



Oakland Deliveries

Curb Management Recommendations



A DNC driver parking his vehicle. (Answerfinancial 2020)

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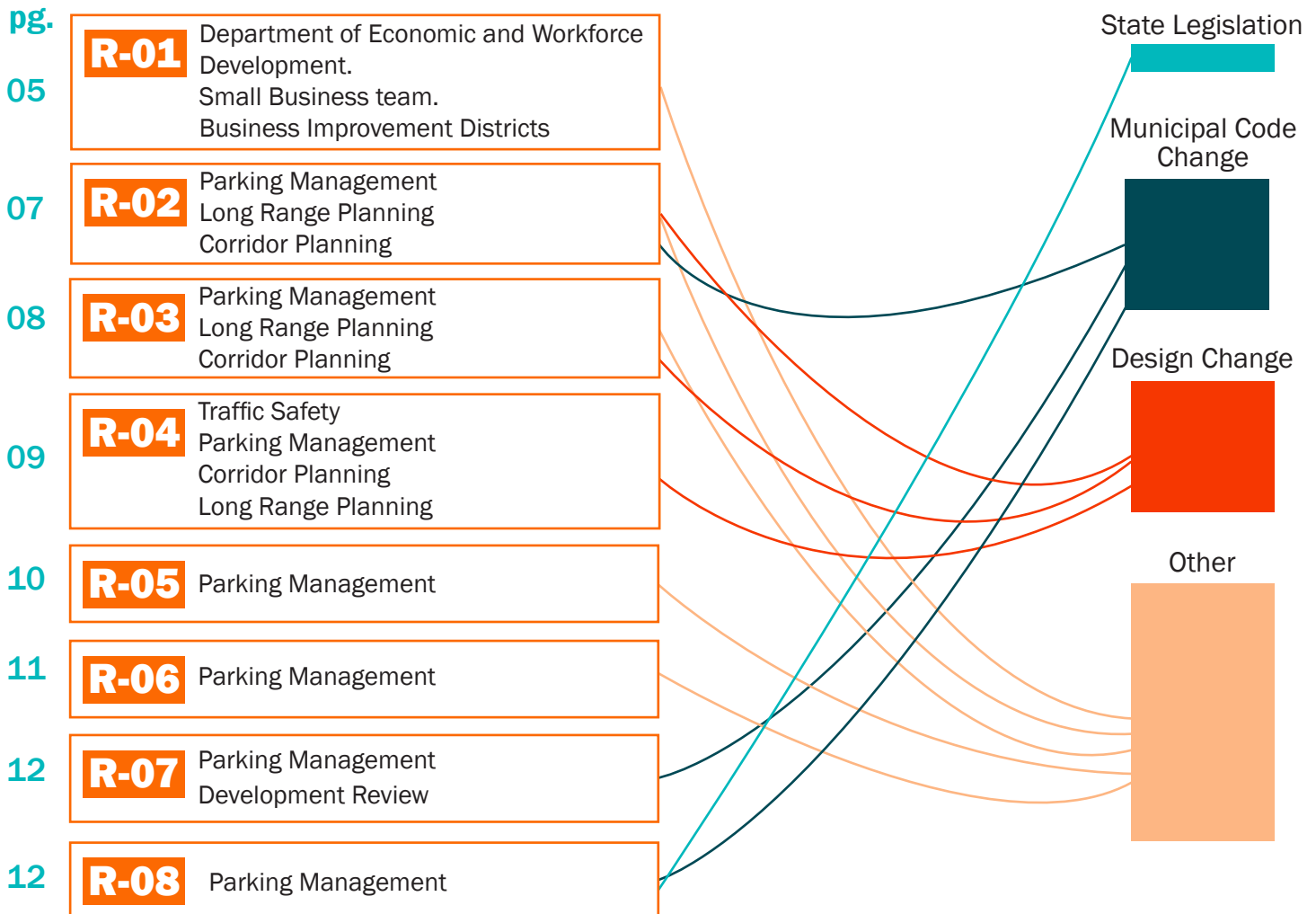
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Overview of Recommendations

- R-01** Survey Oakland restaurant owners to determine where each delivery network company operates.
- R-02** Evaluate where double parking may be accommodated safely.
- R-03** Continue to study impacts of double parking on major transit corridors.
- R-04** Add physical barriers in the daylighting zone to prevent cars from stopping there while they pick up food.
- R-05** Deprioritize enforcing parking violations in red zones and driveways during peak delivery hours, unless there are reported conflicts.
- R-06** Identify any red zones that can be repainted and signed as 3-minute parking spaces in high-demand commercial streets.
- R-07** Require new commercial buildings with ground floor retail to have short term parking allocated off street.
- R-08** Allow DNCs to use yellow and white curb zones for pick-ups and deliveries under ten minutes.

Agency/Department

Type of Recommendation



	Recommendation	Agency/ Department	Timeline	Rationale	Scope
R-01	Survey Restaurant owners to learn which delivery network companies they use.	Department of Economic and Workforce Development Small Business team; Business Improvement Districts	Fall 2020. There is an opportunity to use increased engagement with small businesses due to COVID to launch this survey effort	To address problems at the curb that may be caused by a delivery company's internal operations.	Data collection and reporting: Create and send the survey, map and share data, revisit and maintain data once per year
R-02	Evaluate where double parking may be accommodated safely.	Parking Management Long Range Planning Corridor Planning	Evaluate opportunities during street redesign plans and major corridor study efforts.	Allow for temporary double parking lanes or "zones" to accommodate parking demand and increase supply. This may exist on one-way streets with T-intersections or any street with excess traffic lanes.	Community outreach: Majority approval from local businesses and residents prior to implementation. This may be performed during the survey above. Policy changes: Residents, business owners, or long-term "parkers" to apply for a permit to park in a double-parking zone or lane. Outer short-term parking lane will need to be more heavily enforced. Design changes: Inner, curb-adjacent parking will need updated coloring/markings/signage
R-03	Continue to study impacts of double parking on major transit corridors.	Parking Management Long Range Planning Corridor Planning	In advance of transit priority treatments and during major corridor study efforts.	Commercial districts often experience a lack of parking during peak delivery hours, causing double parking in traffic lanes.	Data Collection: Research the interactions between transit and DNCs within commercial districts during corridor studies. This may be performed during the restaurant survey above. Design changes: Provide more loading zones to accommodate DNCs. Update street striping and signage to increase awareness.

	Recommendation	Agency/ Department	Timeline	Rationale	Scope
R-04	Add physical barriers in the daylighting zone to prevent cars from stopping there while they pick up food.	Traffic Safety Parking Management Corridor Planning Long Range Planning	Existing Streets: ongoing rollout Development projects: through entitlement review process Corridor Projects: through major capital improvement corridor project planning efforts	To make intersections near restaurants safer by improving visibility and accommodate pedestrian safety within busy commercial districts with short-term double parking.	Design changes: Use of curb bulbs/chicanes/daylighting/setbacks. Updated street striping & signage.
R-05	Deprioritize enforcing parking violations in red zones and driveways during peak delivery hours, unless there are reported conflicts.	Parking Management	As soon as possible	Manual enforcement can be expensive and inefficient, and raises the issue of over-policing especially in vulnerable neighborhoods. Reducing enforcement may mitigate disproportionate impact on DNC couriers who are responsible for their own parking violations.	Internal process change: Instruct parking enforcement not to enforce parking infractions in red zones and driveways during those peak delivery hours.
R-06	Identify any red zones that can be repainted and signed as 3-minute parking spaces in high-demand commercial streets.	Parking Management	Ongoing rollout through sidewalk upgrades, paving program and bicycle parking implementation unloading zones lead to double parking, cruising, delays in delivery and collisions. Drivers tend to use red zones informally, without conflict. If the practice is formalized, the City might be able to earn revenue (through paid access) and prevent collisions /double parking.	Insufficient loading/unloading zones lead to double parking, cruising, delays in delivery and collisions. Drivers tend to use red zones informally, without conflict. If the practice is formalized, the City might be able to earn revenue (through paid access) and prevent collisions /double parking.	Policy Review: Review and Inventory existing red zones and identify the rationale for each red zone designation. Determine which areas would be safe to convert to 3-minute parking. This would be appropriate in areas that have high demand for temporary parking and pick-up and drop-off areas.

	Recommendation	Agency/ Department	Timeline	Rationale	Scope
R-07	Require new commercial buildings with ground floor retail to have short term parking allocated off street.	Parking Management Development Review	Development review process	Provide dedicated parking for short-term delivery parking in front of high concentration areas, while not taking away public street parking spaces.	Planning code change to include off-street parking allocations for short-term commercial deliveries, see Chapter 17.116 Article IV.
R-08	Allow DNCs to use yellow and white curb zones for pickups and deliveries under ten minutes.	Parking Management	2020: Start conversation with the state about trade dress regulations; engage with business owners and other city departments about letting DNCs use loading zones. 2021: Change municipal code, hopefully synced up with state trade dress requirements.	To discourage double-parking and make more efficient use of yellow and white loading zones by allowing DNCs to legally use them.	Municipal code change to allow delivery network companies to use yellow and white zones for 6 - 10 minutes; Lobby for state legislation requiring trade dress

Introduction

Travel and consumer behavior have transformed since March 2020, when Bay Area and California officials issued shelter-in-place orders to reduce the spread of the COVID-19 pandemic. In response, fewer people are traveling and more people are ordering food and other items for delivery to their homes.

More broadly, e-commerce has grown rapidly over the past decade, and consumers now prefer and expect expedited delivery. By 2025, the World Economic Forum projects same-day deliveries to account for 15% of all products delivered via e-commerce in the U.S. . On-demand, “instant” delivery companies like UberEats and DoorDash—referred to in this report as delivery network companies or DNCs—have proliferated, especially this year during the pandemic.

Though the demand for Oakland’s curb has eased on average, because fewer people are driving, DNCs have contributed to new types of curb conflict.

DNC deliveries are frequent and uncoordinated. Drivers frequently have to “stop and go” and can cause safety hazards by cruising for a parking space or parking illegally when they can’t find one. The curb demand that DNCs contribute to is spatially and temporally concentrated: people tend to order their meals around the same times from the same popular restaurants. Drivers prefer – and are sometimes incentivized by the DNC’s operational structure – to park as close to the restaurant as they can get, even if that means blocking traffic or stopping in the “daylighted” zone. DNC pick-ups can also cause congestion and contribute to increased greenhouse gas emissions because freight is not well-consolidated; each driver carries at most a handful of orders at a time (World Economic Forum 2020, Kraft 2020, CIVITAS 2020).

Based on site observations, interviews, and a literature review, this report makes eight recommendations for how the City of Oakland can better manage curb issues caused by DNC pick-ups and drop-offs.

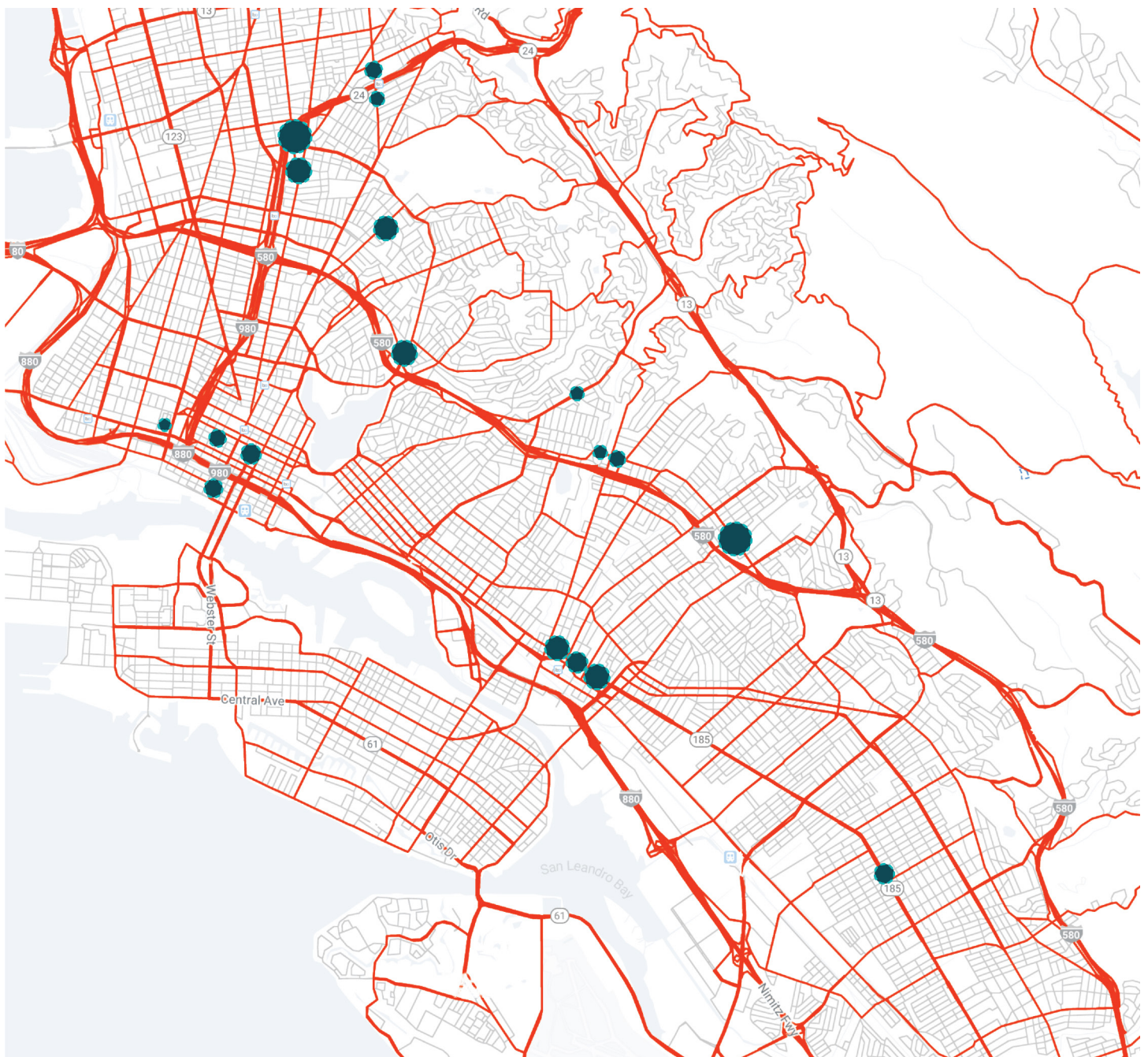
A DoorDash driver making a delivery. (Norfolk 2020)



Methodology

This report relies on three research methodologies: site observations, literature review, and expert interviews. We conducted site observations in 14 neighborhoods in Oakland, focusing mainly on Business Improvement Districts during popular meal times (between 3 and 7 PM). During our observations we recorded delivery driver behavior, dwell times, and unexpected or uncommon behaviors. These uncommon behaviors, such as double parking or the use of yellow and red zones became the basis for our recommendations. Alongside our site observations, we interviewed parking management experts to collect expert perspectives on how the introduction of DNCs and the onset of COVID-19 has changed the city's parking needs. Their feedback and insight helped us choose appropriate recommendations for the behaviors that we observed. Finally, this report includes a literature review to frame, more broadly, how e-commerce and last-mile delivery services have transformed the transportation sector and how planners can respond from a parking management perspective.

Sites where observations were made; sizes vary as per no. of streets observed within block.



	Who	When	Where	Cost
R-01	BID, DoEWD, Small Businesses	ASAP	CBD, BID	\$\$\$\$\$

Survey Oakland restaurant owners to determine where each delivery network company operates.

Several delivery network companies operate in Oakland, and it’s usually not clear which company a driver is associated with from looking at their vehicle. Each DNC also uses a different internal operational model, and many tech companies make frequent tweaks to their apps that can impact how users – in the case of DNCs, drivers and customers – behave.

Collecting data on where each DNC operates would help the city know which company to reach out to in the event that a curb problem arises. The city can either collect this data directly from the delivery companies or by surveying business owners about which companies they work with.

Collecting data directly from DNCs would be the most direct and accurate way to collect this data. However, this method is expensive and likely impossible - DNCs are reticent to reveal proprietary information about who they work with. We recommend that the city collect this data from restaurant owners. Some city departments have pre-existing relationships with business owners that can be leveraged in the collection of this data.

	Who	When	Where	Cost
R-02	Parking Management etc	Design Stage	One-way streets w T intersections	\$\$\$\$\$

Evaluate where double parking may be accommodated safely.

When a street has excess traffic lanes but a lack of parking, delivery drivers often double park in traffic lanes nearest to the curb. This behavior was observed consistently in Chinatown on 10th Street during peak delivery hours. Implementing infrastructure for temporary double parking can both accommodate parking demand and increase supply.

Streets with excess capacity, such as 10th Street, could easily accomodate a double-parking lane or “zone”. The double parking “zones” would be within specific restaurant proximity. Curbside parking would be reserved for permitted vehicles, likely residents or local business owners. Double parking lanes or “zones” would be time permitted, up to 5 minutes, and available to all vehicles arriving for pick up or takeout. This incentive creates a street design alternative that actively encourages vehicular traffic to shift to the center lanes. The redesigned street would need to provide advance notice to drivers to move away from the double parking lane or “zone” to avoid conflicts.

We recommend performing community outreach and surveying local residents and business owners prior to implementation. Those occupying the long-term curbside spaces will need to apply for a permit, while the short-term lane will need to be more heavily enforced. Additional signage with updated curb coloring, street markings, and bollards will be crucial for redirecting thru traffic and outlining double parking areas.

	Who	When	Where	Cost
R-03	Parking Management etc.	Before street improvements	Commercial Districts	\$\$\$\$\$

Continue to study impacts of double parking on major transit corridors.

Commercial districts often experience a lack of parking during peak delivery hours, causing double parking in traffic lanes. For streets with dedicated transit lanes or frequent transit lines, double parking may cause further congestion and delays. Double parking should be taken into consideration during major corridor studies to accommodate commercial districts.

Prior to the launch of Oakland’s first bus rapid transit (BRT) on International Boulevard in Fruitvale, many vehicles parked temporarily in the dedicated transit lane. This lane increased parking supply and functioned well for the community, but is no longer feasible with the active BRT. The parking demand during peak hours remains, leaving delivery vehicles with fewer parking options. It is important for the OakDOT corridor planning team to study the impacts of limited traffic lanes and transit lanes on busy commercial corridors.

	Who	When	Where	Cost
R-04	Traffic Safety, Parking MGMT, etc.	Ongoing; CIPs; Entitlement Review	Commercial intersections	\$\$\$\$\$

Add physical barriers in the daylighting zone to improve visibility and prevent cars from stopping there.

We observed several locations, including in the Temescal and and Rockridge neighborhoods, where a restaurant was located just past a busy intersection with a pedestrian crossing. This typology—combining a busy intersection, a pedestrian crossing, and a restaurant with frequent pick-ups—did not accommodate informal parking behavior well. We observed both double parking and parking in the “daylighted” zone. Both of these behaviors obstruct pedestrians and other cars from view of drivers and create the potential for collisions.

The City of Oakland has limited capacity to enforce illegal parking behavior. Given the high risk caused by the high traffic speeds and the vulnerability of pedestrians, we recommend that the City invest in adding physical barriers to the daylight zone in locations with this typology. We hope that adding physical barriers in the daylighted zone will encourage drivers picking up food to use a side street or park past the restaurant in a driveway or legal parking spot - both of which would be safer than using the daylighted zone.

R-05	Who	When	Where	Cost
	Parking Management	ASAP	City-wide	\$\$\$\$

Deprioritize enforcing parking violations in red zones and driveways during peak delivery hours, unless there are reported conflicts.

While enforcement of curbside regulations is essential to implement a curbside strategy, manual enforcement can be not only expensive and inefficient, but also raises the issue of over-policing especially in vulnerable neighborhoods. From an equity perspective, while couriers for DNCs are also expected to pay for any parking violations that they accrue while they are working, couriers for larger commercial delivery companies do not have to bear that cost burden.

Our site observations showed frequent red zone parking - 50% of our site observations recorded this behavior - but we did not observe any incidents where someone parked there for longer than ten minutes.

We recommend that Oakland deprioritize enforcing parking violations in red zones and driveways during peak delivery hours, unless there are reported conflicts. After either conducting an additional study to identify peak delivery hours (we observed during dinner hours between 4 PM and 6 PM), or contacting DNC companies to identify their peak hours. Instruct parking enforcement not to enforce parking infractions in red zones and driveways during those peak delivery hours.

R-06	Who	When	Where	Cost
	Parking Management	Ongoing	Commercial Streets	\$\$\$\$

Identify any red zones that can be repainted and signed as 3-minute parking spaces in high-demand commercial streets.

Insufficient loading/unloading zones lead to double parking, cruising, delays in delivery and accidents. Drivers tend to use red zones anyway informally, without conflict. If the practice is formalized, the City might be able to earn revenue (through paid access) and prevent accidents/double parking.

We recommend identifying any red zones that can be repainted and signed as 3-minute parking spaces in high-demand commercial streets. Parking Management will need to inventory existing red zones and rationale for its designation and determine which areas would be safe to convert to 3-minute parking. This would be appropriate in areas that have high demand for temporary parking and pick-up and drop-off areas.

R-07	Who Parking Management etc.	When Development review	Where New commercial development	Cost \$\$\$\$\$
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Require new commercial buildings with ground floor retail to have short term parking allocated off street

We recommend that Oakland’s development review team amend the planning code to require new building developments, especially those with ground floor retail, include short term parking spaces off street. This will help manage increased demand as well as add more parking availability in high-demand areas. A common example of a similar parking staging strategy can be found in front of most hotels.

R-08	Who Parking Management	When Next two years	Where City-wide	Cost \$\$\$\$\$
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Allow DNCs to use yellow and white curb zones for pick-ups and deliveries under ten minutes.

Insufficient unloading zones result in DNC drivers illegally parking their vehicles in White and Yellow curbs meant for passenger and commercial loading respectively. We recommend that the scope of White and Yellow curbs be expanded to include DNCs by changing the Oakland municipal code. This expansion in scope could be limited to peak delivery time windows, which could be determined in consultation with restaurant owners and DNC representatives. The code change could also stipulate a parking time-limit of 6-10 minutes for DNC drivers, akin to how TNCs are allowed 3 minutes in the Yellow curb.

This municipal code change will also necessitate some other changes. Signage will need to be updated to communicate the types of users allowed in a particular curb, along with their respective parking time limits. Also, unlike TNCs, DNCs do not use any form of identification to mark their vehicles. This could lead to the misuse of these zones by non-DNC vehicles. Hence, we also recommend that the City lobby the State to require DNCs to adopt trade dress.

These changes will not only prevent the misuse of Yellow and White Zones, but will also provide more loading/unloading space to DNCs to ensure faster and safer deliveries.

Oakland Deliveries: Curb Management Recommendations

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