CITY OF OAKLAND

CIVIC DESIGN LAB/DEPARTMENT OF TRANSPORTATION

PROGRESSIVE PARKING INITIATIVE WHITEPAPER

REVISED DRAFT

(This document is a work in progress. If contributing, please do so in suggestion mode. Do not download for circulation without informing Brandon Greene, CDL Manager)

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Introduction

In early 2019, the Department of Transportation (DOT) began convening a working group to assess, review and develop plans for parking fine and fee reforms, with the goal of moving towards a progressive, rather than regressive, system. During one of these early meetings, the Department of Race and Equity and the Civic Design Lab (CDL) were invited to provide an overview of the importance of an equity centered analysis and a human centered design process in any potential policy development. That discussion resulted in an agreement between the DOT and the CDL to collaborate and in June 2019 work began on a progressive parking initiative.

In terms of process, the objectives of this collaboration were to convene relevant stakeholders, analyze and synthesize data, brainstorm, identify key/pivotal race and equity impacts and develop proposals that address high-priority impacts. The overarching goal of the CDL/DOT initiative was to recommend a suite of reforms and pilot projects to the City Administration for review, development, approval and implementation. In this white paper, we detail the process, activities and findings of this collaboration and issue our recommendations for moving forward with the implementation of equity-centered pilots and reforms.

Current Context: COVID-19 and the Movement for Black Lives

For the last few weeks there have been consistent protests against police violence. Protestors are demanding a reimagining of how the police state functions and how it is funded. This project fits squarely within the framework of these protests/demands as *parking enforcement is policing* and the disproportionate impact of parking fines and fees is an example of the everyday indignities communities of color generally and Black communities specifically endure.

Parking fines and fees represent a significant financial burden and stressor in Oakland's Black and Brown communities. Recognizing the impact of the on-going COVID-19 emergency on these communities is therefore especially relevant to this work. Highlights include:

Hispanic/Latinx have the highest case rate. Hispanic/Latinx residents are about 6.6 times more likely to get COVID-19 than White or Asian residents. Native Americans are more than twice as likely and African American/Black and Pacific Islanders are nearly 2 times more likely to get COVID-19 than White or Asian people.

African American/Black have the highest death rate. African American/Black people are about 2 times as likely to die from COVID-19 than White people. Hispanic/Latinx residents are about 1.5 times more likely to die from COVID-19 than White people (data from June 25th).[1]
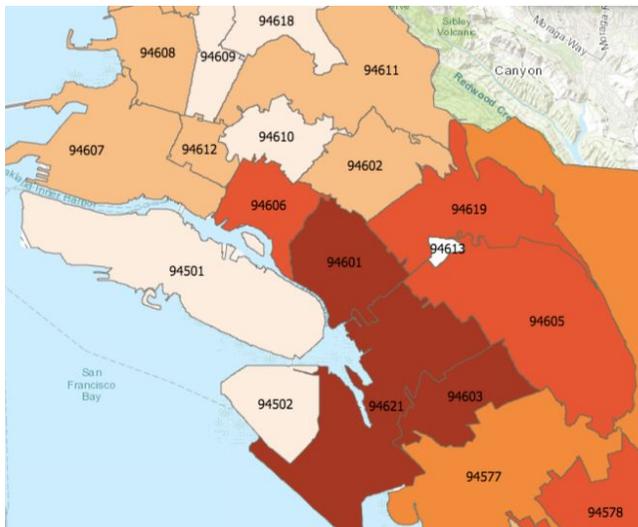
Fig 1. COVID-19 case rates by zip-code. Darker colors correspond to higher case rates.

Fruitvale (94601) and East Oakland have the highest case rates. Zip codes in East Oakland that are being most impacted by COVID-19 have majority POC populations and are disproportionately ticketed as compared to majority White or mixed zip codes (see **fig 2**. below).
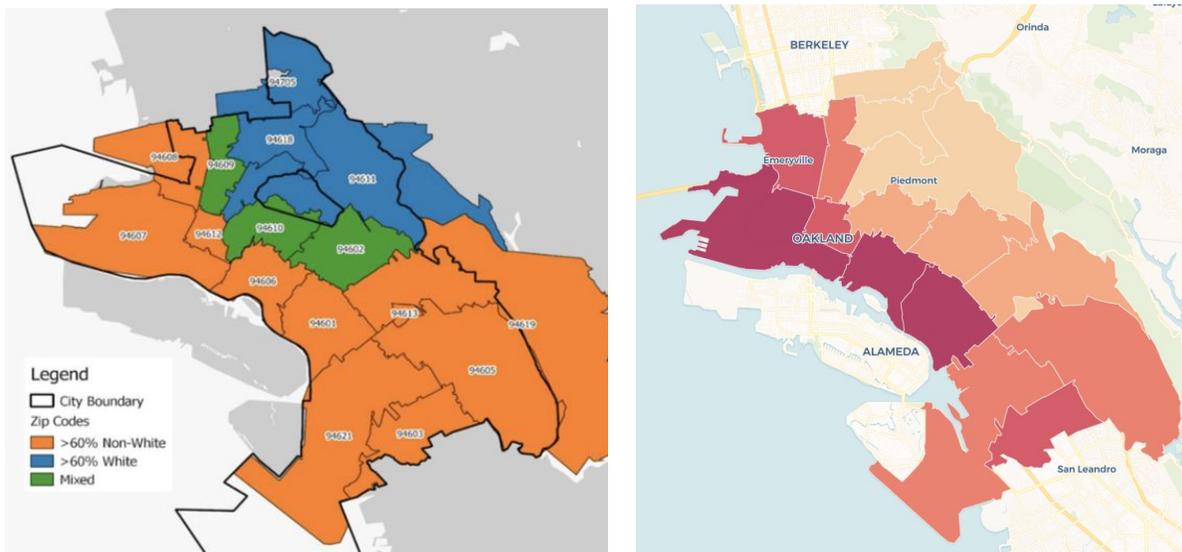
Fig 2. (left) Racial/ethnic disparities by zip code from Oakland Equity Indicators Report. *(right)* 2019 street sweeping citations by zip code.

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[1] [Alameda County COVID-19 Dashboard](#)

Black and Brown residents are more likely to be impacted by the current and future economic ripple effects of the pandemic. Black, Hispanic and Filipino workers are disproportionately represented in Alameda County's frontline industries.[2] The unemployment rate in Alameda County has increased from 3% in January to 14% in April,[3] mostly impacting service sector workers. Furthermore, data from the great recession in 2008 showed that communities of color faced the most severe economic fallout — higher rates of unemployment, foreclosure and wealth loss.[4] Black and brown residents are more likely to be severely rent-burdened, have lower rates of homeownership and have around 10 times less wealth than their white counterparts.[5]

State and Local responses to the COVID-19 Crisis

In response to the COVID-19 crisis, the state announced various *temporary* reforms including, halting evictions, stopping collections of government debt, extending the tax filing and payment deadline. Locally, the City of Oakland announced a moratorium on enforcement of some parking regulations and towing.

Implications for post-COVID Policy Implementation

The ***Fines & Fees Justice Center*** recommends that "in light of this ongoing national emergency, state and local governments and courts should make immediate changes to their criminal, traffic and municipal ordinance fines and fees policies to (1) increase public safety and health, (2) ensure that fines and fees are not a barrier to people's basic needs throughout this emergency, and (3) promote the resiliency of our communities." Further, the center recommends that "local governments stop issuing parking tickets and municipal code violations that do not impact public safety, and stop booting, towing and impounding vehicles for unpaid fines and fees." [6]

The City of Oakland, like other California municipalities, will be contending with the economic and fiscal impacts of the COVID-19 crisis long after it has subsided. The temporary reforms enacted were in response to many of the structural and systemic issues that existed pre-crisis and were exacerbated as a result. As the post crisis policy and budgetary discussion commences it will be important to learn from previous economic crises in which the state and local municipalities enacted policies to generate revenue, many of which were punitive in nature and had the unintended consequence of penalizing and exacerbating existing economic insecurity. The post COVID-19 world will give the City of Oakland the opportunity to think creatively

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[2] Bay Area Equity Atlas
[3] FED unemployment data
[4] American Progress Economic Fallout of Coronavirus article
[5] America's Racial Wealth Gap
[6] Fines and Fees Justice Center COVID-19 Recommendations

about rebuilding a municipal system that works for all and that more importantly provides insulation in preparation for the inevitable next crisis.

Human-Centered Design Process

The City of Oakland's Civic Design Lab (CDL) uses a human centered design framework to deconstruct and reimagine the delivery of government services and the distribution of government resources through building authentic, inclusive community relationships and empowering City staff. In the course of its work the CDL engages in a five step design process:

1. Co-creating the table with interested stakeholders
2. Gathering quantitative and qualitative data
3. Assessing needs
4. Defining challenges and opportunities
5: Re-Imagining how the system can function
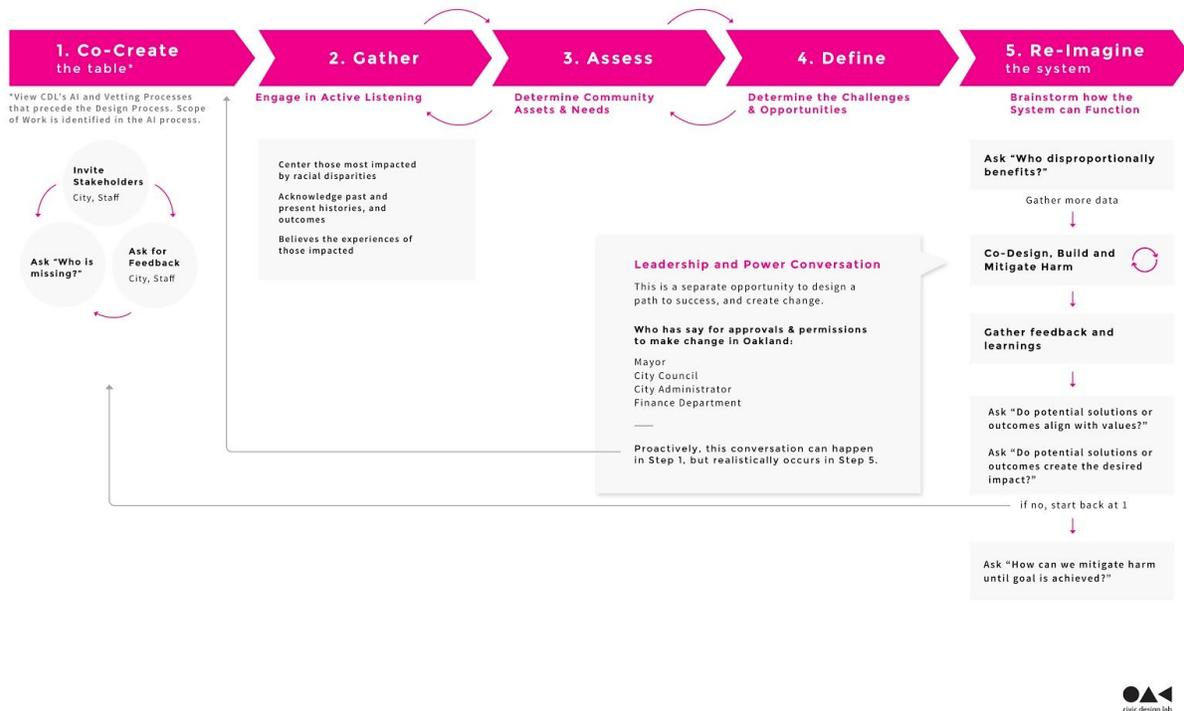
The project activities and results for the CDL/DOT initiative were as follows.

I.   Proposal Development

The project proposal was developed and iterated over several meetings through the Summer and early Fall. The official approval process for the project followed [Administrative Instruction #182](#), which governs the selection criteria for CDL projects. Specifically, the project proposal was drafted by Brandon Greene, Manager, Civic Design Lab and Michael Ford, Manager, Parking and Mobility Division. The proposal was then signed off by Alexandria McBride, Chief Resilience Officer, Ryan Russo, Director, Department of Transportation and Sabrina Landreth, City Administrator. The proposal was officially signed off on October 22, 2019.
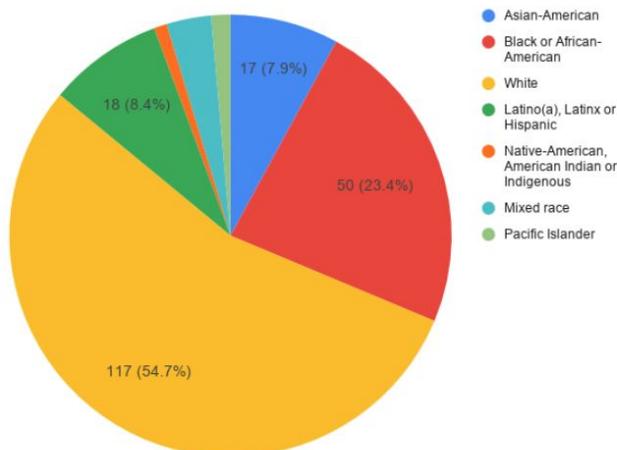
II.   Qualitative Data Gathering

To ensure that any policy or pilot ideas generated were data and community driven, a survey with 13 questions — including optional demographic questions — was utilized to collect qualitative data about residents' experiences with parking and towing (see **Appendix A1** for a copy of the survey). The survey opened on July 29, 2019 and closed on November 4, 2019 and was distributed digitally through the following channels: 1) Mayor Libby Shaaf's Facebook Page; 2) City of Oakland's Facebook Page; 3) City of Oakland's Twitter Page; 4) City of Oakland's Next Door Page. To help ensure that we received community input from diverse stakeholders, the project team partnered with the Oakland Library to distribute physical copies of the survey across its various branch locations. (For a complete account of the distribution of the survey, see **Appendix A2**)

Survey Results

The three months of outreach, tabling and digital distribution conducted by the project team yielded 435 survey responses.

Survey Demographics
220 Responses

- Asian-American
- Black or African-American
- White
- Latino(a), Latinx or Hispanic
- Native-American, American Indian or Indigenous
- Mixed race
- Pacific Islander

17 (7.9%)
18 (8.4%)
50 (23.4%)
117 (54.7%)

Of the 220 respondents who opted in to the demographics questions, 23.4% identified as black or African-American and 8.4% identified as Latino(a), Latinx or Hispanic. A majority, 54.7%, identified as white.

In terms of geographical diversity, survey respondents live throughout Oakland — with 10% living in West Oakland (94607) and 7% in Fruitvale (94601) (For other zip codes, see **Appendix A3**).

The survey asked respondents a series of questions about their experiences with parking tickets, towing and the City's parking payment plan, including whether or not they were able to pay for their tickets/towing.

Sixty percent of respondents had received at least one City of Oakland parking ticket in the last 12 months. Of those respondents, 24% were not able to pay their ticket(s).
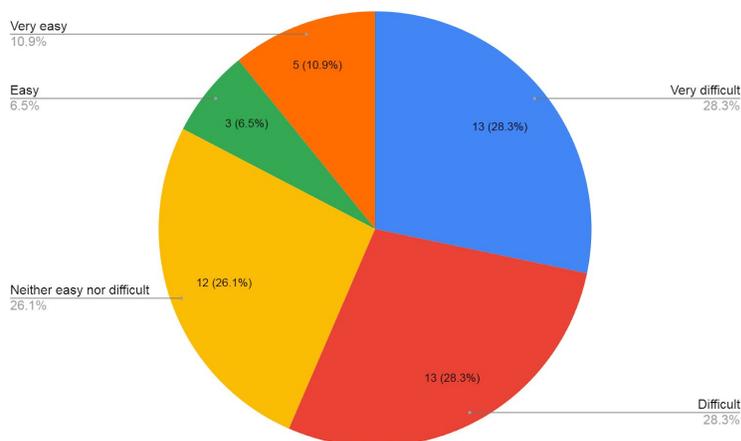
Fig 4. Respondents rank of parking payment plan difficulty.

The majority of people who had participated in the parking payment plan, found the process to be either difficult or very difficult. Notably, many respondents said in the "other" option that they were not aware that a parking payment plan existed. Of the 56 people who participated in the payment plan 61% (34) said they did not successfully complete it. Twenty-one percent said that they had their vehicle towed or booted in the City of Oakland and of these 30% were not able to get their car back. Of the people who said they were able to get their car back, a third had to borrow money.

Pain Point	% of Responses
Cost of tickets	19%
Street sweeping	16%
Appeal process or payment plan	13%
Parking app malfunction	13%
Abandoned vehicles	10%
Bad signage	9%
Towing	5%

The final question of the survey asked respondents for open-ended feedback about the City of Oakland's parking policies and practices. The project team identified and organized the responses into 7 key "pain points" (see table above). Nineteen percent of responses mentioned the cost of tickets, 13% of respondents had problems with the parking app, 9% had issues with signage, 5% mentioned towing and 16% had issues with street sweeping.

Below is the response to the open-ended section of the survey of an East Oakland resident who works full time, is low income and is a student. Their response and experience clearly shows dealing with Oakland's parking system is a constant stressor and that the parking payment plan is not fulfilling its intended purpose of helping low-income residents.

> "I need my car for my job. On Oakland's website it looks like Oakland will work with low income residents regarding parking tickets but that simply is not true... **I couldn't afford a payment plan**! I've appealed parking tickets that were clearly not valid and **I've never won a single appeal**. I was booted in front of my home ... Obviously if I had the money I would have paid the ticket to begin with. I am financially struggling. I am disabled, overwhelmed and pressed for time. I often have to work at night and **there is no parking on my street when I get home**. I don't have a driveway. But if I park illegally, in front of my home, then I get a ticket. If I park legally, I have to walk for multiple blocks alone at night in the dark, trying to reach my home."

III.   Quantitative Data Gathering

The project team used the pain points identified through the survey and in person interviews to direct their research into related quantitative data. Specifically, the team sought data within the following categories: 1) parking (number and category of citations); 2) towing (reasons for towing and zip code data); 3) costs of collections; 4) street sweeping (schedules, miles covered); 5) parking payment plan (number of applications, approvals, denials).

To gather this data the project team contacted and collaborated with a variety of City departments including; 1) Department of Finance; 2) Department of Race and Equity; 3) Oakland Police Department; 4) Department of Information Technology; 5) Digital Services; 6) Department of Public Works. The project team also benefited from data available from the East Bay Community Law Center (EBLC).

Parking - Fines, Fees, Penalties and Booting

Between 2014 and 2019, 1,799,429 total parking citations were issued in the City of Oakland. Of this total amount, 940,479 tickets were issued under Oakland Municipal Code Section 10.28.240,

parking during street sweeping hours. In 2018, 174,392 or 51% of tickets issued and revenue of $11,509,872 came from street sweeping citations. The next highest citation class concerning expired meters or non-display of parking receipts was dramatically lower at 16% of total citations issued, followed by red zone violations at 7%. Parking fines and fees make up an estimated 3% of the City of Oakland's general fund.

Based on an analysis conducted by the East Bay Community Law Center, between 2011-2016, the City issued 1,566,409 tickets, totaling $108,395,789 and an additional $60,984,422 in penalties (see **Appendix E** for 3-phase penalty formulas for unpaid tickets). In that same period, the outstanding uncollected debt was $57,556,543.47, indicating that the penalties assessed went largely uncollected.[7] Based on the data, EBCLC proposed the following:

1. Adopt the income guidelines and proof requirements of the Alameda County Superior Court plan that it is based on, i.e. using the Very Low Income Standard under the HUD Guidelines as the financial rubric.
2. Remove the 5 ticket trigger for towing/booting, particularly for people on payment plans
3. Remove the penalty phase of tickets.
4. Stop charging a fee for people to get their belongings from a towed vehicle (currently $15 dollars)
5. Review towing contracts broadly for equity issues e.g., the costs of towing and storage fees, the towing and release of vehicles of crime victims, towing as a punitive measure for cars lacking vehicle registration.
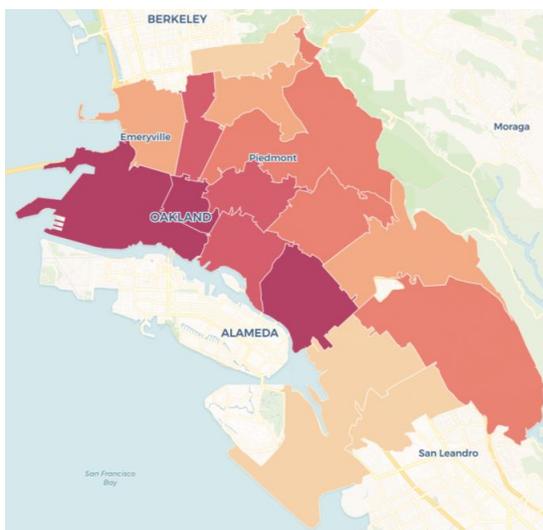
Oakland puts a boot on vehicles after the owner of the vehicle has 5 or more unpaid parking citations. The total number of boots has decreased steadily from 1798 booted vehicles in 2015 to 1094 in 2019. In 2019, there were the most booted vehicles in downtown, followed by Fruitvale and then West Oakland (see **fig 5** to the left).

Fig 5. Booted vehicles in 2019.

[7] AB 2544 Implementation Proposal

Towing

From 2016 to 2018, the City of Oakland towed 32,287 vehicles. Eighty-three percent of those tows were initiated under California Vehicle Code Section 22651. Nine percent of tows were from abandoned vehicles and 2% of tows were generated by suspended licenses.

Of those vehicles towed under Code 22651, the reasons and numbers towed included: Expired registration (10,122), Stolen vehicle (6,083), Hazard to traffic (4,589), Vehicle parked for more than 72 hours (2,106), Blocking driveway (2,029), and five or more tickets (1,109). The figure below shows that from 2016 to 2018, there were many more towed vehicles in East Oakland and West Oakland.
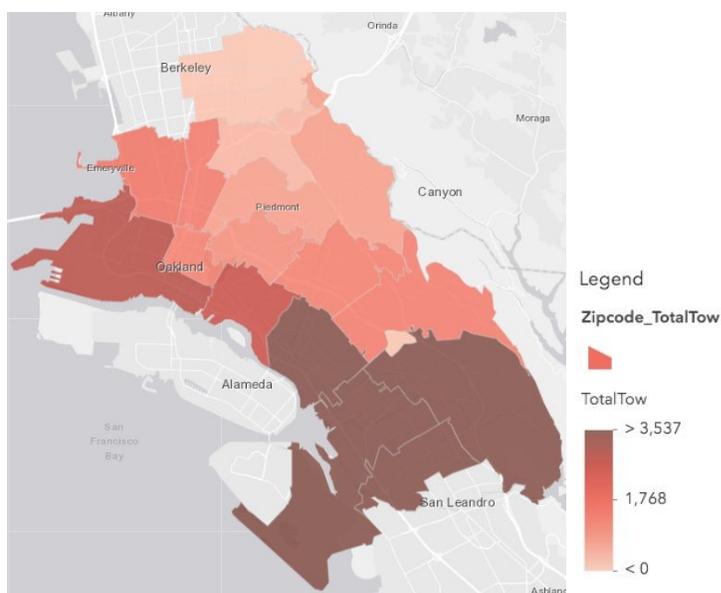
Fig 6. Total tows 2016-18 by zip code.

Towing Equity Policy Recommendations Sample

Similar to the recommendations above, the East Bay Community Law Center, Ella Baker Center and Youth Alive in collaboration with the CDL drafted a comprehensive equity towing policy proposal with the following recommendations:

1. *Allowing victims of crime to recover their vehicles at no cost.*

   In discussions with OPD, it was recommended that the City cover the costs of recovery because under the current policy vehicles should only be towed for investigative purposes when there is evidentiary value in the vehicles themselves. Further, most investigative

sweeps are done within 72 hours. Since this is a benefit to the City's investigation, the cost should be borne by the City.

2. *Lengthening the timeframe for requesting a tow hearing from ten days to twenty days.*

3. *Expanding the time that a car can be parked before being impounded from 72 to 120 hours.*

   It is not likely that local jurisdictions have the legal authority to make this change, as the 72 hour limit is established by the CVC. Additionally, staff should take into consideration not only the number of hours before a vehicle is legally considered abandoned, but the average number of hours or days before an abandoned vehicle is actually removed, as that number may be significantly greater. However, getting at this information may prove challenging.

4. *Restricting the City from impounding a vehicle simply for having lapsed registration.*

   While over 10,000 vehicles were impounded under code 22651 for lapsed registration, staff should take a closer look to see what percentage of those vehicles had other mitigating circumstances, such as five or more outstanding citations. For example, DOT's Parking Enforcement Unit currently has a policy of not issuing a citation for expired registration unless another violation is cited at the same time.

5. *Implement a program that allows indigent people whose cars were impounded for unpaid parking tickets to enter into a payment plan to recover their vehicle.*

   Currently there is an ability-to-pay process for parking tickets, but no such program exists for vehicle tows. As a result, people who cannot immediately afford to retrieve their vehicles face increased penalties and often the loss of their vehicles at auction.

6. *Allowing unhoused individuals to register their vehicle with the City as their primary residence based upon an affidavit.*

   The Encampment Management Team (EMT), an interdepartmental initiative to address Oakland's growing population of unhoused, and the Mayor's new policy director on Homelessness, are best positioned to integrate this and similar proposals into a comprehensive response to this crisis.

These sample recommendations served as data points through the continuation of the CDL/DOT collaboration. For more information about how towing policies criminalize poverty and are

expensive and ineffective for cities see [Towed Into Debt](#).

Street Sweeping

From the open ended feedback section of the survey, the project team identified the following key areas of concern as related to street sweeping.

1. *Ticketing is happening, but no street sweeping occuring*

    It is standard operating procedure for Parking Enforcement and the Public Works Street Sweeping Units to coordinate efforts before each shift: if a scheduled map cannot be swept for any reason, such as broken equipment or staff shortage, then the map is not enforced. There are occasions, however, when equipment breakdown in the field or staff are forced to end a shift early. When this happens, enforcement may occur without sweeping taking place. In these instances, efforts are made to void citations issued or support disputed citations. From January to June of 2019, the average success rate — planned routes that were swept — for sweeping was 87.2% as compared to the goal of 95%.

2. *More ticketing for parking during street sweeping hours than for other violations.*

    The number of citations issued for street sweeping comprise over 50 percent of all citations issued. These numbers seem to indicate that the system as currently construed is not working and is causing more harm than good. Discussions with Public Works have indicated that there is flexibility in the current schedule to be creative about when streets are scheduled to be swept.

3. *Disproportionate street sweeping in some neighborhoods than others.*

    Some residential neighborhoods are scheduled to be swept more often. However, a lack of awareness about why they are scheduled for more frequent cleaning and the impact of street sweeping citations as well as inadequate parking adds to distrust and a feeling of unfair treatment.

4. *Confusing schedules*

    See information under bullet 2 above.

5. *Unreasonable street sweeping hours.*

    Some resident concerns stem from the fact that street sweeping is either scheduled for late at night or very early in the morning, giving residents a lack of opportunity to move

their vehicles.

6. *Street sweeping not happening due to stolen and abandoned vehicles.*

    Parking Enforcement is working with OPD to align efforts to find and return stolen vehicles, for example, by loading stolen vehicle hot lists into the citation system.

As mentioned above, street sweeping ticketing make-up the majority of citations which corresponds with the survey respondents' concerns. Further geographic analysis of street sweeping citations in 2019 (see **fig 7** below) by zip code and neighborhood show which areas of Oakland vehicles are mostly being ticketed for street sweeping violations. Fruitvale (94601) had the most street sweeping citations with 18,707, followed by West Oakland (94607) with 18,123 and then east of the lake (94606) with 17,520, compared to Rockridge (94618) with 3,353 citations.
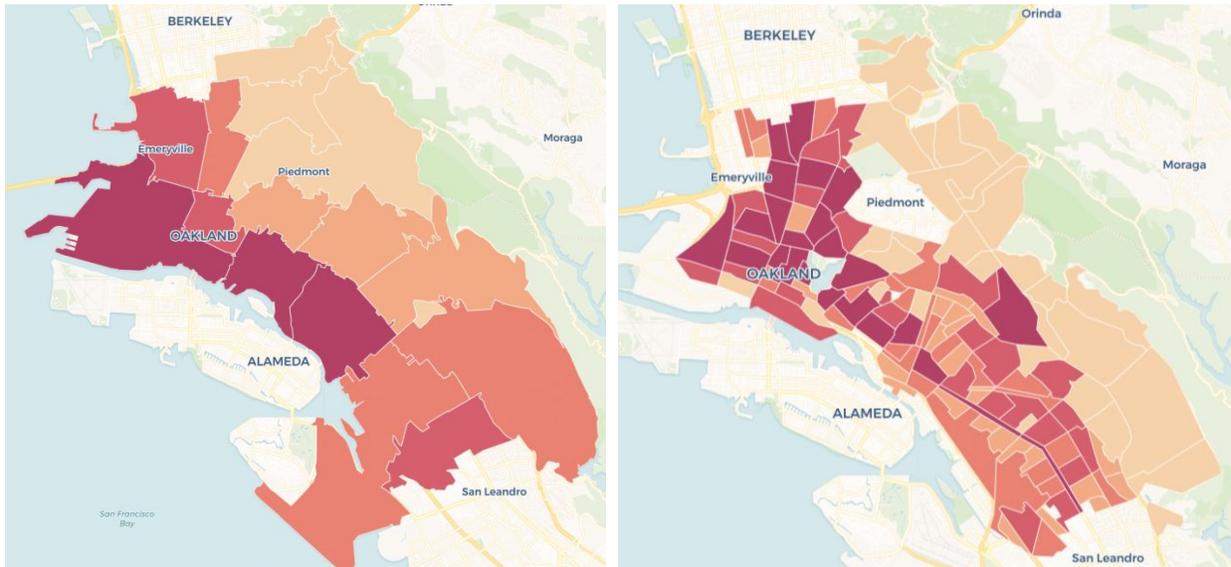
Fig 7. Total Street Sweeping Citations 2019 by zip code and neighborhood. See interactive map.

In addition, street sweeping significantly limits the parking supply. There are approximately 445.5 miles of parking per week and approximately 1782 miles of parking per month that are unavailable due to the rotating street sweeping schedule. As a result, residents in impacted communities have no choice but to be ticketed because there is nowhere for them to move their vehicles during street sweeping hours. Oakland's changing neighborhoods, e.g., in response to higher cost of housing, renters and homeowners are "bundling," resulting in more adults with more vehicles in the same property, which puts increasing pressure on the parking supply.

IV.   Three Session Design Sprint

1st Workshop: Presentation of Findings

Once the above qualitative and quantitative data were collected and compiled, the project team analyzed the results to glean insights, which were shared in turn with internal stakeholders representing multiple departments on December 18th, 2019, the first meeting of a three session design sprint for the project (see presentation slides). Participants had the opportunity to take in and respond to the initial findings, ask questions and contribute by helping to fill any relevant knowledge gaps. After the presentation, participants were emailed the presentation deck for further review in advance of part two of the design sprint.

2nd Workshop: Design Session

Part two of the design sprint was a 90 minute brainstorming/ideation session (see agenda in **Appendix B1**). Prior to the session, invitees were asked to participate in a survey to "weigh" (from 1 to 4) each of the criteria below (see the full survey instructions in **Appendix B2**).

Criteria	Definition	Questions (does this pilot …)
Increase Equity	Advancing fairness: identity—such as race, ethnicity, gender, age, disability, sexual orientation or expression—has no detrimental effect on the distribution of resources, opportunities and outcomes for our City's residents.	● Create measurable change in the lived experiences of residents most impacted by racial disparities? ● Take into account that some solutions may require the use of more resources? ● Intentionally focus on racial disparities, their root causes and how those disparities are perpetrated by institutions and systems?
Complexity	Organizational complexity, procurement, authority and coordination	● Do we currently possess what is needed to implement or would new things need to be purchased? ● Who would need to be involved with the coordination of implementing the pilot
Fiscal impact	Impact on budget	● Have a positive, negative or neutral impact on the budget?
Trust	Helping to establish a responsible and trustworthy	● Align itself with Oakland's goal to be a responsive and trustworthy government?

		● Increase community trust in the City government? ● Involve community outreach and engagement protocols that promote genuine community empowerment? ● Expand the avenues for communication and listening between the government and the public? ● Make data and decisions transparent and accessible to the public?
Safety	Broad safety: including financial stability, emotional safety and health	● Increase the physical safety of Oakland residents who walk, bike, bus or drive on the city's streets? ● Increase financial stability? ● Increase emotional or mental health?
Environmental Impacts	Protecting and promoting a clean and ecologically healthy environment.	● Reduce waste and pollution? Consider air pollution, greenhouse gas emissions, etc. ● Optimize the use of energy, water, or other resources? ● Improve local infrastructure?

The project team combined the results of the individual survey responses to arrive at an average or consensus score for each criterion, which were then treated as "weighted scores". The higher the weight, the relative importance of the criterion to the stakeholders. This process resulted in the following table:

Criteria	Weighted Score
Increase Equity	3.8
Complexity	2.4
Fiscal impact	2.3
Trust	2.9
Safety	3.0
Environmental Impacts	2.7

Brainstorming Exercise

For the actual ideation portion of the design session, attendees participated in a moderated "brainwriting" exercise. During that exercise, participants were sorted into one of three groups and each group was tasked with responding to a problem statement with ideas for how they might solve the stated issue. The prompts for this exercise were as follows:

Problem Statement 1: Street Sweeping

The City of Oakland faces a dual challenge: there is not enough parking in residential areas and street sweeping is necessary to keep the streets clean/free from harmful pollutants. Currently street sweeping citations comprise over 50% of all citations issued.

- *How might we better inform residents of when street sweeping is or is not occurring?*
- *How might we address inequities in the amount of street sweeping in different neighborhoods?*
- *How might we ensure that residents retain awareness of street sweeping schedules even after they have parked?*
- *How might we make better use of the existing real estate that the current street sweeping schedules make unavailable for parking?*

Problem Statement 2: Parking Fine Reform

The City of Oakland has not evaluated its parking fines in over 20 years. Analysis shows that the fines are relatively in line with other jurisdictions. Despite the fines being approximately the same as other jurisdictions, they disproportionately impact low income people and people of color.

- *How might we create policy or programming that lessens the impact of parking fines on communities that are economically insecure?*
- *How might we make parking fines and their impact more commensurate with income/economic standing?*
- *How might we create more community awareness relative to parking policies, procedures and penalties?*
- *How might we create alternatives to paying fines and fees?*

Problem Statement 3: Towing

Vehicle towing is another issue that disproportionately impacts low-income and residents of color. Some of the most prominent poverty related reasons for vehicle towing are citations stemming from expired registration, parking for more than 72 hours and five or more tickets.

- *How might we lower the amount of tickets given out disproportionately to communities of color?*
- *How might we lower the amount of vehicles towed?*
- *How might we make it easier for impacted individuals to recover their vehicles?*

During the brainstorming exercise, individual participants wrote down their ideas in response to the questions on the prompts, shared their ideas within their group and then with the whole group (see **Appendix B3** for a full description of the steps). All the ideas were grouped together in 10 different pilot proposal ideas:

PROPOSAL 1: Awareness/Education/Outreach

PROPOSAL 2: Fees, Fines and Revenue

PROPOSAL 3: Signage and Built Environment

PROPOSAL 4: Tech Solutions - Text Alert, Mobile App, AVL

PROPOSAL 5: Parking Policy Research and Reform

PROPOSAL 6: Non-Parking System Solutions (e.g., KOCB to reduce litter)

PROPOSAL 7: Improve Mobility/Public Transit

PROPOSAL 8: Towing Program Reform

PROPOSAL 9: Business solutions - Crowd-sourcing vehicle movement

PROPOSAL 10: Data Collection and Management

See full descriptions of each of the proposals in the next section.

Rank Scoring Exercise

Participants were then tasked with scoring proposals on a scale from 1 to 5 using each of the evaluation criteria that they had developed earlier in the workshop: Equity, Complexity, Fiscal Impact, Trust, Safety and Environmental Impacts. The project team averaged and weighted these scores for each criterion and each group. The results of these calculations are shown below. The

total weighted score was averaged across the three groups, giving a final rank order of the different proposals.

PROPOSALS	Avg Score	Score Rank	Avg Rank	Relative Rank
Improve Mobility/Public Transit	58.9	**1**	2.3	**1**
Parking Policy Research and Reform	54.9	4	3.3	**2**
Non-Parking System Solutions	55.2	**3**	4.3	**3**
Towing Program Reform	57.0	**2**	4.3	**3**
Awareness/Education/Outreach	52.0	7	5.3	5
Tech Solutions (e.g. Text Alert, Mobile App)	53.2	5	5.7	6
Signage and Build Environment	50.6	8	6.0	7
Fees, Fines and Revenue	52.7	6	6.3	8
Business/enterprise solutions	48.5	9	8.0	9
Data Collection and Management	45.6	10	9.3	10

V.   Analysis and Description of the proposals (Relative Rank)

Proposal 1: Awareness/Education/Outreach (5)

Rank of Decision Criteria

Equity Impact	2
Fiscal Impact	3
Trust and Responsible Government	1
Safety Impact	5
Environmental Impact	6
Complexity Feasibility	4

Participants across the three groups identify awareness and outreach as gaps that perpetuate inequality and harm. These perspectives correspond with some of the survey respondents noting that they were unaware of the parking payment plan. In general, it seems that any pilot project developed and implemented would benefit from a robust public awareness effort to ensure full participation and feedback from the constituents impacted. In this way, a plan for awareness, education and outreach should accompany each pilot implementation plan.

Participants in the ranking exercise identified that this proposal would have the greatest impact on the trust and responsible government criteria, followed with equity.

Proposal 2: Fees, Fines and Revenue (8)

Proposal Rank by Decision Criteria

Equity Impact	1
Fiscal Impact	3
Trust and Responsible Government	1
Safety Impact	2
Environmental Impact	4
Complexity Feasibility	5

Results from the community survey revealed that fines and fees are issues of importance for the community with nineteen percent citing costs of tickets as an issue and thirteen percent citing the appeals process and payment plan administration as an issue. Relatedly, community organizations have been advocating for a re-evaluation of certain fees related to the towing and impounding of resident vehicles. These efforts dovetail with a nationwide movement to examine the ways in which fines and fees extract wealth from communities of color. With this in mind, the CDL applied to be part of the inaugural cohort of the Cities and Counties for Fine and Fee Justice initiative. Specifically, the initiative would have required participants to engage in the following:

> "Participating localities will commit to developing and implementing three meaningful reforms of fines, fees, or other financial penalties. To achieve this goal, participants will:
>
> - Reach out to and engage with community groups to inform policy development, advancement, and implementation.
> - Conduct a fines and fees assessment to identify fines, fees, tickets, and financial penalties that have an adverse impact on low-income people and people of color.
> - Build a reform agenda informed by the fines and fees assessment as well as engagement with community groups.
> - Catalyze reforms across the U.S. by sharing lessons learned and best practices with officials in other jurisdictions."

Unfortunately, Oakland was not one of the cities chosen. However, the application required sign off from a variety of City leaders who agreed that the reforming this subset of financial penalties was worth engaging in.

Both the current work through the CDL/DOT collaboration and a more holistic evaluation of existing fines and fees in the City are in line with some of the findings of the Oakland Equity Indicators Report. Black and Latino residents are disproportionately affected by the following and consequently more severely feel the burden of city fines and fees on their economic well-being:

- **Income** - The median income for White households was 2.93 times the median income of African American households and 1.69 times the income of Latino households.
- **Poverty** - More than one in four African Americans and more than one in five Latinos were living at or below the federal poverty level. African Americans were 3.09 times more likely than Whites to be living at or below the federal poverty level.
- **Rent-burden** - 58.4% of African American households and 52.7% of Latino households are rent-burdened. As compared to 34.9% of white households.
- **Labor force** - African Americans were 1.27 times more likely than Whites to not be in the labor force.
- **Unemployment** - African Americans were 2.12 times more likely than Whites to be unemployed.
- **Industry** - Latino and Black workers were about 1.6 times more likely to not be employed in a high-wage industry than White workers.
- **Living wage** - Latino workers, Black and Asian workers were 3.79 times and 3 times more likely, respectively, than White workers to make less than the living wage.

Proposal 3: Signage and Build Environment (7)

Decision Criteria Rank	
Equity Impact	3
Fiscal Impact	5
Trust and Responsible Government	1
Safety Impact	2
Environmental Impact	6
Complexity Feasibility	4

Some survey respondents indicated that signs in their neighborhood were broken or illegible. As a result, these respondents believed that they were either wrongly or unfairly ticketed. It's unclear if there is a disproportionate amount of damaged or illegible signage in the areas impacted by heavy citations. However, the current state of signage seems to have an impact on government trust.

Proposal 4: Tech Solutions - Text Alert, Mobile App, AVL (6)

Decision Criteria Rank

Equity Impact	2
Fiscal Impact	3
Trust and Responsible Government	1
Safety Impact	5
Environmental Impact	6
Complexity Feasibility	4

Survey respondents indicated that the current street sweeping schedules are inconvenient and at times impossible for them to abide by. In addition, preliminary research being conducted by graduate students from the Berkeley School of Information (see **Appendix D**) indicates that a text message alert would be a welcome solution. Other jurisdictions have adopted solutions that allow residents to be alerted when street sweeping has started and when it has finished. See, e.g., Chicago and Philadelphia. Some jurisdictions allow residents to park once the street sweeper has passed, instead of being barred for hours. See, e.g., Los Angeles, Oceanside, and Lakewood.

A solution that would allow residents to receive fewer tickets while continuing to effectuate the mission and purpose of keeping streets cleaned would be in line with the findings of the Equity Indicators Report. Again, the highest concentration of street sweeping citations occurs in communities that are already under-resourced and disproportionately impacted by environmental pollutants and economic barriers; therefore, a solution that achieves equity across multiple categories would be desirable.

Proposal 5: Parking Policy Research and Reform (2)

Decision Criteria Rank

Equity Impact	1
Fiscal Impact	3
Trust and Responsible Government	2
Safety Impact	5
Environmental Impact	6
Complexity Feasibility	4

Similar to what is described under Proposal 2, parking policy and reform are key demands that appeared in the survey results and that likely affect the economic well-being of impacted communities. The sheer number of citations issued for street sweeping in already under-resourced communities, for instance, seems to indicate that parking policy research and reform could have significant positive equity impacts. Additional reasons to focus on this sort of reform are clear from the mandates of participation in the Cities and Counties for Fine and Fee Justice discussed above.

Additionally, in 2013 the City of Oakland adopted parking principles for Commercial Districts (see **Appendix C**) including the following:

- Parking should be treated as an asset that helps bolster the economic viability of neighborhood commercial areas;

- The role of tickets should be minimized in generating parking revenue; it should be easier to pay parking fees, which may help lower the incidence of tickets;

- Whenever possible, a portion of parking revenue should be invested directly back to neighborhood commercial district improvements through a mechanism such as a *Parking Benefit District.*

A *Parking Benefits District* (PBD) is defined as a geographic area in which revenue generated from on-street meters and/or off-street parking facilities within the district is returned to the district to finance neighborhood improvements. PBDs for residential streets generate revenue through residential permits and parking fees for non-residents. Neighborhoods benefits or improvements may include: street cleaning, implementation of transportation demand management programs, additional projects recommended by local stakeholders, and more.[8]

Because residential areas disproportionately burdened by parking fines are also those that are disportionately economically disadvantaged, disproportionately impacted by environmental and other impacts cited in the Oakland Equity Indicators Report, focusing on those areas through an equity lens using a PBD model could be a novel way of investing in those communities. What might it look like to create a PBD where parking fines are invested directly back into the impacted communities and residential areas?

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[8] Downtown Oakland Parking Study

Proposal 6: Non-Parking System Solutions (e.g., KOCB to reduce litter) (3)

Decision Criteria Rank

Equity Impact	1
Fiscal Impact	4
Trust and Responsible Government	3
Safety Impact	3
Environmental Impact	2
Complexity Feasibility	5

In 2020, the Watershed Management Unit in Oakland Public Works will be conducting a study and developing a report that analyzes the impact of street cleaning on debry and particulate matter. Early conversations indicate that the most pressing issue as it relates to streets is the litter that makes its way into the storm drain system and out in the Bay.

This proposal would seek to support or develop and implement new policies and programs that reduce litter and particulate matter in the first place, and thereby reduce the need for intensive sweeping and the negative impacts of excessive ticketing and parking supply limitations on Oakland neighborhoods. Workshop participants found that this proposal would have the greatest impacts in terms of increasing equity and protecting the environment, but would be more complex to implement.

Proposal 7: Improve Mobility/Public Transit (1)

Decision Criteria Rank

Equity Impact	1
Fiscal Impact	5
Trust and Responsible Government	2
Safety Impact	3
Environmental Impact	4
Complexity Feasibility	6

If an Oakland resident does not own a vehicle, then it follows that they are not subject to parking fines and fees and towing. Similarly, if it is possible for others to get to and around Oakland, whether visiting or commuting, without a private vehicle, then it follows that they, too, would not be subject to parking regulations and the punitive measures that the City takes to enforce them. In both cases, the harm that is done to individuals and groups would not only be mitigated, but eliminated. As such, it is hardly surprising that workshop participants ranked a proposal for increasing transportation options highest among all proposals. Creating those options for all Oaklanders is an important goal in OakDOT's Strategic Plan. With the completion of the new AC Transit Bus Rapid Transit System (BRT), which runs from San Leandro to downtown Oakland through East Oakland, there are new possibilities for accelerating the move from private vehicles to transit, active transportation and new forms of mobility including car share, bike share and e-scooter share. Participants found that this proposal would

have a large equity impact, would increase trust in the government but would be relatively complex and expensive.

Proposal 8: Towing Program Reform (3)

Decision Criteria Rank

Equity Impact	1
Fiscal Impact	3
Trust and Responsible Government	1
Safety Impact	2
Environmental Impact	4
Complexity Feasibility	5

The majority of tows in Oakland occur in East and West Oakland and towing is a huge financial burden on low-income people. A towed vehicle is very expensive to recover, as the car owner must pay not only a baseline recovery fee, but a daily storage fee and may also have to pay a parking citation or registration fee.

Recommendations generated by the East Bay Community Law Center featured above and adapted to the City of Oakland's current situation include: the city should cover the costs of recovery for vehicles towed due to investigation of a crime; the time frame to request a tow hearing should be expanded and vehicles should be towed for being parked in the same location after 120 rather than 72 hours; create a payment plan for towed vehicle recovery; and allow unhoused individuals to register their vehicle as their residence. For a general explanation of the impacts of this Proposal, see also Proposals 2 and 5, and also see Towing Equity proposals for more information. Workshop participants found that Towing reform would have the greatest impacts in increasing equity and trust in government, but would be more complex to implement.

Proposal 9: Business solutions - Crowd-sourcing vehicle movement (9)

Decision Criteria Rank

Equity Impact	1
Fiscal Impact	5
Trust and Responsible Government	2
Safety Impact	4
Environmental Impact	3
Complexity Feasibility	6

One of the more interesting proposals that came out of the workshops was the possibility that the ongoing challenges that Oaklanders face in navigating the parking system represent business or community-based opportunities. Whether through "the sharing economy" or "the gig economy," new vehicle technologies (e.g., keyless access and ignition) and just-in-time notification using open-source data (e.g., like those envisaged in Proposal 4 above), it may be possible to reduce street sweeping violations by moving vehicles before they are subject to citation. This is just one example. Each of the other proposals may represent other business opportunities. This

proposal ranked relatively low, but if pursued then it would likely be done with support for the City's Department of Economic and Workforce Development (EWD).

Proposal 10: Data Collection and Management; disaggregate by race and revenue generated (10)

Decision Criteria Rank	
Equity Impact	1
Fiscal Impact	3
Trust and Responsible Government	2
Safety Impact	6
Environmental Impact	4
Complexity Feasibility	5

This project has been driven by the quantitative and qualitative data that has been collected and the insights the data has revealed. There have, however, been gaps and those gaps lead participants to think about what a more concerted approach to data gathering may yield? Other questions include: how will the data generated from the pilots themselves inform current and future policies as well as the continued iteration of the pilots themselves and, more importantly, how might the City use data collection to embed periodic reviews of policy decisions moving forward?

Recommendations

The human-centered design process at the center of this initiative has produced a number of important insights on both the nature of the problem and the ways in which the City can take steps to implement impactful change quickly to begin mitigating harms and to build capacity to effect systemic change. To this end, the project team recommends that the City move forward with the following initiatives, which combine elements of the proposals discussed above. For each of the recommendations, the project team has identified what it believes to be the department best situated to lead further analyses — including fiscal and equity impacts that go beyond the scope of this report — and implementation of reforms

1. Implement Focused Reforms to the Parking System

Specific elements of the parking system were identified as doubly problematic, being both harmful to certain vulnerable groups and relatively ineffective in terms of supporting the system's policy objectives. This recommendation combines elements of the above proposals 2, 3, 4, 5 and 8.

- **Make it easier for parkers to take advantage of the City's parking payment plan by updating the financial qualifications**:

- ○ Changing the financial qualification rubric to utilize the HUD standards to more accurately consider the financial costs of living in the Bay Area and for consistency with already existing policies including those utilized by housing assistance programs and the Alameda Superior Court. (*Authorized administrative action)*
- ○ Adding additional qualifications in line with the findings of the Oakland Equity Indicators report, including racialized policing, arrests, rental burdens, and economic status. (*Authorized administrative action*)
- ○ Lead department: *Finance*

- **Reduce the number of street sweeping citations while improving public health through cleaner streets in heavily impacted neighborhoods by**:

  - ○ Developing and piloting alternative street sweeping schedules (*Council review and authorization required*);
  - ○ Leveraging existing fleet management technologies to establish text-based alerts, inviting residents and other constituents to opt in to receive messages when street sweeping is scheduled, when it is occurring, and when it has ended. See the "Sweep Smart" web app featured in **Appendix D** (*Council review and authorization required*);
  - ○ Tracking,reporting, and publishing the amount of debris and particulate matter collected, and adjusting street sweeping schedules accordingly to engender public trust and further mitigate harm to impacted communities   (*Authorized administrative action*);
  - ○ Lead department: *Public Works.*
- **Divest from policing by transferring public services from OPD into other departments**:
  - ○ Moving the city's towing program out from OPD and into DOT, following the example set by the recent transfer of the school crossing guard program (*Council review and authorization required*);
  - ○ Reviewing the towing program for inequitable impacts and reform accordingly. Reforms should include creating an ability to pay process, lengthening the time frame for tow hearings, extending that maximum allowed parking time from 72 to 120 hours, allowing victims of crimes to recover vehicles for free and allowing unhoused individuals to register vehicles as their primary residence (*Council review and authorization required*);
  - ○ Lead department: *Transportation*

2. Expand and Consistently Implement the City's "Parking Principles"

The City's "Parking Principles for City of Oakland Commercial Districts" (Resolution 84664 C.M.S) were adopted in 2013 to "guide actions dealing with parking in commercial districts city-wide" (see **Appendix C**). Our work confirmed the importance of these principles while highlighting the manner in which they are limited to commercial districts and only certain parking revenues.

- **"Parking should be actively managed to maximize efficient use of a public resource." This principle should be:**
  - Applied City-wide, and not arbitrarily limited to commercial districts as neighborhoods and communities outside of commercial districts also have parking issues;
  - Expanded to include not only the "efficient" but also the "equitable and fair" use of the parking system.
- **"Whenever possible, a portion of parking revenue should be reinvested directly back to neighborhood commercial district improvements, potentially through a mechanism such as a parking benefit district." This principle should be**:
  - Expanded to include other neighborhoods that may be outside of "commercial districts" and which are generating "parking revenue";
  - Expanded to include within the meaning of "parking revenue" both parking fee revenue and citation revenue.
  - Revised to implement the "parking benefit district" mechanism City-wide, with funds available not only for district or neighborhood "improvements" but also for other kinds of benefits such as free or subsidized transit-passes and memberships in shared mobility platforms to make it easier for residents to shed personal vehicles and for programs designed to keep neighborhoods clean and safe without having to resort to regressive parking citations.
- *Council review and authorization* is required for each of these recommendations.
- Lead department: *Transportation*.

3. Update Fines and Fees to Align with Values and Policy Priorities

Our final recommendation calls for a comprehensive look at the ways in which parking fines and fees are administered in the City, including how the revenue is generated and the impacts that it has on specific communities and whether and how fines and fees are truly effective. This recommendation combines ideas from proposals 2 and 10.

- **Adjust fines or bails established by the Oakland Municipal Code and fees established by the City's Master Fee Schedule to reflect the City's values and priorities, supporting compliance and mitigating harm. For example**,
  - Increase safety related fines including bike lane violations, double parking, crosswalk and wheelchair ramp blocking (*Authorized administrative action*;
  - Review and determine if the street sweeping citation rate is unreasonably punitive, and decrease as much as possible while supporting compliance (*Authorized administrative action*);
  - Review other City spending to see if funds can be reallocated to cover the services fines and fee revenue are currently utilized (Invest/Divest) (*Authorized administrative action*).

  - Lead department: *Transportation*
- **Consistent and comprehensive data collection and fiscal analysis, including demographic breakdown of**:
    - Parking fines, fees and penalties
    - Tows
    - Applicants for and the results of parking appeals
    - Applicants for and the results of the parking payment plan
    - Debris and particulate matter collection in street sweeping by neighborhood
  - The project team understands that these are *authorized administrative actions*, but may require additional resources, which would require Council review and authorization.

  - Lead department: *Finance*

Appendix

A. Survey

A1. Paper Survey

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Parking and Towing Survey

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The Oakland Civic Design Lab would like to know more about your experience with parking and towing in the City of Oakland.

We will be using this information in partnership with the City of Oakland to develop support services, and your feedback is very important to us. To learn more about the Oakland Civic Design Lab, visit us at oakcdl.org.

1. What's your name? (optional)

_____

2. How do you identify your race or identity? (optional)

- ❑ White
- ❑ Black or African-American
- ❑ Native American, American Indian or Indigenous
- ❑ Asian-American
- ❑ Pacific Islander
- ❑ Other: _____

3. What's your zip code? _____

4. Approximately how many City of Oakland parking tickets have you received in the last 12 months?

- ❑ 0
- ❑ 1-5
- ❑ 5-10
- ❑ more than 10

5. If you received a parking ticket or multiple parking tickets in the City of Oakland, were you able to pay them?

- ❑ Yes
- ❑ No

6. If you were able to pay the parking ticket or multiple parking tickets, did you have to do any of the following to do so?

- ❑ Use a credit card
- ❑ Borrow money
- ❑ Apply for a payment plan
- ❑ Other: _____
  _____

7. If you applied for a City of Oakland parking ticket payment plan, how did you find the application process?

- ❑ Very easy
- ❑ Easy
- ❑ Neither easy nor difficult
- ❑ Difficult
- ❑ Very difficult
- ❑ Other: _____
  _____

8. If you participated in a City of Oakland parking ticket payment plan, did you successfully complete it?

- ❑ Yes
- ❑ No
- ❑ Other: _____
  _____

9. Have you ever had a vehicle towed or booted in the City of Oakland?

- ❑ Yes
- ❑ No

10. If you had a vehicle towed or booted, for what reason?

- ❑ Owing on five or more tickets
- ❑ Outdated vehicle registration
- ❑ Parking for more than 72 hours
- ❑ Other: _____
  _____
  _____

More questions on the back ➡

11. Were you able to get your car back?

- ☐ Yes
- ☐ No
- ☐ Other: _____

_____

12. Did you have to do any of the following to get your car back?

- ☐ Use a credit card
- ☐ Borrow money
- ☐ Other: _____

_____

What else you would like us to know about your experience with the current City of Oakland parking policies and practices?

If you are interested in following up with Oakland Civic Design Lab, please leave your email or phone number. (optional)

_____

A2. Survey Distribution and Outreach

Members of the project team tabled at the following library branches:
1. September 4, 2019, West Oakland Branch

2. September 7, 2019, Rockridge Branch
3. September 18, 2019, 81st Branch
4. October 5, 2019, Fruitvale/San Antonio Senior Center
5. October 18, 2019, Main Branch

Surveys distributed through:
1. Parking citation assistance center
2. Oakland Neighborhood councils (NCPCs)
3. Oakland Asian cultural center facebook page
4. Bicyclist and Pedestrian Advisory Commision (BPAC) newsletter
5. September 8, 2019, Oakland Pride tabling

Consulted Stakeholders/Organizations:
1. Department of Recreation
2. Fruitvale Unity Council
3. East Oakland Neighborhoods initiative

A3. Survey Results

For full survey results see CDL/DOT Progressive Parking Initiative findings [slides](#) (slides 3 to 11).

B. Brainstorming Session Instructions and Materials

B1. Design Session Agenda

The agenda for the design session was as follows:

- Opening Statement/overview of the session (5 minutes):
- Ice Breaker (7 - 10 minutes)
- Break into groups/brainstorm session (35 - 45 minutes)
  - 10-15 minute brainwrite
  - 10-15 minute white board notes
  - 10-15 minute group share out
- Five minute break
- Scoring/Matrix/Prioritization (35 - 45 minutes)
  - Finalize weighted criteria
  - Score and rank project ideas based on weighted criteria

- Close/Overview of next session (5 - 7 minutes)

B2. Weighting the Criteria Survey Instructions

Following the brainstorming exercise in our workshop, which we expect to generate between 8-12 ideas or pilot proposals, participants will be asked to use the criteria below to evaluate and score the proposals. In this way, the group's proposals will be prioritized in a way that should facilitate timely and effective implementation of pilot initiatives. In preparation for that exercise, the survey below introduces seven criteria and asks each participant to "weigh" (from 1 to 4, the higher the number the greater the weight) each criterion. In doing so, we established what we understand as the relative importance of each criterion in evaluating the proposals.

B3. Brainstorming Exercise Steps

Step 1 - Participants were given a select amount of time to write down their ideas, after which participants circulated their responses within their group. Another timer was then set and the exercise continued with participants adding to the ideas of their colleagues from the other groups. This process continued until each group member had the opportunity to respond and add to each other's ideas.

Step 2 - When the brainstorm portion of the session was over, a moderator from each group wrote the group's ideas on a white board in order to distill and group themes. Once the themes were distilled, the groups then grouped the themes together into ideas that took the form of possible pilot projects.

Step 3 - Once the pilot ideas were compiled within each group, the group moderators shared the group ideas out with the full room of participants. Ideas that were similar were grouped together.

C. Oakland Parking Principles for Commercial Districts

Attachment A

Parking Principles for City of Oakland Commercial Districts:
(December 2009)

- Parking is part of a multi-modal approach to developing neighborhood transportation infrastructure.
  - Users of commercial districts (shoppers, employees, visitors) have varied needs for access, via private auto, transit, bicycle and foot.
  - Curbside parking must be balanced with multiple complementary and competing needs, including but not limited to delivery vehicles, taxis, car share vehicles, bus stops, bicycle parking and sidewalk widening.
- Parking should be actively managed to maximize efficient use of a public resource.
  - Parking should be treated as an asset that helps bolster the economic vitality of neighborhood commercial areas
  - Parking should be managed to achieve an approximate 85% maximum occupancy per block so that there will always be some parking available to shoppers and visitors
  - Parking should be priced to achieve usage goals ("market pricing"); market prices may vary by area, by time of day and may be adjusted occasionally to reflect current use.
  - Pricing and policies should encourage use of off-street parking lots where they are available.
- Parking should be easy for customers.
  - Costs, rules and penalties should be easily comprehensible.
  - Fees should be payable by a variety of fare media (prepaid cards, credit cards, cash and cell phones).
  - If possible, and where appropriate, time limits should be avoided in favor of market pricing.
  - The role of tickets should be minimized in generating parking revenue; it should be easier to pay parking fees, which may lower the incidence of tickets.
- Parking policy and regulations should help the City meet other transportation, land use and environmental goals.
  - Pricing policies should encourage a "park once" approach, to minimize driving from store-to-store within a commercial district and adding to congestion and air pollution.
  - Whenever possible, a portion of parking revenue should be reinvested directly back to neighborhood commercial district improvements, potentially through a mechanism such as a parking benefit district.

D. Sweep Smart

STREET SWEEPING HELPS
KEEP THE CITY OF OAKLAND
CLEAN!

See Sweep Smart website here.

E. Penalty Formulas

IN-STATE PENALTY FORMULA

1) BASE FINE (B)

2) PENALTY 1: $(B) - ($ALAMEDA COUNTY FEE, BTW \$10~\$13$)$

3) PENALTY 2: $\{($PENALTY 1$) \times 2\} \times 30\%$

4) PENALTY 3: $\{(B) + ($PENALTY 1$) + ($PENALTY 2$)\} \times 30\%$

OUT-OF-STATE PENALTY FORMULA

1) BASE FINE (B)

2) PENALTY 1: $(B) - ($ALAMEDA COUNTY FEE, BTW \$10~\$13$)$
   ⇨ PLUS PENALTY 3: $\{(B) + ($PENALTY 1$)\} \times 30\%$

3) PENALTY 2: $\{($PENALTY 1$) \times 2\} \times 30\%$
   ⇨ PLUS PENALTY 4: 30% OF PENALTY 2

RENTAL PENALTY FORMULA

1) BASE FINE (B)
   ⇨ PLUS PENALTY 3: 30% OF (B)

2) PENALTY 1: $(B) - ($ALAMEDA COUNTY FEE, BTW \$10~\$13$)$

3) PENALTY 2: $\{($PENALTY 1$) \times 2\} \times 30\%$
   ⇨ PLUS PENALTY 4: $\{($PENALTY 1$) + ($PENALTY 2$)\} \times 30\%$