

## AGENDA REPORT

**Resolution:** Resolution to Delegate Authority to Approve the West Oakland Truck Management Plan to the Executive Director. **(Engineering)**

**MEETING DATE:** 4/25/2019

**AMOUNT:** \$2.35 million (Five-Year Operating Expense)  
*Choose an item.*

**SUBMITTED BY:** Richard Sinkoff, Director of Environmental Programs & Planning

**APPROVED BY:** J. Christopher Lytle, Executive Director

**ACTION TYPE:** Resolution

### **EXECUTIVE SUMMARY**

This action delegates to the Port of Oakland (“Port”) Executive Director the authority to approve the West Oakland Truck Management Plan (“TMP”). The TMP (Attachment A) is required as part of a mitigation measure identified during the California Environmental Quality Act (“CEQA”) analysis completed in 2002 and updated in 2012 for redevelopment of the former Oakland Army Base (“OAB”). The TMP is intended to reduce the effects of transport trucks on local streets in West Oakland. The TMP is the result of a joint planning effort undertaken by the Port and the City of Oakland (“City”) over the past 18 months with substantial input from the West Oakland residential and business communities. The TMP includes ten strategies (“Strategies”) that address pedestrian and bicycle safety, truck circulation, and truck and truck trailer parking in West Oakland that will be implemented over a five-year period. The Port and the City, along with the City’s OAB developers, are in the process of jointly developing and funding Fair Share mitigation measures, including the TMP, pursuant to the 2012 Oakland Army Base Redevelopment Project Standard Conditions of Approval/Mitigation Monitoring and Reporting Program (“SCA/MMRP”). The preliminary estimate of the Port’s share of the TMP costs is up to \$2.35M over five years.

### **BACKGROUND**

The Board of Port Commissioners adopted the 2012 OAB Redevelopment SCA/MMRP on June 21, 2012 (Resolution 12-76). The measures in the SCA/MMRP must be carried out as the OAB redevelopment moves forward. Preparation of the TMP has been undertaken expressly to comply with and to implement one of these mitigation measures, namely Mitigation Measure 4.3-7, which states: “The City and the Port shall continue and shall work together to create a truck management plan designed to reduce the effects of transport trucks

on local streets.” As used in this Mitigation Measure, “transport trucks” means the trucks serving the Port of Oakland and the trucks that will serve the facilities being developed at the OAB; “local streets” means streets within West Oakland, at the Port, and at the OAB.

Mitigation Measure 4.3-7 is intended to address potential traffic hazards to motor vehicles, bicycles, or pedestrians due to inadequate design features or incompatible uses resulting from OAB redevelopment. The TMP is intended to improve safety for people walking, biking, and driving in West Oakland; reduce the nuisance of trucks driving or parking where they should not; and improve the quality of life for people living and working in West Oakland, including a reduction in localized diesel emissions.

The TMP addresses impacts in the area encompassed by West Oakland, the Port of Oakland, the former OAB, and the industrial area of Jack London Square north of Jefferson Street. Although Mitigation Measure 4.3-7 applies specifically to the transport trucks that serve the Port of Oakland and current and future facilities at the OAB, the TMP Strategies may also help reduce impacts from other commercial trucks that drive through or park in West Oakland.

The TMP is the result of a joint planning and plan development effort undertaken by the Port and the City of Oakland over the past 18 months with substantial input from the West Oakland residential and business communities. The Port and the City obtained stakeholder input through a series of five stakeholder workshops, as well as one-on-one meetings, presentations before community and business associations, and surveys. The Port and the City regularly reviewed the engagement process to identify opportunities to improve outreach. In addition, the Port and the City completed analyses and data collection as part of TMP development and documented the work in several technical memoranda included in the TMP Appendices (Attachment B).

The goals of the TMP are as follows:

- Reduce disruptions from truck circulation and truck parking on residents and businesses in West Oakland.
- Increase safety along designated truck routes.
- Have truck drivers know preferred routes to reach their destinations and know the City’s parking restrictions.
- Monitor TMP implementation and modify implementation Strategies to improve outcomes as needed.

## **ANALYSIS**

### **TMP Strategies**

The Port and the City incorporated stakeholder input, data collection, and technical analyses to develop the TMP Strategies. Each Strategy has a defined objective, background information, a list of key implementation steps, and high-level schedule. The ten Strategies are shown in Table 1, below, along with a brief description and schedule in the 5-year implementation period.

**TABLE 1. TMP STRATEGIES**

<b>STRATEGIES</b>	<b>DESCRIPTION</b>	<b>SCHEDULE</b>
Strategy 1. Improve Safety at Street Intersections near the Port	Improve safety for pedestrians and bicyclists with secondary benefits for cars at five intersections near the Port on Union Street and Adeline Street. Possible Improvements include high-visibility crosswalks and bike crossings, signal changes, and pedestrian refuges. Improvements must accommodate truck turning movements.	Years 1-5
Strategy 2. Improve Truck Routing	Meet with individual truck-oriented businesses in West Oakland to develop and communicate preferred routes for truck drivers to use when accessing destinations in West Oakland that are not on designated Truck Routes.	Years 1-5
Strategy 3. Update the Network of Truck Routes and Truck Prohibited Streets	Propose changes to the Oakland Municipal Code to update the Truck Routes and Truck Prohibited Streets and resolve or correct OMC inconsistencies to make Truck Routes clearer and more effective.	Years 1-3
Strategy 4: Improve Truck Route Signage	Complete a sign inventory in West Oakland and prepare a Sign Replacement and Installation Plan. Replace damaged or illegible signs; add signs in gaps in the network; and use larger or different types of signs in key locations so that Truck Route signage works more effectively as a coherent system.	Years 1-2; optional for Years 3-5
Strategy 5: Conduct Enforcement Spot-Checks	Use targeted enforcement to address problem areas remaining after implementation of Strategies 2, 3, and 4, all of which should increase use of preferred routes and reduce use of non-Truck Route streets.	Year 3; optional for Years 4-5
Strategy 6: Use Urban Design to Promote Use of Truck Routes	If needed, implement a pilot project to test an urban design strategy at a problem location that remains after Strategies 2, 3, and 4 are implemented. The pilot project could include traffic circles, physical barriers to parking, tree planting, or other options. The pilot project will evaluate the cost effectiveness of such strategies to influence truck movement.	Years 4-5

<b>TABLE 1. TMP STRATEGIES</b>		
<b>STRATEGIES</b>	<b>DESCRIPTION</b>	<b>SCHEDULE</b>
Strategy 7: Improve Training for Issuing Parking Tickets	Provide enhanced training to the OakDOT parking technicians on ticketing illegally parked trucks and trailers, which may create more effective enforcement and increase compliance with parking regulations.	Year 1; optional for Years 2-5
Strategy 8: Change Parking Regulations	Change the parking regulations, so the restrictions are applicable to more streets in West Oakland and are easier to enforce by eliminating the need for signs. Potential changes include restricting truck and trailer parking near residences in commercial districts; prohibit overnight parking of trailers anywhere in West Oakland; and prohibit trucks from parking on either side of streets around parks.	Years 1-2; optional for Years 3-5
Strategy 9: Consider Increasing Truck Parking Fines	Recommend increases in fines or other penalties for truck or trailer parking violations, if appropriate, to reduce prohibited parking behavior.	Year 2
Strategy 10: Conduct Targeted Parking Enforcement	Provide targeted enforcement of parking regulations at specific times and locations.	Year 3; optional for Years 4-5

## **Public Engagement Process**

From the outset of the TMP development process, City and Port staff intended that West Oakland stakeholders would participate in the planning process to help create the TMP. The City and the Port prepared a public engagement plan that served to guide the public participation process. As part of public participation, five public workshops were held over a 13-month period, allowing adequate time to incorporate and reflect feedback into the planning of the next step in plan development. In addition to the public workshops, the Port and the City established a TMP web page to share information, completed one-on-one interviews, attended business and community group meetings, and conducted online surveys to obtain additional stakeholder input.

Attendance was relatively consistent, with an average of approximately 35 people at each workshop, representing residents, business owners or employees, the trucking industry, and public agencies attending each workshop. Each workshop had a specific focus and purpose, expressed in a workshop theme. This “thematic” structure provided a coherent narrative to the plan development process and was a hallmark of the innovative stakeholder engagement process.

- Workshop #1, *Learning*, October 11, 2017. This workshop provided a brief overview of background and purpose of the TMP, followed by a breakout session where participants gathered in small groups to describe positive community attributes, identify issues, and suggest solutions.
- Workshop #2, *Observing and Exploring*, December 2, 2017. This workshop was a mobile workshop during which City and Port staff and workshop participants moved the planning process from a conference room setting to the West Oakland neighborhood using a “field visit” format. This entailed walking and driving together through West Oakland to collectively identify issues and conditions in the neighborhood.
- Workshop #3, *Sharing*, April 7, 2018. This workshop used poster boards on key themes to visually present the results of technical analyses and data collection in a more accessible format than traditional written reports. The technical analyses included evaluating truck movement in and out of the Port; determining numbers and locations of truck parking tickets; completing surveys of trucks parked in West Oakland; and documenting truck enforcement processes. The posters clearly framed the issues raised at the previous workshops. This approach provided an opportunity for stakeholders to learn about the technical analysis; ask questions directly of the technical experts; and provide feedback verbally and in writing directly on the posters.
- Workshop #4, *Co-Creating*, July 18, 2018. This workshop presented draft Strategies that Port and City staff developed based on stakeholder input in Workshops #1 to #3. This workshop also used poster boards to visually present potential strategies. Participants provided feedback on strategies and participated in a scoring and ranking exercise to identify preferred strategies to be carried forward to create the Draft TMP.
- Workshop #5, *Joining Together*, November 29, 2018. This workshop presented the draft TMP for review and discussion.

The draft TMP was posted on the City and Port’s websites and distributed to stakeholders for review and comment from November 16, 2018 to January 4, 2019. Written and oral comments from the workshop and other written feedback submitted during the draft TMP review period were used to revise the TMP. Feedback on the draft TMP is included in the *Response to Comments on Draft TMP* Appendix to the TMP (see Attachment B). Comments primarily addressed clarification of implementation steps for some Strategies and addition of clearer performance measures and ongoing outreach strategies.

## **TMP Implementation Approach**

### TMP Approval and Schedule

Per SCA/MMRP Mitigation Measure PO-1, the City Administrator approves the TMP on behalf of the City, and within 90 days of this approval, City staff provides the City Council with an informational presentation. This Resolution is intended to provide a consistent approval process for the Port.

Once the TMP is approved, the Port and the City will begin to implement the Strategies. The TMP Strategies are planned for implementation and evaluation over a five-year period. After five years, it is intended that ongoing activities, such as enforcement, will be incorporated into regular operating procedures by the Port and the City. The Strategies that are expected to address issues across large areas of West Oakland have been scheduled to start in the first year ("Year 1") after the TMP is approved. The overall schedule is shown in Figure 3 in the TMP (see Attachment A).

### Roles and Responsibilities

The City Administrator of the City of Oakland and the Director of Engineering at the Port will be responsible for implementation of the TMP. Each will identify a staff person in his/her department to serve as the TMP Project Manager for implementation. The TMP Project Managers will be supported by various City and Port departments. The specific roles and responsibilities of Port and City staff are shown in Figure 4 in the TMP (see Attachment A). Port staff responsibilities include project coordination, overseeing consultants, reviewing TMP progress, and performing public outreach and engagement. Certain implementation activities, such as sign installation or construction on City streets in West Oakland, will be the responsibility of the City. In addition, City Council action is needed for all Municipal Code changes, and the City Council may adopt, modify, or reject recommendations put forth by the City departments.

### Funding and Resources

The resources needed to implement the TMP include Port and City staff time, consultant costs, and direct costs for construction of physical improvements.

Port staff time would be covered by existing staff. Port staff estimate that approximately one-third full-time equivalent ("FTE") staff would be required for a Port TMP Project Manager to provide oversight and coordination. Given the number of Strategies starting in Year 1, the level of effort for the TMP Project Manager may be greater for the first two years. An additional one-half to one FTE total from among Port staff in Environmental Programs & Planning, Social Responsibility, Engineering, and Maritime will support implementation.

Funding will be required for consultants and direct construction and implementation costs. The Port and the City, along with the City's OAB developers, are in the process of jointly funding Fair Share mitigation measure, including the TMP, pursuant to the 2012 Oakland Army Base Redevelopment Project SCA/MMRP. Although the Port and the City are still in the process of negotiating the Fair Share funding program, the preliminary estimate of the Port's share of the TMP costs is up to \$2.35 million over five years.

A portion of the Fair Share funding will be available in Year 1 of TMP implementation with additional Fair Share funds expected to follow in subsequent years. The timing of construction, installation, and implementation of several of the Strategies is contingent upon receipt of the Fair Share funds as well as funding from the City's Capital Improvement Program ("CIP") and possibly additional funding from outside agencies. Fair Share funding used for the TMP can only be applied to Strategies directly related to impacts from trucks

serving the Port and OAB. Other capital improvements identified during TMP implementation would be processed through the City's CIP or with additional funding sought from outside agencies. Except for possible installation of signage within the Port Area, all physical improvements would be located within West Oakland in City of Oakland jurisdiction.

### Reporting Progress

The TMP includes an approach to evaluate the effectiveness of each Strategy. The primary measures are truck counts on specific streets before and after Strategy implementation and annual West Oakland parking ticket data. Figure 5 of the TMP (see Attachment A) provides more detail on how the TMP Team will evaluate the effectiveness of each Strategy. The TMP Team will provide updates on Strategy implementation and the results of the effectiveness measures in an annual report that will be posted on the Port and the City websites and distributed electronically to stakeholders. Port staff will provide the Board with an informational presentation on the annual report.

### Ongoing Stakeholder Engagement

The City and the Port will provide ongoing opportunities for stakeholder engagement and to keep stakeholders informed of progress on TMP Implementation. The TMP Team will conduct all outreach and engagement consistent with the TMP Public Engagement Plan (see Attachment B). Stakeholder input and communication will occur on three levels:

1. Engagement with key stakeholders on individual Strategies to share information and receive input on specific Strategies from the people most knowledgeable of, and likely to be the most affected by, the implementation of the Strategy. Outreach to truck drivers is especially important for outreach on specific Strategies, in particular Strategies 2, 3, 4, 8 and 9. The success of the TMP will depend in great part on truck drivers participating in the new Truck Routes and new parking regulations.
2. Periodic briefings to key Community Based Organizations, including West Oakland Community Advisory Group and West Oakland Business Alert, to provide interim updates on the TMP as Strategies are implemented. The intention is to communicate regularly with these groups and to provide a way for the public to know where they can receive updates or provide their input if they are not participating in a Strategy-specific outreach and to provide touchpoints between the annual TMP report.
3. Outreach on TMP implementation as a whole, including preparation of an annual report; maintenance of information on the TMP website; and use of OAK 311 as a key tool to provide a proactive feedback loop for the community and to measure people's experience of TMP implementation. OAK 311 is a telephone number and website that connect the public to trained City of Oakland representatives who help with requests for non-emergency city services and information.

### **BUDGET & STAFFING**

The preliminary estimate of the Port's share of the TMP costs, which will include consultants as well as construction and implementation costs, is up to \$2.35 million over five years, which

will be included in the Port Operating Budget in FY2019-20 and beyond. The proposed action does not have any staffing impact.

### **MARITIME AVIATION PROJECT LABOR AGREEMENT (MAPLA)**

The matters included in this Agenda Report do not fall within the scope of the Port of Oakland Maritime and Aviation Project Labor Agreement (MAPLA) and the provisions of the MAPLA do not apply.

### **STRATEGIC PLAN**

The action described herein would help the Port achieve the following goals and objectives in the Port's Strategic Business Plan (2018-2022).

<https://www.portofoakland.com/wp-content/uploads/Port-of-Oakland-Strategic-Plan.pdf>

- Goal: Serve Our Community
  - Objective: Minimize adverse community impacts.
  - Strategy: Develop and complete a Joint City-Port Truck Management Plan with community input on actions and strategies.
- Goal: Care for Our Environment
  - Objective: Minimize truck emissions and impacts.
  - Strategy: Prepare Joint Port-City Truck Management Plan and implement TMP measures.

### **LIVING WAGE**

Living wage requirements, in accordance with the Port's Rules and Regulations for the Implementation and Enforcement of the Port of Oakland Living Wage Requirements (the "Living Wage Regulations"), do not apply because the requested action is not an agreement, contract, lease, or request to provide financial assistance within the meaning of the Living Wage Regulations.

### **SUSTAINABILITY**

Implementation of the TMP is expected to improve localized air quality in West Oakland, in support of the Port Sustainability Policy. In addition, opportunities for sustainability, such as sustainable materials selection, will be identified as individual Strategies are moved forward for implementation.

### **ENVIRONMENTAL**

In July of 2002, the City, acting through the Oakland Base Reuse Authority, approved a reuse plan for the OAB. The City, as the lead agency under CEQA, certified an Environmental



Impact Report ("EIR") at that time for the OAB Area Redevelopment Plan. On September 17, 2002, the Board, acting on behalf of the Port as a responsible agency under CEQA, adopted findings and the mitigation program in the City's EIR (Resolution No. 02317). Due to some changes in the project description, primarily on the City's property, the 2012 OAB Project Initial Study/Addendum ("2012 Addendum") was prepared. In June 2012, the Board considered the 2012 Addendum and adopted mitigation measures applicable to the Port from the OAB SCA/MMRP (Resolution No. 12-76). The proposed action is part of SCA/MMRP Mitigation Measure 4.3-7. No further CEQA review is required.

### **GENERAL PLAN**

This action does not change the use of any existing facility, make alterations to an existing facility, or create a new facility; therefore, a General Plan conformity determination pursuant to Section 727 of the City of Oakland Charter is not required.

### **OWNER-CONTROLLED INSURANCE PROGRAM (OCIP)**

This action is not subject to the Port's Owner Controlled Insurance Program (OCIP) as it is not a capital improvement construction project.

### **OPTIONS**

The following are the options for the Board's consideration:

- Delegate authority to approve the West Oakland Truck Management Plan to the Executive Director. This is the recommended action.
- Do not delegate authority to approve the West Oakland Truck Management Plan to the Executive Director. Under this option, Port staff would receive comments and feedback from the Board and return to the Board at a future date per their direction. This could delay implementation of the TMP.

### **RECOMMENDATION**

- Approve the resolution to delegate authority to approve the West Oakland Truck Management Plan to the Executive Director.

### **ATTACHMENTS**

Attachment A: West Oakland Truck Management Plan, April 2019

Attachment B: Truck Management Plan Appendices