenger loading zones serving casual carpool, transportation network companies (TNCs), private shuttle, and personal vehicle pick-up and drop-off. Similarly, around the 22<sup>nd</sup> Street Caltrain Station, where no prior parking regulations existed, the SFMTA Curb Management Team installed passenger loading zones, motorcycle parking, and protected bike parking while coordinating with the Transit Division and bikeshare team to ensure that those transportation needs were also accommodated. Other curb management planning efforts have included those around Chase Center, Oracle Park, and the Inner Sunset.

SFMTA staff also performed extensive data collection at existing passenger and commercial loading zones. Vehicles generally pull front-first in loading zones rather than parallel parking or backing in. This means these loading zones require significantly more space than the length of the vehicle to pull all the way into the curb, and when this space isn't provided, vehicles end up double-parking adjacent to an empty loading zone. Based on this data collection, the SFMTA put together design guidelines for loading zone length and placement to maximize utility of loading zones and reduce double parking.

### **Curb Management Strategy Elements**

The Curb Management Strategy contains three elements: 1) curb hierarchy; 2) recommended strategies; and 3) design guidelines.

#### Curb Hierarchy

The curb provides access for a wide range of modes and users, and enables both active spaces, where the curb is used for short periods of time, and static uses where the curb is occupied by a single user for extended periods of time. This space plays a vital role in enabling the City to function—it's the place where most trips begin and end, and the City's residential and commercial neighborhoods depend on curb access. To better understand and prioritize curb uses, the SFMTA has divided curb functions into five categories which are shown below.



Access for People: Active space that prioritizes transit boardings, and accommodates pick-ups/ drop-offs, and shared-mobility services



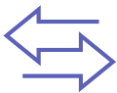
Access for Goods: Space for deliveries of different types and sizes, used for short periods of time



Public Space and Services: Curb designated for use by people and public services



Storage for Vehicles: Space intended to be occupied by vehicles for extended periods, such that no other users can access the space

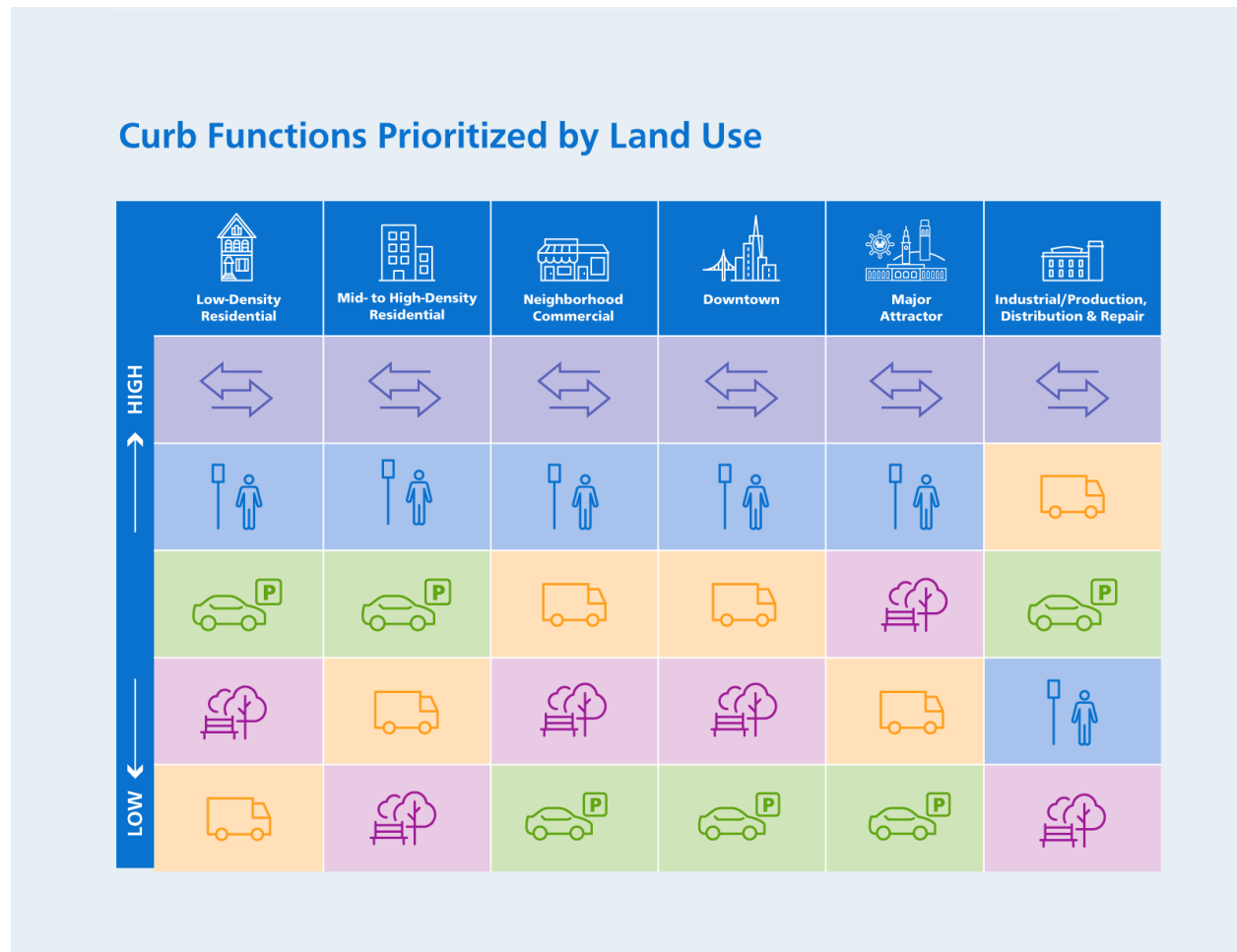


Movement: Curb lane is used for the through-movement of motorized and non-motorized means of transportation, such that the curb lane is unavailable for other functions

Access for people includes active uses that move people to and from the curb such as bus stops, paratransit, passenger loading, and taxis. Access for goods includes deliveries of all types and size. Access for public space and services includes public space like parklets and public services like Pit Stops. Storage for vehicles includes different types of parking for private autos. Movement includes treatments such as bicycles lanes and transit only lanes. For a full listing of

what curb uses and users fall into each category refer to the Strategy document.

These curb functions are then prioritized by land use type to create a curb hierarchy. The intention of the curb hierarchy is to clearly articulate how curb space is allocated to different curb functions across the city and to provide guidance to project planners and transparency to the public when decisions regarding the curb are made.



In locations where the curb zone is being used for the movement of motorized and non-motorized vehicles with treatments like bicycle lanes or transit only lanes, movement takes priority over other curb functions.

After first allocating curb space for the highest priority functions, the remaining curb area will be allocated to the other priority functions. Because higher curb priorities tend to be more space-efficient, there would usually be a significant amount of space that remains for other priorities. Priorities will also change by time of day and day of week so space may only be allocated for high priority functions for part of the day or week and will be made available for other functions outside of those times.

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### Recommended Strategies

The Curb Management Strategy includes a suite of recommended tools, policies, legislative changes, and process improvements that the SFMTA could undertake. These strategies support six key objectives listed below. Prior to the implementation of any individual strategy recommendation, the SFMTA would develop a proposal which would be reviewed and vetted by both internal and external stakeholders including the City Attorney's Office.

Objective 1: Advance a holistic planning approach

Objective 2: Accommodate growing loading needs

Objective 3: Increase compliance with parking and loading regulations

Objective 4: Improve access to up-to-date data

Objective 5: Rationalize policies towards private users of curb space

Objective 6: Promote equity and accessibility

### Design Guidelines

The design guidelines in the Strategy provide guidance to planners, engineers, and project managers on color curb zone placement and design when zones are implemented proactively as part of SFMTA projects. For each zone type, guidelines on minimum length, placement on the block, time limits, and effective hours are provided. Information on data collection methodologies, best practices, and procedures is also provided.

## **STAKEHOLDER ENGAGEMENT**

Stakeholder engagement has been fundamental in the development of the Curb Management Strategy. In the summer and fall of 2018, the SFMTA held two workshops with agency staff as well as staff from other City agencies whose work touches the curb including Public Works, the Department of the Environment, and City Planning. During this same time period, dozens of staff from within the SFMTA and other agencies were interviewed in order to better understand existing workflow processes and challenges related to programs or policies that touch the curb. This feedback informed the strategies presented in the Curb Management Strategy.

Throughout 2019 and early 2020, SFMTA staff met with various community and business groups, committees, and organizations to introduce the Curb Management Strategy and collect feedback on the proposed curb hierarchy and strategy recommendations. Issues raised by these groups helped inform and refine the Strategy's specific policy recommendations. Groups consulted include San Francisco Transit Riders, WalkSF, San Francisco Bicycle Coalition, Bay Area Council, Livable City, transportation network companies (TNCs), on-demand delivery companies, parcel delivery companies, automated vehicle companies, the Vision Zero Coalition, the San Francisco Office of Economic and Workforce Development, City Attorney's Office, Mayor's Office on Disability, Planning Department, California Public Utilities Commission, Metropolitan Transportation Commission, Director's Working Group, the SFMTA Multimodal Accessibility Advisory Group, the SFMTA's Citizen's Advisory Council, SPUR, Senior

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Disability Action, Chamber of Commerce, Senior and Disability Action Paratransit Coordinating Council, Board of Supervisors, San Francisco County Transportation Authority and the SFMTA's Small Business Working Group which includes representatives from various district merchant associations. Overall the response to the draft Curb Management Strategy was positive and no significant revisions were requested.

**ALTERNATIVES CONSIDERED**

Staff considered not developing a citywide Curb Management Strategy. However, given the degree of parking and loading issues throughout the City; concerns around safety, congestion, and transit reliability; and a desire from stakeholders to develop a set of management strategies, the SFMTA decided to move forward with the creation of a Curb Management Strategy.

**FUNDING IMPACT**

The adoption of this Strategy is not expected to result in a direct funding impact.

**ENVIRONMENTAL REVIEW**

On December 23, 2019 the SFMTA, under authority delegated by the Planning Department, determined that the Curb Management Strategy is not defined as a "project" under the California Environmental Quality Act (CEQA) pursuant to Title 14 of the California Code of Regulations Sections 15060(c) and 15378(b).

A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors and is incorporated herein by reference.

**OTHER APPROVALS RECEIVED OR STILL REQUIRED**

The City Attorney has reviewed this item.

**RECOMMENDATION**

SFMTA staff request that the SFMTA Board of Directors adopt the Curb Management Strategy which includes a framework for how the SFMTA will manage and allocate the City's curb space in a way that is both responsive to current demands and anticipates future needs, and a set of recommendations for changes to policies, processes, and existing law.



SAN FRANCISCO  
MUNICIPAL TRANSPORTATION AGENCY  
BOARD OF DIRECTORS

RESOLUTION No. \_\_\_\_\_

WHEREAS, The transportation landscape has changed dramatically in the last 10 years with new modes of personal mobility emerging and an increase in parcel deliveries as well as on-demand package and food delivery services; and,

WHEREAS, Competition for curb space is increasing, resulting in more traffic congestion, ongoing safety concerns, and more carbon emissions; and,

WHEREAS, The current allocation of 90 percent of the city’s curb space to private vehicle storage does not align with how people and goods are moving today; and,

WHEREAS, The San Francisco Municipal Transportation Agency is committed to the City’s Transit First policy to prioritize non-private automobile transportation, its Vision Zero goal of eliminating traffic deaths and serious injuries, and its Climate Action Strategy goal of 80 percent of trips made by sustainable modes; and,

WHEREAS, The SFMTA is realigning how it allocates and manages its curb space to better facilitate the movement of people and goods and meet the needs of businesses and residents; and,

WHEREAS, The Curb Management Strategy establishes a curb hierarchy that prioritizes curb uses to harmonize them with the surrounding land use with the city’s broader goals, such as reducing congestion, improving safety, supporting small businesses, and providing access to the curb for all; and,

WHEREAS, The Curb Management Strategy identifies suite of recommended tools, policies, legislative changes, design standards, and process improvements to improve that management of the curb; and,

WHEREAS, Prior to the implementation of any individual strategy recommendation, the SFMTA would develop a proposal which would be reviewed and vetted by both internal and external stakeholders including the City Attorney’s Office; and,

WHEREAS, On December 23, 2019, the SFMTA, under authority delegated by the Planning Department, determined that the Curb Management Strategy is not defined as a “project” under the California Environmental Quality Act (CEQA) pursuant Title 14 of the California Code of Regulations Sections 15060(c) and 15378(b); and,

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WHEREAS, A copy of the CEQA determination is on file with the Secretary to the SFMTA Board of Directors, and may be found in the records of the Planning Department at 1650 Mission Street in San Francisco, and is incorporated herein by reference; and, now therefore, be it

RESOLVED, That the San Francisco Municipal Transportation Agency Board of Directors adopt the SFMTA's Curb Management Strategy; and, be it further

RESOLVED, That the San Francisco Municipal Transportation Agency shall implement the recommendations of this document in partnership with internal and external stakeholders, including the City Attorney's Office.

I certify that the foregoing resolution was adopted by the San Francisco Municipal Transportation Agency Board of Directors at its meeting on February 18, 2020.

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Secretary to the Board of Directors  
San Francisco Municipal Transportation Agency