# West Oakland TRUCK MANAGEMENT PLAN





An action-based plan designed to reduce the effects of transport trucks on local streets in West Oakland





A joint plan by the City of Oakland and Port of Oakland April 2019

For review and approval by the City Administrator of the City Oakland and the Port of Oakland Executive Director







The West Oakland Truck Management Plan and supporting documentation is available electronically on the City's website at www.oaklandca.gov/topics/west-oakland-truck-management-plan and on the Port's website at

www.portofoakland.com/community/environmental-stewardship/west-oakland-truck-management-plan/

Translation services for limited English proficient (LEP) persons will be provided upon request; please contact 510-627-1135. Para información en Español, llame al 510-627-1135. 中文聯絡電話 510-627-1135.

April 2019

# EXECUTIVE SUMMARY

The West Oakland Truck Management Plan (TMP) is an action-based plan designed to reduce the effects of transport trucks on local streets in West Oakland. When the TMP is implemented, the West Oakland community should experience fewer trucks driving or parking in residential areas. The TMP will improve safety for people walking, biking, and driving in West Oakland. It will reduce the nuisance of trucks driving or parking where they should not. And the TMP will improve the quality of life for people living and working in West Oakland, including a reduction in localized diesel emissions.

The TMP is the result of a joint planning effort undertaken by the Port of Oakland (Port) and City of Oakland (City) over the past year with substantial input from the West Oakland residential and business communities. Community input was obtained through a series of 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.

The City and the Port are committed to actively working together to implement the Strategies identified in this TMP:

- Strategy 1. Improve Safety at Street Intersections near the Port
- Strategy 2. Improve Truck Routing
- Strategy 3. Update the Network of Truck Routes and Truck Prohibited Streets
- Strategy 4. Improve Truck Route Signage
- Strategy 5. Conduct Traffic Enforcement Spot-Checks
- Strategy 6. Use Urban Design to Promote Use of Truck Routes
- Strategy 7. Improve Training for Issuing Parking Tickets
- Strategy 8. Change Parking Regulations
- Strategy 9. Consider Increasing Truck Parking Fines
- Strategy 10. Conduct Targeted Parking Enforcement

These Strategies are designed and organized to create noticeable benefits across large areas of West Oakland early in the five-year implementation process. Subsequent Strategies will focus on remaining problem areas later in the implementation process.











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- A. Truck Parking Technical Memorandum
- B. Truck Movement and Safety Technical Memorandum
- C. Signs and Communication Technical Memorandum
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- H. Strategy Development Process
- I. Response to Comments on Draft West Oakland Truck Management Plan

# I. INTRODUCTION

The West Oakland Truck Management Plan (TMP) is an action-based plan designed 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 of Oakland (Port) and City of Oakland (City) over the past year with substantial input from West Oakland residents, workers, trucking and other businesses, community groups, business organizations, under-represented community members, and other stakeholders.

The need for the TMP was identified during the California Environmental Quality Act (CEQA) analysis completed in 2002 and again in 2012 for redevelopment of the former Oakland Army Base (OAB). The OAB is an area of approximately 300 acres being developed by the City and the Port. The current and future development includes logistic facilities/warehouses, recycling operations, truck parking and truck services, shipping container storage, and a maritime terminal, as shown in Figure 1.



Figure 1: Site Plan for Redevelopment of the Former Oakland Army Base

Approval of the OAB redevelopment included conditions of approval and environmental mitigation measures that must be carried out as the redevelopment moves forward. These conditions and mitigation measures are described in the Standard Conditions of Approval/Mitigation Monitoring and Reporting Program for the 2012 Oakland Army Base Redevelopment Project (SCA/MMRP). 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.<sup>1</sup> Mitigation Measure 4.3-7 is focused on reducing negative impacts from transport trucks on local streets, which is also expected to improve the quality of life, including localized improvements in air quality, for the community.

#### SCOPE OF THE TMP

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, as shown in Figure 2. Although Mitigation Measure 4.3-7 applies



Figure 2: Area Addressed by the Truck Management Plan

<sup>1</sup> Mitigation Measure 4.3-7 and hence the focus of the TMP Strategies apply to transport trucks used for commercial purposes. It does not apply to small trucks, such as pick-up trucks, that are used for personal travel.

specifically to the transport trucks that serve the Port of Oakland and current and future facilities at the OAB, the TMP Strategies can also help reduce impacts from other commercial trucks that drive through or park in West Oakland.

The TMP is intended to reflect and incorporate community input and identify actions and responsibilities across City departments and at the Port. The goals of the TMP will address truck circulation and truck parking in West Oakland.

#### TMP GOALS

- 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.



*Far left*: Improved safety measures for pedestrians (as shown here at the Port) are a key goal of the plan.

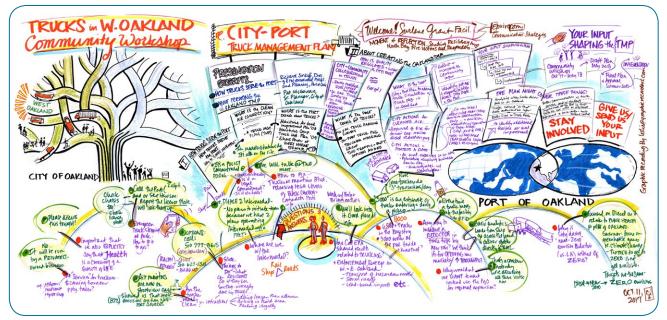
**Top and bottom left:** Improving communication to truck drivers about preferred routes and parking regulations (through signage and other means) will lessen the impacts of their usage on the West Oakland community.

### TECHNICAL STUDIES COMPLETED FOR THE PLAN

The Port and the City completed technical analyses and data collection as part of TMP development and documented the work in several technical memoranda. These memoranda are attached as appendices to the TMP and include:

- Truck Parking Technical Memorandum
- Truck Movement and Safety Technical Memorandum
- Signs and Communication Technical Memorandum
- Enforcement of Parking Regulations and Truck Routes Technical Memorandum

The remaining appendices provide background information also used in preparing the TMP.



Illustrated Meeting Notes from Workshop #1, by Leslie Salmon-Zhu

### PUBLIC ENGAGEMENT PROCESS

From the outset, City and Port staff envisioned 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 (PEP) that served to guide the public participation process. As part of public participation, five public workshops were held; see the *Public Engagement Program Appendix* for more detail.

- Workshop #1 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 was a mobile workshop during which the City and the Port drove participants around West Oakland in minivans to look at problems and issues related to trucks that were identified in Workshop #1.
- Workshop #3 used interactive stations to present the results of technical analyses and data collection to better frame the issues raised at the previous workshops. This approach provided an opportunity for stakeholders to learn about the analysis, ask questions, and provide feedback.
- Workshop #4 presented draft strategies for public discussion and input. The draft strategies were based on the technical analyses and data collection and input from the first three workshops.



Participants of Workshop #2

• Workshop #5 presented the draft TMP for review and discussion. Written and oral comments from the workshop and other written feedback submitted during the draft TMP review period were used to prepare this final TMP. Feedback on the draft TMP is included in the *Response to Comments on Draft TMP Appendix*.

In addition to the public workshops, the City and the Port 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.

#### KEY TERMINOLOGY

Here are a few key terms used throughout the TMP.

**Transport Truck/Motor Truck** is a commercial truck over twenty (20) feet long used primarily for the transportation of goods.



This plan seeks to manage both Port related trucks as well as local business trucks.

**Truck Routes**<sup>2</sup> are particular streets officially designated by the City Council that must be used by transport trucks/motor trucks to travel through or within Oakland. Some freeways are also Truck Routes as designated by California Department of Transportation. Truck drivers are required to stay on Truck Routes unless and until it is necessary to leave a Truck Route to reach a destination for loading or unloading.



**Truck Prohibited Streets**<sup>3</sup> are particular streets officially designated by the City Council where motor vehicles over 4.5 tons are prohibited except to reach a destination for loading or unloading.

2 For more information, see the Truck Movement Technical Memorandum in the Appendices, and refer to the Oakland Municipal Code Sections 10.52.070 and 10.52.120.

3 For more information, see the Truck Movement Technical Memorandum in the Appendices, and refer to the Oakland Municipal Code Sections 10.52.060.



# A **Shipping Container** is a large metal box used to hold cargo going to or from the Port of Oakland.

A **Trailer** can be attached to a truck and includes a bare chassis; a chassis with a container; a fixed trailer, often called a semitrailer; and a flatbed trailer. The Oakland Municipal Code often refers to these as "unattached trailers."

**TMP Team** consists of the City and Port Project Managers and other City and Port staff, consultants, and contractors that will support implementation of the TMP. More detail is provided in Chapter III Implementation Approach.

The TMP document includes several acronyms, as defined below:

- BART Bay Area Rapid Transit
- City City of Oakland
- CMS Changeable Message Sign
- OAB Oakland Army Base
- OakDOT City of Oakland Department of Transportation
- OMC Oakland Municipal Code
- OPD Oakland Police Department
- PEP Public Engagement Plan
- Port Port of Oakland
- SCA/MMRP Standard Conditions of Approval/Mitigation Monitoring and Reporting Program for the Oakland Army Base Redevelopment Project
- SRD Port of Oakland Social Responsibility Division
- TMP West Oakland Truck Management Plan; may also be referred to as the Plan





A shipping container on top of a truck trailer

A bare chassis, one type of unattached trailer

# **II. TRUCK MANAGEMENT STRATEGIES**

The Port and the City incorporated stakeholder input, data collection, and technical analyses, to develop strategies to reduce the effects of transport trucks serving the Port and OAB on local streets in West Oakland. More detail on the strategy development process is provided in the appendices.

The TMP Strategies are designed to achieve the TMP goals described in Chapter 1 Introduction of this Plan. Each Strategy has a defined objective, background information, and a list of key implementation steps. Other information about implementation, such as funding, responsibilities, and monitoring progress, can be found in Chapter III Implementation Approach.

GROUP	STRATEGIES	OBJECTIVE
Strategy Focused on Safety near Freeway Access	Strategy 1 (Improve Safety at Street Intersections near the Port)	Address safety concerns at key intersections on Truck Routes near the Port
Strategies Related to Truck Movement	Strategy 2 (Improve Truck Routing) Strategy 3 (Update the Network of Truck Routes and Truck Prohibited Streets) Strategy 4 (Improve Truck Route Signage)	Produce immediate benefits by keeping trucks on Truck Routes and off Prohibited Streets and streets with residences
	Strategy 5 (Conduct Traffic Enforcement Spot-Checks) Strategy 6 (Use Urban Design to Promote Use of Truck Routes)	Implement after Strategies 2 through 4 if problem areas remain
Strategies Related to Truck and Trailer Parking	Strategy 7 (Improve training for Issuing Parking Tickets) Strategy 8 (Change Parking Regulations)	Address truck and trailer parking across West Oakland by both improving enforcement and changing regulations
	Strategy 9 (Consider Increasing Truck Parking Fines) Strategy 10 (Conduct Targeted Parking Enforcement)	Increase the effectiveness of parking enforcement if needed after Strategies 7 and 8 are implemented

The ten Strategies fit together in three distinct groups.

During the public engagement process, stakeholders raised issues and concerns that relate to topics outside the scope of the TMP. Because these issues are outside of the scope, they are not addressed in the TMP. Nonetheless, these issues are important. Although they are not incorporated into the Strategies presented in the TMP, these issues have been documented in the stakeholder comments spreadsheet, contained in the appendices. These comments will be shared with the relevant staff and/or departments at the City and the Port for consideration.

#### Strategy

### IMPROVE SAFETY AT STREET INTERSECTIONS NEAR THE PORT

Improve safety for pedestrians, bicycles, and cars at intersections near the Port on Union Street and Adeline Street.

#### BACKGROUND

Stakeholder input indicated that crossings were difficult for pedestrians and/or bicycles at several intersections along Truck Routes near the Port. In addition, future residential and commercial development near the West Oakland Bay Area Rapid Transit (BART) Station will increase pedestrian and bicycle activity in the same areas. The specific intersections that are heavily used by trucks serving the Port and OAB and that would be evaluated for potential pedestrian and bicycle improvements are:

- Union Street and 5th Street
- Union Street and 7th Street
- Adeline Street and 3rd Street
- Adeline Street and 5th Street
- Adeline Street and 7th Street

#### OBJECTIVE

Improve safety for pedestrians and bicyclists with secondary benefits for cars. Possible improvements include high-visibility crosswalks and bike crossings, pedestrian/bicycle signals, traffic signal changes, improved signage, and pedestrian refuges. Improvements at Truck Route intersections must accommodate safe truck turning movements (e.g., turning radii).



#### **OBJECTIVE** (continued)

#### Photos of three of the five intersections proposed for safety improvements.



#### Adeline Street at 3rd Street

#### Union Street at 5th Street

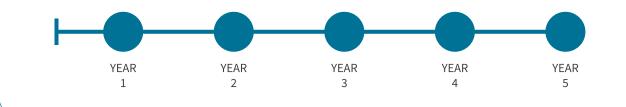
Adeline Street at 5th Street

#### **IMPLEMENTATION STEPS**

- 1. The TMP Team including consultants will assess the intersections listed in Strategy 1 Background and identify potential safety improvements that may be needed.
- 2. The TMP Team will work with the City's Planning and Building Department to identify private developments proposed near these intersections to encourage the inclusion of the identified potential safety improvements in the private development projects. Typically, developers implement improvements to the streets and sidewalks adjacent to development projects. The TMP Team will provide input to these projects so that pedestrian and bicycle safety is addressed while maintaining requirements for truck movement.
- 3. For the intersections listed in Strategy 1 Background that are not addressed as part of private development projects, the Oakland Department of Transportation (OakDOT) will oversee the schematic design of safety improvements, using consultants as needed. These improvements will be included in the City's Capital Improvements Program, which has an evaluation process for prioritizing capital projects. Additional funding could also be pursued from outside agencies.

#### **SCHEDULE**

Assessment of these intersections to identify potential safety improvements and coordination with the City's Planning and Building Department about nearby private development is planned for Year 1 of TMP implementation. Improvements done by developers would be completed on the developer's schedule and are not included in the TMP schedule. Schematic design for the intersections not addressed by private development will start no earlier than Year 2. Installation of these improvements may occur in Years 3-5, depending upon receipt of funding and CIP prioritization.



#### Strategy



# IMPROVE TRUCK ROUTING

Identify preferred truck routing for truck-oriented businesses to reduce trucks driving on streets with residences or other non-industrial streets.

#### BACKGROUND

Truck drivers are allowed per the Oakland Municipal Code to leave Truck Routes and drive on other streets, including Truck Prohibited Streets, when it is necessary to reach a destination for loading or unloading or to access their business. Because trucks are allowed to drive on all streets in these limited circumstances, the City and the Port identified the need to work with businesses to determine preferred delivery routes to reduce trucks driving on streets that have residences or are not Truck Routes.

#### OBJECTIVE

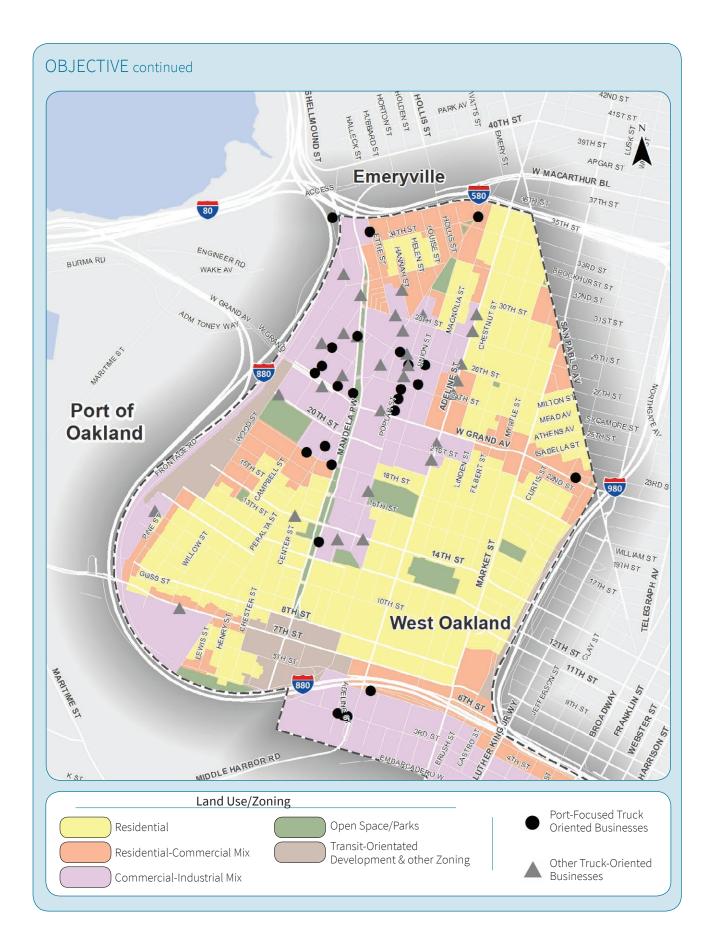
Develop and communicate preferred routes for truck drivers to use when accessing destinations in West Oakland that are not on designated Truck Routes. The focus will be on businesses in West Oakland located away from Truck Routes that are supported by or use trucks in large numbers. This Strategy will help minimize driving on less desirable routes, particularly on streets with residences.



Truck on non-Truck Route street



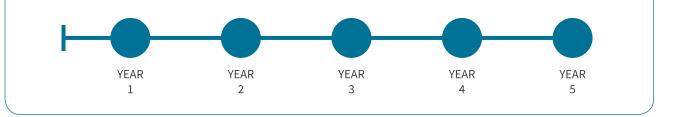
Truck driving on local street



- 1. The TMP Team will collaboratively identify truck-oriented businesses located in areas that are near residences, that are further away from Truck Routes, that use many trucks or that are located in areas with higher localized air emissions. Possible locations of such businesses include the area northeast of Peralta Street and West Grand Avenue; Adeline Street north of 20th Street; the area west of Mandela Parkway between 16th Street and 20th Street; and the area east of Mandela Parkway between 12th Street and 18th Street.
- 2. Of the businesses identified in Step 1, select approximately six that are interested in engaging in this Strategy. Meet with these businesses to map out the preferred route for each. As feasible, representatives from Bay Area Air Quality Management District will participate in the meetings to provide information such as grant opportunities for electric trucks, yard equipment, and related infrastructure. It is anticipated that the first six businesses contacted will be VA Transportation, Mutual Express, Quintero Trucking Corporation, CASS, Central Concrete, and Hodo Foods.
- 3. Communicate the preferred route to the businesses and the truck drivers who serve the businesses as well as their suppliers and contractors as appropriate. This may vary by business, and could include staff meetings, electronic communications, or written brochures and maps. The information will be translated into other languages as needed.
- 4. After a period of time, as determined by the TMP Team (e.g., six months), meet again with the businesses to see if the routing is working. If not, identify issues and make the necessary adjustments, such as a different route or better outreach to drivers.
- 5. Repeat this approach with additional businesses in Years 2 through 5.

#### SCHEDULE

This Strategy is planned to start in Year 1 of TMP implementation and will take approximately one year to implement.



#### Strategy



## UPDATE THE NETWORK OF TRUCK ROUTES AND TRUCK PROHIBITED STREETS

Propose additions or changes to the Truck Routes and Truck Prohibited Street network so that Truck Routes are more effective.

### BACKGROUND

Several streets in the Port and in West Oakland are intended for trucks, who use them regularly, although these streets are not designated Truck Routes. These streets are: West 14th Street, Burma Road, Wake Avenue, Admiral Robert Toney Way, 3rd Street between Market Street and Martin Luther King Jr. Way, and the Frontage Road between 7th Street and West Grand Avenue, which was built by Caltrans as a route for trucks to access I-880. These streets are proposed to become designated Truck Routes. Other streets may also be identified for designation as Truck Routes.

In addition, trucks have been observed using several streets in West Oakland that pass by residences and are not on Truck Routes, even though the same destinations could still be reached by staying primarily on Truck Routes. Such streets are candidates to be added to the Truck Prohibited Street network and may include 7th Street between Union Street and Wood Street, and 28th Street between Peralta Street and Mandela Parkway. Other streets may also be evaluated for designation as Truck Prohibited Streets.

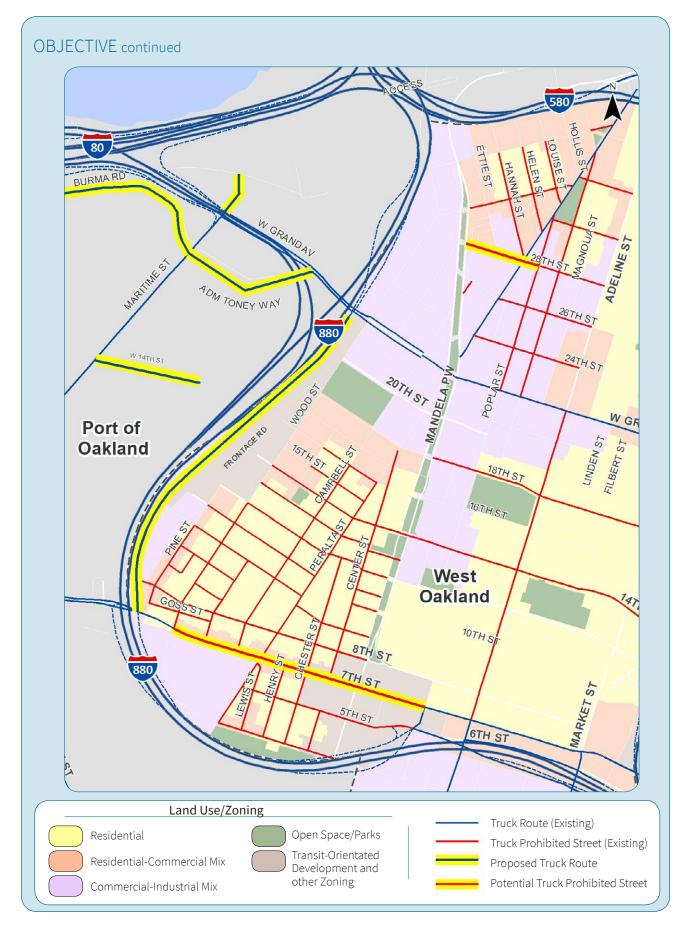
In addition, technical analyses completed for the TMP identified inconsistencies in the Oakland Municipal Code (OMC). For example, Peralta Street between 3rd Street and 16th Street, and between Mandela Parkway and 28th Street, is prohibited to vehicles exceeding four-and-one-half tons, per the OMC. However, the OMC also states that Peralta Street between 12th Street and Emeryville City Limits, which overlaps the sections identified as Prohibited, is a designated Truck Route. Inconsistencies like this will be proposed for correction through changes to the Oakland Municipal Code.

#### OBJECTIVE

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.



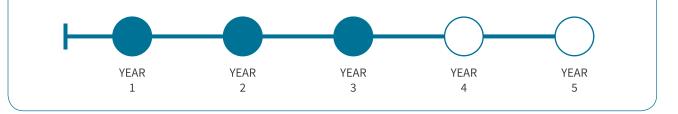
7th St. near BART (left) and 28th St. (middle) should be Truck Prohibited Streets while Frontage Rd. (right) should be a Truck Route.



- 1. The TMP Team including consultants will collaboratively review Oakland Municipal Code Chapter 10.52, the existing Truck Route and Truck Prohibited Streets map, and localized air emissions data to identify proposed changes.
- 2. Engage stakeholders affected by the proposed changes, including local residents and businesses and the truck drivers that support those businesses, as described in Implementation Approach.
- 3. Analyze proposed changes to evaluate expected truck movement resulting from these changes. Verify that the proposed changes are consistent with California Vehicle Code.
- 4. Collect truck counts on streets proposed to be changed in West Oakland, as needed, to collect baseline data.
- 5. Prepare documentation supporting the proposed designations.
- 6. City Council must approve any changes to the Truck Route and Truck Prohibited Street designations.
- 7. Update and make available the Truck Route and Truck Prohibited Streets map, incorporating any changes approved by City Council.
- 8. Communicate the revisions to businesses, to truck drivers, and to the Oakland Police Department (OPD), who is responsible for enforcement.
- 9. Install signs on new Truck Routes or Truck Prohibited Streets as needed.
- 10. Repeat truck counts on streets that were changed to evaluate effectiveness of new routes. If expected changes in truck counts did not occur, conduct additional outreach.

### SCHEDULE

This Strategy is planned to start in Year 1 of TMP implementation and will take approximately three years to implement.





# IMPROVE TRUCK ROUTE SIGNAGE

Provide better signage to help truck drivers identify and stay on Truck Routes.

### BACKGROUND

Standard-size Truck Route signs often are not readily visible along streets in West Oakland. Some signs are not legible due to damage or graffiti whereas others are too small to be easily seen for their intended purpose. Gaps in the Truck Route sign network may confuse truck drivers, especially those who do not drive in the area frequently. Directional signs may also be needed to clarify routes to truck services, such as fueling stations and parking at the Port and Former Oakland Army Base.

Larger signs, graphic signs for limited English proficiency drivers, or different types of signage, such as lane markings or portable changeable message signs (CMS), may be more effective in key locations, such as 7th Street at Union Street and 7th Street at Wood Street.

### OBJECTIVE

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.



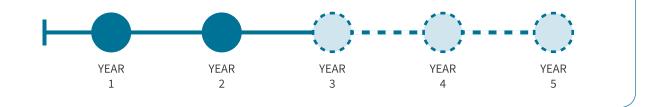
Changeable signs are already being tested by the Port.

Messaging on the street is a possibility.

- 1. The TMP Team including consultants will complete an inventory and a condition assessment of truck-related signs in West Oakland. This inventory shall include Truck Prohibited Street and parking signs, as well as Truck Route signs; the information may be useful for other TMP Strategies. In addition, the TMP Team will gather qualitative information on sign awareness when it meets with businesses as part of Strategy 2.
- 2. The Oakland Department of Transportation (OakDOT) will evaluate the results of the Truck Route sign inventory, locations of truck services, and known problem areas to identify locations where more, larger, or different signs would be helpful. Additionally, the Oakland Municipal Code, the California Vehicle Code, and the California Manual of Uniform Traffic Control Devices that affect signage options will be evaluated.
- 3. The TMP Team will engage stakeholders to optimize proposed improvements. In particular, the TMP Team will gain input from truck drivers so that the improvements enhance the truck drivers' ability to operate efficiently within the designated Truck Routes.
- 4. Prepare a Sign Replacement and Installation Plan. This will be undertaken by a consultant with oversight by the TMP Team.
- Implement the Sign Replacement and Installation Plan. The Port will purchase and install any signs identified for streets in the Port area. OakDOT will oversee the installation of signs in the City area. Sign installation and replacement along city streets is contingent upon receipt of funds as described in the Funding and Resources section of Chapter III Implementation Approach.

#### SCHEDULE

This Strategy is planned to start in Year 1 of TMP implementation and will take approximately two years to undertake Steps 1 through 4. Sign installation and replacement will be phased over several more years to integrate with other TMP Strategies, and is contingent upon receipt of funds as described in the Funding and Resources section of Chapter III Implementation Approach.





## CONDUCT TRAFFIC ENFORCEMENT SPOT-CHECKS

Conduct enforcement spot-checks on non-Truck Routes where trucks are often seen.

### BACKGROUND

Truck drivers are allowed per the Oakland Municipal Code to use non-Truck Route streets, including Prohibited Streets, to reach their destination for loading or unloading. Oakland Police Department (OPD) officers performing spot-checks in key locations along non-Truck Routes where trucks are often seen could reduce misuse of the Truck Route exception.

### OBJECTIVE

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.

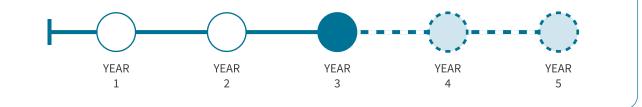


Targeted enforcement may be necessary on some local streets to cut down on the use of these non-Truck Routes.

- 1. The TMP Team including consultants will work collaboratively to identify locations where Truck Route enforcement spot-checks would be most effective. This could be based on truck count data from Strategy 3, periodic stakeholder engagement, or other data.
- 2. Work with OPD to develop the enforcement spot-check process, including duration (e.g., regularly for one week, or off and on for a month), penalties (e.g. ticket/fine or warning), and staff to perform the spot-check.
- 3. OPD will implement the spot-check(s) and provide feedback to the City and the Port on effectiveness.
- 4. Repeat periodically as needed.

### SCHEDULE

This Strategy as an integrated part of the TMP is planned to start in Year 3 of implementation and can be implemented periodically as needed for an additional two years. Ad hoc targeted traffic enforcement is occurring and is expected to continue during Years 1 and 2.



#### Strategy



## **USE URBAN DESIGN TO PROMOTE USE OF TRUCK ROUTES**

Install a pilot project to keep trucks driving on Truck Routes and parking in preferred areas.

#### BACKGROUND

Strategies 2, 3, and 4 will help truck drivers stay on Truck Routes and reduce driving on Prohibited Streets and other streets. Additional measures may be needed to address remaining problem areas. Urban design approaches could be more effective than signs alone that truck drivers may be used to seeing.

#### **OBJECTIVE**

Implement a pilot project to test an urban design strategy at a problem location that remains after Strategies 2, 3, and 4 are implemented. This pilot project could include traffic calming devices, such as 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.







Roundabouts in a residential area

### IMPLEMENTATION STEPS

- 1. After Strategies 2, 3, and 4 have been implemented, the TMP Team including consultants will coordinate with Oakland Department of Transportation (OakDOT), Oakland Police Department (OPD), and stakeholders to determine if an urban design pilot project is needed in West Oakland and if so, will identify potential locations and design concepts.
- 2. If a pilot project is recommended that relates specifically to trucks serving the Port and the OAB, the TMP Team or OakDOT will oversee a consultant preparing the design and cost estimate of the pilot project. Installation of the pilot project would be included in the City's Capital Improvements Program, which has which has an evaluation process for prioritizing capital projects. Additional funding could also be pursued from outside agencies.
- 3. Evaluate the effectiveness using truck counts before and after project implementation and determine whether the project should be repeated in other locations.

#### **SCHEDULE**

This Strategy is planned to start in Year 4 of TMP implementation after implementation of Strategies 2, 3, and 4, and will take approximately two years to implement.



#### Strategy

### IMPROVE TRAINING FOR ISSUING PARKING TICKETS

Improve training for issuing truck and trailer parking tickets in West Oakland to increase compliance with parking regulations.

#### BACKGROUND

In 2016, enforcement of parking regulations became the responsibility of the City's Department of Transportation (OakDOT). OakDOT is currently enforcing parking regulations and issued over 33,000 parking tickets in West Oakland in 2017. However, over 95% of those tickets were issued to cars, and few were issued to trucks and trailers. Approximately 260 tickets were issued for commercial (truck and trailer) parking violations in West Oakland and approximately 450 tickets were issued for commercial parking violations at the Port of Oakland. The low rate of commercial truck ticketing in West Oakland may be due to several factors, including parking regulations that allow widespread truck and trailer parking and difficulty in issuing tickets to trucks and trailers.

#### OBJECTIVE

Provide enhanced training to the OakDOT parking technicians on ticketing illegally parked trucks and trailers, which may create more effective enforcement. It is possible that the number of tickets issued will not increase because several TMP Strategies are intended to improve truck driver understanding of and compliance with parking regulations.

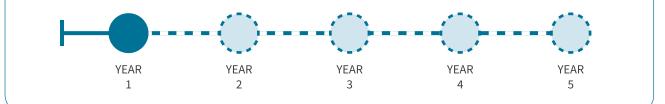


Effective enforcement of parking regulations is required for tickets to be a workable deterrent.

- 1. The TMP Team will work collaboratively with OakDOT and OPD to develop the enhanced training, including content and supporting materials.
- 2. Work with OakDOT to develop a method to clearly identify tickets written for illegally parked trucks or trailers (e.g. adding the word "truck" or "trailer" to the comments section of the ticket).
- 3. Prior to the training, review parking ticket data to provide a baseline of commercial truck tickets, if determined to be necessary.
- 4. OakDOT and OPD will deliver training to relevant City or Port staff. Consider videotaping training sessions so it is easy to train additional staff.
- 5. Approximately six months following the training, the TMP Team will evaluate if there is a change in enforcement compared to the baseline. Obtain OakDOT parking technician feedback on the effectiveness of the training and ticketing efforts. Data from Strategy 8 can also be used to evaluate effectiveness.
- 6. If parking regulations are changed through other TMP Strategies, update the training module to reflect the new regulations, following the process above.

### SCHEDULE

This Strategy is planned to start in Year 1 of TMP implementation and will take approximately one year to implement. Training can be repeated in Years 2 through 5 as needed.



#### Strategy



# CHANGE PARKING REGULATIONS

Change the parking regulations so they are applicable to more streets in West Oakland and are easier to enforce.

#### BACKGROUND

The Oakland Municipal Code (OMC) prohibits commercial trucks and trailers from parking in residential districts; however, the OMC allows trucks and trailers to park in most areas zoned commercial or industrial, including commercial zones that contain residences. Currently, parking restrictions in commercial and industrial areas are established on a block-by-block basis and must have signs installed to be in effect. If signs are missing, the regulations cannot be enforced. Very few blocks in the commercial and industrial areas of West Oakland currently have commercial truck parking restrictions.

### OBJECTIVE

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. Several changes to existing parking regulations are recommended for consideration. These include:

- Restrict truck and trailer parking near residences located in or adjacent to commercial and industrial districts in West Oakland. Trucks are already prohibited from parking in residential zones.
- Prohibit trailers from parking anywhere in West Oakland overnight (e.g., from 7:00 p.m. to 7:00 a.m.).
- Prohibit trucks, with or without trailers, from parking on either side of the street around public parks.



Unattached trailers



Truck and unattached trailer parking next to Raimondi Park

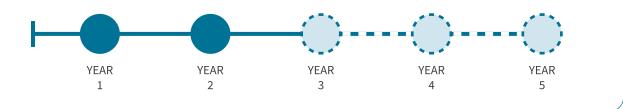


Truck parking is allowed on many streets

- 1. The TMP Team including consultants will collaboratively review truck and trailer parking restrictions in other cities near ports (e.g. Ports of Los Angeles and Stockton) and in other cities preparing Community Action Plans under Assembly Bill 617 (AB617) (such as Wilmington and Long Beach) for additional input on possible changes in parking regulations.
- 2. Develop maps of West Oakland that identify where truck parking is currently allowed and where it may no longer be allowed under proposed changes to truck parking regulations. Engage with stakeholders to obain feedback on proposed changes.
- 3. Identify businesses that could be affected by proposed changes. Conduct direct outreach to these businesses for feedback and help them develop a plan to comply with changes in parking regulations.
- 4. Prepare the text of the proposed parking regulations. As needed, check other City parking regulations for guidance.
- 5. Bring proposed changes to the City Council, who must approve any changes to parking regulations.
- 6. If and when the City Council approves changes to parking regulations, the TMP Team will work collaboratively to communicate the new regulations to businesses and truck drivers in West Oakland and the Port.
- 7. Conduct enforcement training on the new regulations (see Strategy 7). Consider a "grace period" while businesses and enforcement staff adjust to the parking regulation changes.
- 8. Evaluate annual parking ticket data to see if this Strategy needs modification.

### SCHEDULE

This Strategy is planned to start in Year 1 of TMP implementation and will take approximately two years to implement. Annual parking ticket data will be evaluated through year 5.



#### Strategy



# CONSIDER INCREASING TRUCK PARKING FINES

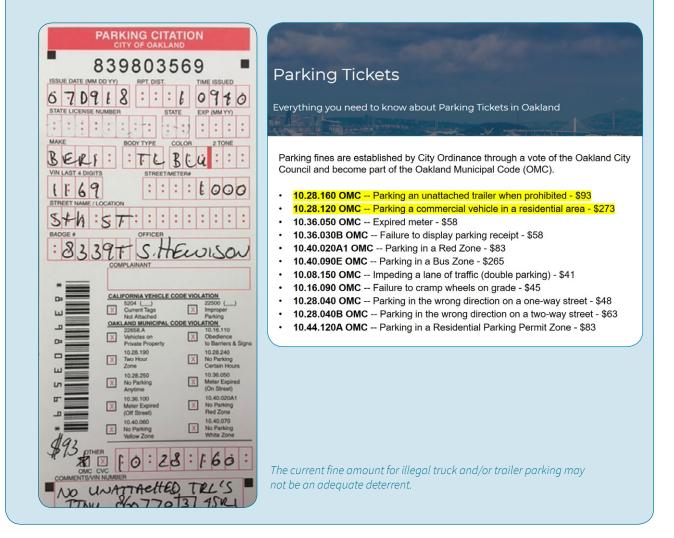
Consider revisions to the City's Master Fee Schedule to increase truck parking fines or other penalties.

#### BACKGROUND

Some truck drivers may be parking trucks or trailers illegally on streets in West Oakland and the Port because the cost of a parking ticket compared to the cost of legal parking in the Port or OAB may not be high enough to deter illegal parking. Increasing parking fines or penalties may induce greater adherence to parking regulations and the use of parking facilities.

### OBJECTIVE

Recommend increases in fines or other penalties for truck or trailer parking violations, if appropriate, to reduce prohibited parking behavior.



- 1. The TMP Team will collaboratively review current Oakland parking fines, cost of publicly available truck parking in the area, and truck parking fines in other cities adjacent to ports for a comparison of parking ticket fines and penalties.
- 2. Determine proposed changes, if any, to parking ticket fines or penalties. Prepare documentation supporting the proposal.
- 3. Obtain stakeholder input, especially from truck drivers, regarding proposed changes to parking ticket fines or penalties.
- 4. Bring proposed changes to the City Council, who must approve changes in parking ticket fines and penalties.
- 5. The TMP Team will collaboratively communicate approved parking fine changes to truck drivers and enforcement staff, in advance of effective dates.

### SCHEDULE

This Strategy is planned to start in Year 2 of TMP implementation and will take approximately one year to implement.





# CONDUCT TARGETED PARKING ENFORCEMENT

Provide targeted enforcement of parking regulations at specific times and locations

### BACKGROUND

Oakland Department of Transportation (OakDOT) provides enforcement of parking regulations in West Oakland. Implementation of TMP Strategies 7 and 8 is expected to reduce prohibited parking behavior. However, illegal truck or trailer parking may still occur in certain locations. Therefore, additional targeted enforcement may be beneficial.

### OBJECTIVE

Provide targeted enforcement of parking regulations at specific times and locations.





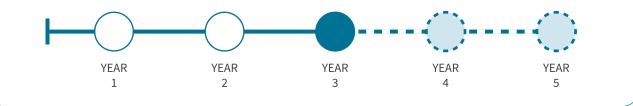


Illegally parked unattached trailers

- 1. The TMP Team will use the annual parking ticket data from Strategies 7 and 8 to identify locations where trucks and trailers continue to regularly park in prohibited areas.
- 2. If determined to be needed, identify one or more locations for targeted parking enforcement.
- 3. Work with the Parking and Mobility division of OakDOT to develop the targeted enforcement approach, including expected duration (e.g. for two weeks).
- 4. The Parking and Mobility division of OakDOT will implement the targeted enforcement.
- 5. Repeat targeted enforcement as determined necessary.

#### SCHEDULE

This Strategy as an integrated part of the TMP is planned to start in Year 3 of implementation after implementation of Strategies 7 and 8. It can be implemented periodically for two additional years. Ad hoc targeted parking enforcement is occurring and is expected to continue during Years 1 and 2.

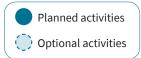


#### TMP APPROVAL

The City of Oakland City Administrator and the Port of Oakland Executive Director will approve this TMP.

#### SCHEDULE

The City and the Port will begin to implement the Strategies in Year 1. The TMP is anticipated to take up to five years to implement, after which time ongoing activities, such as enforcement, will be incorporated into regular operating procedures by the Port and the City. The Strategies that are expected to provide benefits most quickly have been scheduled to start in the first year ("Year 1") after the TMP is approved. The overall schedule, along with ongoing supporting activities, are shown in Figure 3.



STRATEGIES	Year 1	Year 2	Year 3	Year 4	Year 5
1. Improve Safety at Street Intersections Near the Port					
2. Improve Truck Routing					
3. Update the Network Of Truck Routes and Truck Prohibited Streets				0	0
4. Improve Truck Route Signage			$\bigcirc$	$\bigcirc$	$\bigcirc$
5. Conduct Traffic Enforcement Spot-Checks	0	0		$\bigcirc$	$\bigcirc$
6. Use Urban Design to Promote Use of Truck Routes	0	0	0		
7. Improve Training for Issuing Parking Tickets		$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
8. Change Parking Regulations			$\bigcirc$	$\bigcirc$	$\bigcirc$
9. Consider Increasing Truck Parking Fines	0		0	0	0
10. Conduct Targeted Parking Enforcement	0	0		$\bigcirc$	$\bigcirc$
ONGOING IMPLEMENTATION ACTIVITIES					
Ongoing Stakeholder Engagement	+				<b>→</b>
Community & Truck Driver Information Sharing	-				$\rightarrow$
Progress Evaluation	-				<b>→</b>

#### ROLES AND RESPONSIBILITIES

The Port and the City are committed to implementing the TMP Strategies. The City Administrator of the City of Oakland and the Port of Oakland Director of Engineering will be responsible for implementation of the TMP. Each will identify a staff person in his/her department to serve as their 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. The Project Managers and other staff as well as consultants or contractors that support implementation of the TMP are referred to in this document as the "TMP Team."

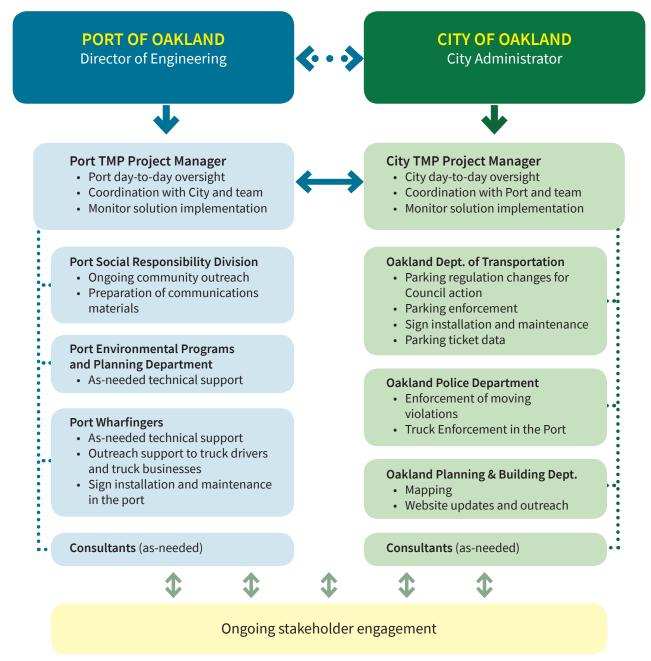


Figure 4: TMP Implementation Roles & Responsibilities

It should be noted that while the City Administrator and Port Director of Engineering have the oversight and management responsibility for the TMP, the authority for several implementation steps lies with other City and Port Departments. In addition, City Council action is needed for all municipal code changes, and the City Council may adopt, modify, or reject the recommendations put forth by City Departments.

#### FUNDING AND RESOURCES

The resources needed to implement the TMP will include City and Port staff time, consultant costs, and direct costs for construction of physical improvements. Estimated staff resources needed are listed below. Staff time will be incorporated into the Port's regular operating budget, and in the case of the City, from its operating budget and Fair Share funding.<sup>1</sup>

- Approximately 1/3 full-time equivalent (FTE) staff for each of the Port and City TMP Project Managers to provide the oversight and coordination. Given the number of Strategies starting in Year 1, the level of effort for the TMP Project Managers may be greater than this for the first two years.
- An additional 1/2 to one FTE for each of the Port and the City for other staff from multiple departments as shown in Figure 4.
- Training for issuing commercial tickets for Oakland DOT parking technicians and OPD staff.
- Targeted parking and Truck Route enforcement activities by OakDOT and OPD.

Funding will be required for consultants and direct construction and implementation costs. The Port and the City, along with City OAB developers, will be jointly funding Fair Share mitigation measures<sup>2</sup>, including the TMP. The Port and City are in the process of developing this Fair Share funding program. A portion of this funding will be available in Year 1 of TMP implementation with additional Fair Share funds 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 projects and actions directly related to impacts from trucks serving the Port and OAB. Therefore, other capital improvements identified through TMP Strategy implementation would be processed through the CIP or with additional funding sought from outside agencies.

<sup>1</sup> The SCA/MMRP designates several mitigation measures, including the TMP, as "fair share" mitigation measures to be funded and implemented jointly by the Port, the City, and developers.

<sup>2</sup> See Footnote 1

#### REPORTING PROGRESS

The TMP includes an approach to evaluate the effectiveness of each Strategy. The primary measures are truck counts on specific streets and annual parking ticket data. Figure 5 provides more detail on how the TMP Team will evaluate Strategy success. The Strategies have been designed so that their successful implementation will achieve the TMP goals as described in the Introduction. The TMP Team will provide updates on Strategy implementation and the results of the effectiveness measures in an annual report. This annual report will be completed each year for five years and will be provided to stakeholders in multiple formats as appropriate.

Effectiveness Measures	Desired Outcomes			
Strategy 1: Improve Safety at Street Intersections near the Port				
<ul> <li>Collision data, from existing sources such as CHP SWITRS and OakDOT High Injury Network, including number and severity of collisions, at these intersections prior to and after improvements.</li> <li>Data prior to improvements will consist of the average of the last five years for which data is available.</li> <li>Annual data will be collected after improvements have been made. The annual average will be determined for up to five years.</li> </ul>	<ul> <li>Improvements are implemented.</li> <li>Pedestrians and bicyclists are more visible to drivers.</li> <li>Average annual collision data will remain constant or decrease. Due to anticipated development near these intersections, the number of pedestrians and bicyclists at these intersections is expected to increase, which would increase the potential for collisions. As feasible, the annual average collision data will be compared to changes in the number of pedestrians and bicyclists, if that data is available.</li> <li>Additional measures may be recommended that are outside the scope of this TMP.</li> </ul>			
Strategy 2: Improve Truck Routing				
<ul> <li>Number of businesses engaged.</li> <li>Truck count data on streets near the businesses engaged, before and after the new routes are implemented.</li> <li>Truck count data will be collected from streets that businesses are currently using and from the streets that are targeted for use.</li> <li>Results of follow-up interviews or surveys with businesses after approximately 6 months.</li> </ul>	<ul> <li>Truck counts decrease on streets targeted for reduced truck use and increase on streets identified for truck routing.</li> <li>Follow-up interviews or surveys indicate that new routes are understood and being followed.</li> <li>If not successful, revisions to routing and/or additional outreach may be recommended.</li> </ul>			
Strategy 3: Update the Network of Truck Routes and	Truck Prohibited Streets			
<ul> <li>Changes to network proposed.</li> <li>Changes to network approved by City Council.</li> <li>Truck counts on streets proposed to become Truck Routes or Truck Prohibited Streets, before and after they are changed.</li> <li>Counts may be repeated annually after changes are in place through Year 5, if determined to be needed.</li> <li>Counts may include type of vehicle and time of day.</li> </ul>	<ul> <li>Decrease in number of trucks on new Truck Prohibited Streets.</li> <li>Increase in number of trucks on new Truck Routes.</li> <li>If not successful, additional outreach to truck drivers and truck businesses, additional signage, or other measures may be recommended.</li> </ul>			

Figure 5: Measures to Report Progress

6 Effectiveness Measures	Desired Outcomes
Strategy 4: Improve Truck Route Signage	
<ul> <li>Completion of sign inventory, including number, type, and condition.</li> <li>Completion of Sign Replacement and Installation Plan.</li> <li>Plan Implementation annual progress report for Years 2-5, including number of new or replacement signs installed over past year.</li> </ul>	<ul> <li>Completion and implementation of Sign Replacement and Installation Plan.</li> <li>Success of improved signage is part of Strategy 3 evaluation.</li> </ul>
Strategy 5: Conduct Traffic Enforcement Spot-Checks	5
<ul> <li>If determined to be needed, number of completed traffic enforcement spot-checks and number of days performed.</li> <li>Number of warnings and/or tickets issued.</li> <li>Truck counts on targeted streets before and after spot-checks.</li> </ul>	<ul> <li>Completion of traffic enforcement spot-checks.</li> <li>Decrease in truck counts on targeted streets.</li> <li>If not successful, additional targeted enforcement measures may be recommended.</li> </ul>
Strategy 6: Use Urban Design to Promote Use of Truc	k Routes
<ul> <li>If determined to be needed, number and type of projects completed.</li> <li>Truck counts before and after urban design project completed.</li> </ul>	<ul> <li>Decrease in truck counts on targeted streets.</li> <li>If pilot project(s) are not successful, this strategy will require re-evaluation as an effective tool to increase use of Truck Routes.</li> </ul>
Strategy 7: Improve Training for Issuing Parking Tick	ets
<ul><li>Number of trainings completed.</li><li>Number of staff and type of staff trained.</li><li>Annual parking ticket data (see Strategy 8).</li></ul>	• See Strategy 8.
Strategy 8: Change Parking Regulations	
<ul> <li>Parking regulation changes proposed.</li> <li>Parking regulation changes approved by City Council.</li> <li>Annual number of tickets issued by violation type.</li> </ul>	<ul> <li>Annual parking ticket data will be compared to the prior year and to the baseline 2017 parking ticket data.</li> <li>Success will be difficult to determine based on parking ticket data. Parking tickets may increase due to improved performance and/or changed parking regulations that take time for truck drivers to adjust to. On the other hand, parking tickets may decrease due to improved truck driver outreach.</li> <li>Any changes to parking strategies would be identified as trends in ticket data are evaluated.</li> </ul>
Strategy 9: Consider Increasing Truck Parking Fines	
<ul> <li>Changes to fines proposed, if recommended based on analysis identified in Implementation Steps for this Strategy.</li> <li>Changes to fines approved by City Council.</li> <li>Annual parking ticket data for violations associated with changed fines (see Strategy 8).</li> </ul>	• See Strategy 8.

Effectiveness Measures	Desired Outcomes
Strategy 10: Conduct Targeted Parking Enforcement	
<ul> <li>Number of completed parking enforcement spot- checks and number of days performed.</li> </ul>	• See Strategy 8.
<ul> <li>Annual number of tickets issued by violation type (see Strategy 8); in particular, ticket data from the period following targeted enforcement.</li> </ul>	

Figure 5: Measures to Report Progress

#### ONGOING STAKEHOLDER ENGAGEMENT

The City and the Port will provide ongoing opportunities for stakeholder input and to keep stakeholders informed of progress on TMP Implementation. This stakeholder engagement will occur on three levels as described below and shown in Figure 6. The TMP Team will conduct all outreach consistent with the TMP Public Engagement Plan.

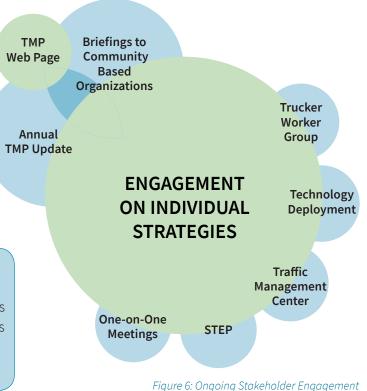


#### Engagement with key stakeholders on individual Strategies

will be done 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. This engagement with key stakeholders on individual Strategies will vary from Strategy to Strategy and could occur in several ways, including focused meetings, subject-specific work sessions, emails, surveys/

questionnaires, and other outreach methods. An example of key stakeholders to be engaged on an individual Strategy would be businesses, chassis companies, truck drivers, and neighborhood group representatives for Strategy 8: Change the Parking Regulations. Another example would be outreach to truck drivers regarding Strategy 4: Improving Truck Route Signage. As needed, the engagement approach for each Strategy will be reviewed and revised during briefings described below.

The TMP Team will structure ongoing stakeholder engagement around individual Strategies, using existing outreach tools such as the Trucker Work Group, and providing updates in several ways, such as periodic briefings to community groups.



**Periodic briefings to key Community Based Organizations (CBOs)** will provide interim updates on the TMP as Strategies are implemented. Representatives from the TMP Team, on an approximately quarterly basis, will attend a West Oakland Community Advisory Group (WOCAG) meeting and a West Oakland Business Alert (Biz Alert) meeting to provide a short status briefing and receive imput and feedback from participants. The TMP Team can attend other CBOs as requested. 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 engagement and to provide touchpoints between the annual TMP reports.

Outreach on TMP implementation as a whole will be done through several means, including preparation of an annual report and regular updates on the City's TMP webpage. The annual report will include the implementation activities completed over the past year; results of analysis of the effectiveness of Strategies; an outline of planned implementation activities for the upcoming year; and issues encountered and recommendations, if any, for improving Strategies. The annual report will be distributed electronically to the TMP email distribution list, posted on the City TMP webpage, and available in printed form. The TMP Team will use OAK 311<sup>3</sup> as a key tool to provide a proactive feedback loop for the community and to measure people's experience of TMP implementation. During Year 1 of TMP implementation, the TMP Team will work with OAK 311 to provide guidance on how to process truck related requests and to understand how the OAK 311 data can be used. Also during Year 1, the TMP Team will reach out to stakeholders with information on how to use OAK 311 through measures such as fliers in community centers and other public places, inserts in the Councilmember's newsletter, and articles in the Oakland Post. In addition, the TMP team will use the City's TMP webpage to provide general information about the implementation of the TMP, including previous copies of annual reports, resources such as an updated Truck Route map, how to use OAK 311 to report problems, TMP contact information, language accessibility services, and other pertinent information.

Stakeholders identified **ongoing and increased outreach to truck drivers** as a high priority. 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. The TMP Team will continue to use the numerous existing and upcoming tools such as technology deployment, changeable message signs, fiber optic communication network, the Traffic Management Center, the Port's Trucker Work Group, and the Port's Secure Truck Enrollment Program to reach truck drivers. The TMP Team may also use the "low-tech" method of meeting truck drivers "on their turf" at location such as terminal gate queues in the early morning, truck parking lots and fueling stations, and local lunch spots to continue to obtain their input and educate them about TMP implementation.

<sup>3</sup> OAK 311 is a telephone number and website that connects the public to trained City of Oakland representatives who help with requests for non-emergency city services and information.

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Numerous people from the Port of Oakland, the City of Oakland, and consultant firms authored or contributed to the West Oakland Truck Management Plan, from technical analysis and public outreach to editing and graphics. These people are listed below in alphabetical order, by organization. Primary authors are shown in bold text.

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# APPENDICES

Electronic copies of the appendices are available at the following link: *www.oaklandca.gov/topics/west-oakland-truck-management-plan* 

- A. Truck Parking Technical Memorandum
- B. Truck Movement and Safety Technical Memorandum
- C. Signs and Communication Technical Memorandum
- D. Enforcement of Parking Regulations and Truck Routes Technical Memorandum
- E. Truck Background
- F. Public Engagement Program
- G. Stakeholder Comments Spreadsheet
- H. Strategy Development Process
- I. Response to Comments on Draft TMP