

West  
Oakland

# TRUCK MANAGEMENT PLAN

**DRAFT**

PLAN for PUBLIC REVIEW

November 16, 2018  
to  
January 4, 2019



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

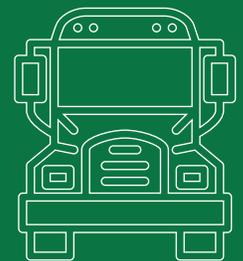


CITY OF  
**OAKLAND**



**PORT OF OAKLAND**

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





The Port of Oakland (Port) and the City of Oakland (City) are inviting public comments on the **Draft West Oakland Truck Management Plan (“Draft TMP”)**

designed to reduce the effects of transport trucks on local streets in West Oakland. The Draft TMP is the result of a joint planning effort undertaken by the Port and the City over the past year with substantial input from West Oakland residential and business communities.

Your comments are important to help us complete the final version of the TMP.

**The comment period for the Draft TMP begins on Friday, November 16, 2018 and ends on Friday January 4, 2019.**

Comments are preferred in writing, and may be sent by email or by US Postal Service to either:

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In addition, comments may be provided over the phone, by calling Ms. Gardner at (510) 627-1181 or Ms. McGowan at (510) 238-3588.

The Draft TMP is available electronically on the City’s website at [www.oaklandca.gov/topics/west-oakland-truck-management-plan](http://www.oaklandca.gov/topics/west-oakland-truck-management-plan)

Printed copies of the Draft TMP are available at the following locations in Oakland:

- Port of Oakland, Environmental Programs & Planning Division, 530 Water Street, Second Floor
- City of Oakland Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 3315
- Oakland Public Library, West Oakland Branch, 1801 Adeline Street
- Oakland Public Library, Asian Branch, 388 9th Street #190
- Oakland Public Library Central Library, 125 14th Street
- African American Museum and Library at Oakland, 659 14th Street
- West Oakland Senior Center, 1724 Adeline Street

Translation services for limited English proficient (LEP) persons will be provided upon request; please contact the Port of Oakland, Environmental Programs & Planning, at (510) 627-1181, or email Ms. Andrea Gardner at [agardner@portoakland.com](mailto:agardner@portoakland.com).

Para información en Español, llame al 510-627-1135.  
**中文聯絡電話 510-627-1135.**

# 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:

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

These strategies are designed and organized to start by addressing large areas of West Oakland and creating noticeable changes early in the five-year implementation process. Subsequent strategies will focus on remaining problem areas later in the implementation process.



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APPENDICES

*Appendices can be found online at the City of Oakland’s TMP webpage:  
[www.oaklandca.gov/topics/west-oakland-truck-management-plan](http://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. 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: Oakland Army Base Site Plan

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 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 near 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



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.



<sup>2</sup> 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.

<sup>3</sup> 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 shipping container on top of a truck trailer*

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



*A bare chassis, one type of unattached trailer*

**TMP Team** will consist of the City and Port implementation leads and other City and Port staff and consultants that will regularly support implementation of the TMP. More detail is provided in the Implementation Approach chapter.



The TMP document includes several acronyms, as defined below:

- **BART** – Bay Area Rapid Transit Authority
- **City** – City of Oakland
- **CMS** – Changeable Message Signs
- **OAB** – Oakland Army Base
- **OakDOT** – 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 Department
- **TMP** – West Oakland Truck Management Plan, may also be referred to as the Plan
- **WOCAG** – West Oakland Community Advisory Group

## II. TRUCK MANAGEMENT STRATEGIES

The Port and the City followed a methodical process, incorporating 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 the Introduction chapter of this Plan. Each strategy has a defined objective, background information, and a list of key implementation steps. Other information about implementation, such as roles and responsibilities and funding, can be found in the Implementation Approach chapter. As described in the Implementation Approach, the TMP Team will be responsible for TMP implementation.

The ten strategies fit together in three distinct groups.

GROUP	STRATEGIES	OBJECTIVE
<b>Strategy Focused on Safety near Freeway Access</b>	Strategy 1 (Improve Safety at Street Intersections near the Port)	Address safety concerns at key intersections on Truck Routes near the Port
<b>Strategies Related to Truck Movement</b>	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
<b>Strategies Related to Truck and Trailer Parking</b>	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

During the public engagement process, stakeholders raised issues and concerns that relate to topics outside the scope of the TMP as described in the Introduction chapter. 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.

## 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, 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 St. at 3rd Street*



*Union St. at 5th Street*



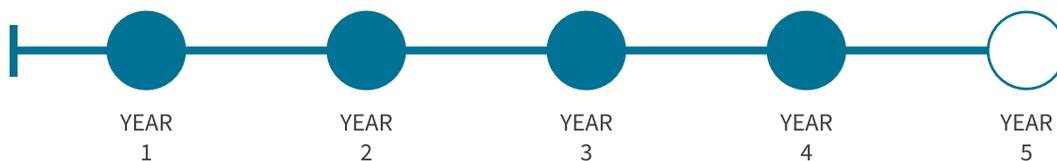
*Adeline St. at 5th Street*

## IMPLEMENTATION STEPS

1. The TMP Team will work with the City Planning and Building Department to understand the scope of proposed developments near these intersections to encourage safety improvements. Typically, developers implement improvements to the streets and sidewalks adjacent to development projects. The City will provide assistance on the designs of safety improvements to confirm that they appropriately address pedestrian and bicycle safety while maintaining requirements for truck movement.
2. For the intersections listed in the Strategy 1 Background that are not addressed as part of development projects, the Oakland Department of Transportation (OakDOT) will design and construct appropriate safety improvements.

## SCHEDULE

Coordination with the City Planning and Building Department is planned for Year 1 of TMP implementation. Improvements done by developers would be completed on the developer's schedule and are not under the jurisdiction of the TMP. Oakland DOT staff would begin design work for intersections not addressed by private development projects in Year 2; these improvements are expected to take approximately two years to implement.



Strategy

# 2

## 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 Prohibited Streets, when it is necessary to reach a destination for loading or unloading or to access to 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.

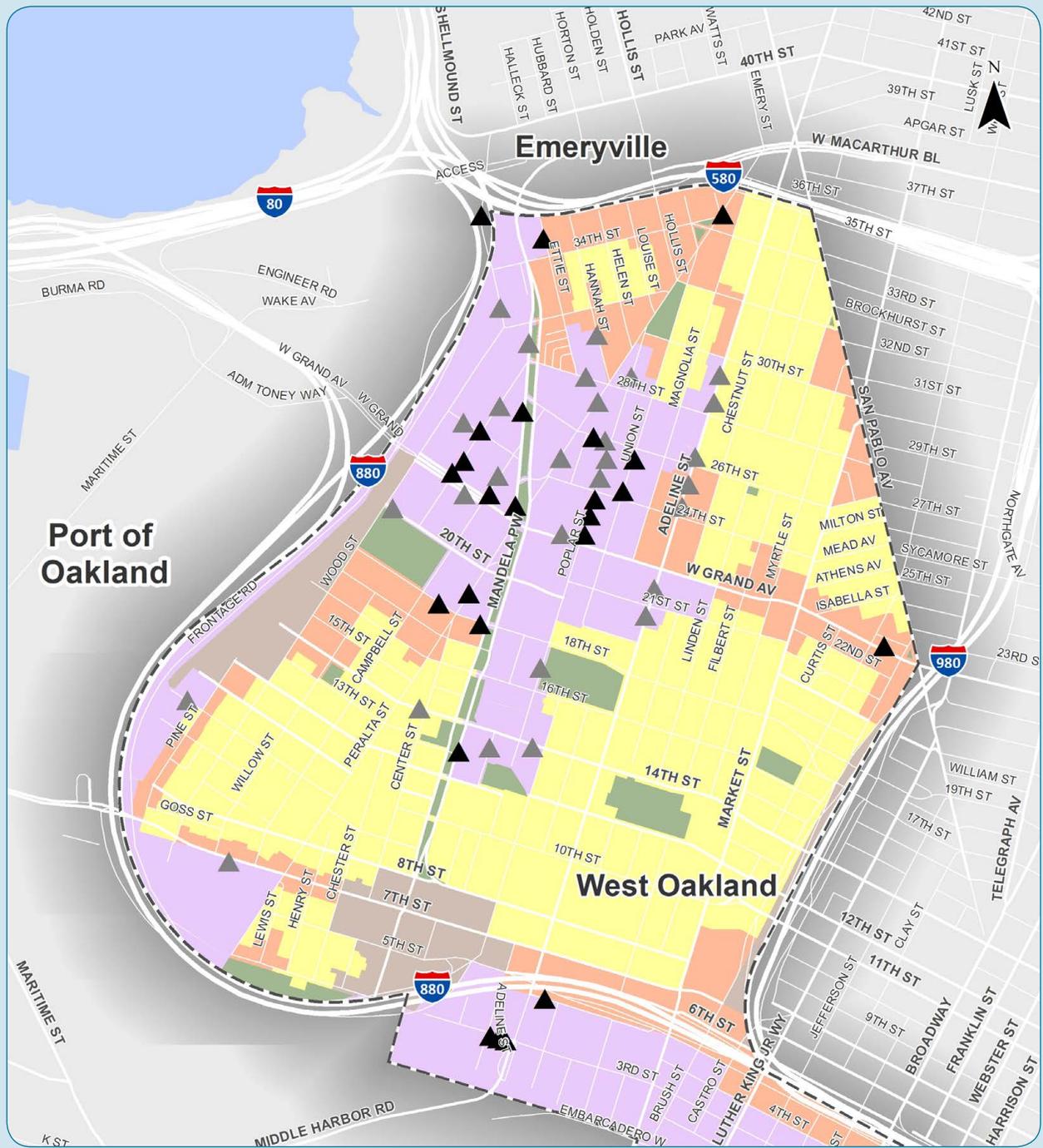


*Truck on non-truck route street*



*Truck driving on local street*

OBJECTIVE continued



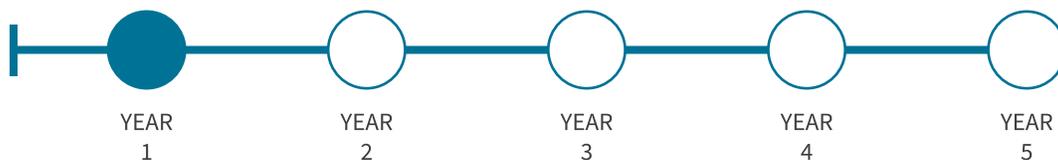
- ▲ Port-Focused Truck-Oriented Businesses
- ▲ Other Truck-Oriented Businesses

## IMPLEMENTATION STEPS

1. The TMP Team will collaboratively identify truck-oriented businesses located in areas that are near residences, that are further away from Truck Routes, or that use many trucks. 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 six that are interested in engaging in this strategy. Meet with these businesses to map out the preferred route for each.
3. Use the West Oakland Community Advisory Group (WOCAG) as a forum for stakeholder input and review of the proposed preferred routes.<sup>1</sup>
4. Communicate the preferred route to the businesses and the truck drivers who serve the businesses. 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.
5. 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.
6. If successful, this approach can then be implemented with additional businesses.

## SCHEDULE

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



<sup>1</sup> As described in the Implementation Approach chapter, WOCAG will be the primary forum for ongoing stakeholder engagement in the TMP.

## 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, Engineer Road, 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.

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 Prohibited Street network and may include 7th Street between Union Street and Wood Street; and 28th Street between Peralta Street and Mandela Parkway.

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 Prohibited Streets and resolve or correct OMC inconsistencies.



*7th St. near BART (left) and 28th St. (middle) should be prohibited streets while Frontage Rd. (right) should be a truck route.*

OBJECTIVE continued

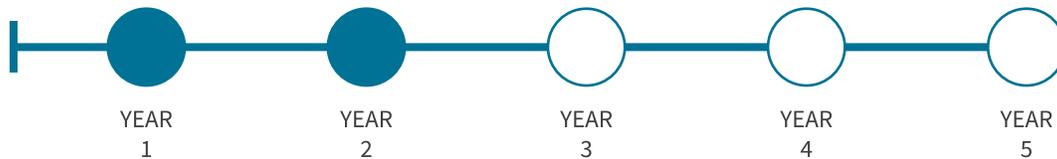


## IMPLEMENTATION STEPS

1. The TMP Team will collaboratively review Oakland Municipal Code Chapter 10.52 and the existing Truck Route and Truck Prohibited Streets map and identify inconsistencies.
2. Use the West Oakland Community Advisory Group (WOCAG) as a forum for input from stakeholders affected by the proposed changes, including local residents and businesses and the truck drivers that support those businesses.
3. The City will prepare documentation supporting the proposed designations. Verify that the proposed changes are consistent with California Vehicle Code.
4. City Council must approve any changes to the Truck Route and Truck Prohibited Street designations.
5. Update and make available the Truck Route and Truck Prohibited Streets map, incorporating any changes approved by City Council.
6. Communicate the revisions to businesses, to truck drivers, and to the Oakland Police Department (OPD), who is responsible for enforcement.
7. The City will add signs on new Truck Route or Truck Prohibited Streets as needed.

## SCHEDULE

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



Strategy

4

## 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 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.



*Far left: Damaged signs are a common problem in the TMP.*

*Left: Simple, bright and clear signs may be an option.*



*Changeable signs are already being tested by the Port*



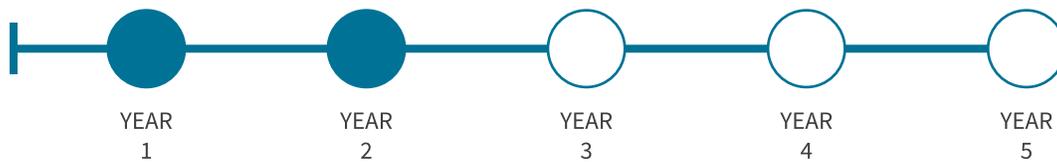
*Messaging on the street is a possibility*

## IMPLEMENTATION STEPS

1. The TMP Team will complete an inventory and a condition assessment of truck-related signs in West Oakland. This inventory shall include Prohibited Street and parking signs, as well as Truck Route signs; the information may be useful for other TMP strategies.
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. OakDOT will also determine whether there are requirements in the Oakland Municipal Code, the California Vehicle Code, or the California Manual of Uniform Traffic Control Devices that affect signage options.
3. The TMP Team will use the West Oakland Community Advisory Group (WOCAG)<sup>1</sup> as a forum for stakeholder input, 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. OakDOT will finalize the plan for sign improvements and truck service directional signs on streets in West Oakland and will purchase and install the signs.
5. The Port will purchase and install any signs identified for streets in the Port area.

## SCHEDULE

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



<sup>1</sup> As described in the Implementation Approach chapter, WOCAG will be the primary forum for ongoing stakeholder engagement in the TMP.

Strategy

5

## 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.



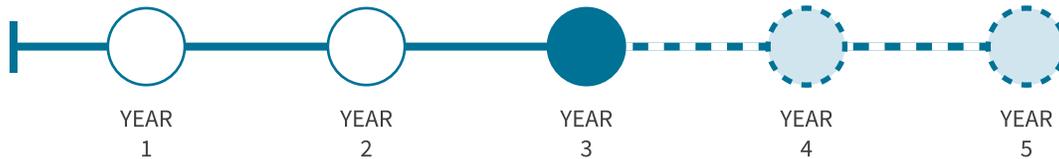
*Targeted enforcement may be necessary on some local streets to cut down on the use of these non-truck routes.*

## IMPLEMENTATION STEPS

1. The TMP Team will work collaboratively to identify locations where Truck Route enforcement spot-checks would be most effective. This could be based on traffic-count data, stakeholder observations, 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 is planned to start in Year 3 of TMP implementation and can be implemented periodically as needed for an additional two years.



Strategy

6

## USE URBAN DESIGN TO PROMOTE USE OF TRUCK ROUTES

Install a design 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, or other options.



Urban art over 7th St. as a visual deterrent



Speed bumps in a residential area



Roundabouts in a residential area

### IMPLEMENTATION STEPS

1. The TMP Team will identify potential location(s) for an urban design pilot project and prepare a project plan. Coordination with Oakland Police Department (OPD) and Oakland Department of Transportation (OakDOT) will be required.
2. OakDOT will implement the pilot project in West Oakland. If a pilot project is proposed in the Port area, it will be implemented by the Port.
3. Evaluate the effectiveness and 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

# 7

## 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.



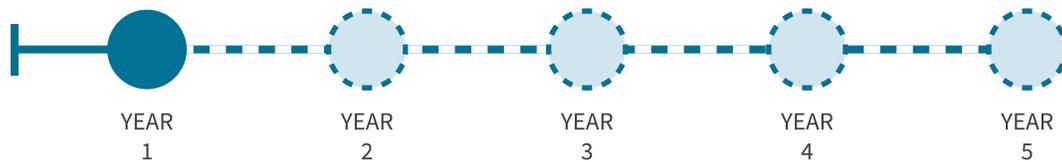
*Effective enforcement of parking regulations is required for tickets to be a workable deterrent.*

## IMPLEMENTATION STEPS

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.
6. If parking regulations are changed through other TMP strategies, update the training module for 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.



## 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*



*Unattended truck and trailer parking next to Raimondi Park*



*Truck Parking is allowed on many streets.*

## IMPLEMENTATION STEPS

1. The TMP Team 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.
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. Oakland Department of Transportation (OakDOT) will 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 training on the new regulations (see Strategy 7). Consider a “grace period” while businesses and enforcement staff adjust to the parking regulation changes.

## SCHEDULE

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



## 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.

**PARKING CITATION**  
CITY OF OAKLAND

839803569

ISSUE DATE (MM DD YY): 070918 RPT. DIST.: TIME ISSUED: 10910

STATE LICENSE NUMBER: STATE: EXP. (MM YY):

MAKE: BERL BODY TYPE: TRC COLOR: BLU 2 TONE:

VIN LAST 4 DIGITS: 1169 STREET/METER#: 1000

STREET NAME / LOCATION: STH ST

BADGE #: 8339T OFFICER: S. HEWISON

COMPLAINANT:

**CALIFORNIA VEHICLE CODE VIOLATION**

<input checked="" type="checkbox"/> 5204 ( ) Current Tags Not Attached	<input checked="" type="checkbox"/> 22500 ( ) Improper Parking
--	--

**OAKLAND MUNICIPAL CODE VIOLATION**

<input checked="" type="checkbox"/> 22658 A Vehicles on Private Property	<input checked="" type="checkbox"/> 10.16.110 Obedience to Barriers & Signs
<input checked="" type="checkbox"/> 10.28.190 Two Hour Zone	<input checked="" type="checkbox"/> 10.28.240 No Parking Certain Hours
<input checked="" type="checkbox"/> 10.28.250 No Parking Anytime	<input checked="" type="checkbox"/> 10.36.050 Meter Expired (On Street)
<input checked="" type="checkbox"/> 10.36.100 Meter Expired (Off Street)	<input checked="" type="checkbox"/> 10.40.020A1 No Parking Red Zone
<input checked="" type="checkbox"/> 10.40.060 No Parking Yellow Zone	<input checked="" type="checkbox"/> 10.40.070 No Parking White Zone

OTHER:  OMC CVC:

COMMENTS-VIN NUMBER: NO UNATTACHED TRLS TRAILER # 8677013715R1

### Parking Tickets

Everything you need to know about Parking Tickets in Oakland

Parking fines are established by City Ordinance through a vote of the Oakland City Council and become part of the Oakland Municipal Code (OMC).

- **10.28.160 OMC** -- Parking an unattached trailer when prohibited - \$93
- **10.28.120 OMC** -- Parking a commercial vehicle in a residential area - \$273
- **10.36.050 OMC** -- Expired meter - \$58
- **10.36.030B OMC** -- Failure to display parking receipt - \$58
- **10.40.020A1 OMC** -- Parking in a Red Zone - \$83
- **10.40.090E OMC** -- Parking in a Bus Zone - \$265
- **10.08.150 OMC** -- Impeding a lane of traffic (double parking) - \$41
- **10.16.090 OMC** -- Failure to cramp wheels on grade - \$45
- **10.28.040 OMC** -- Parking in the wrong direction on a one-way street - \$48
- **10.28.040B OMC** -- Parking in the wrong direction on a two-way street - \$63
- **10.44.120A OMC** -- Parking in a Residential Parking Permit Zone - \$83

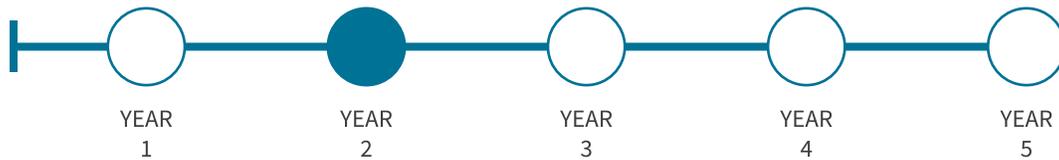
*The current fine amount for illegal truck and/or trailer parking may not be an adequate deterrent.*

## IMPLEMENTATION STEPS

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. Use the West Oakland Community Advisory Group (WOCAG) as a forum for stakeholder input, especially from truck drivers, and for review and input on proposed changes to parking ticket fines or penalties.<sup>1</sup>
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.



<sup>1</sup> As described in the Implementation Approach chapter, WOCAG will be the primary forum for ongoing stakeholder engagement in the TMP.

Strategy

# 10

## CONDUCT TARGETED PARKING ENFORCEMENT

Provide targeted enforcement of parking regulations at specific times and locations

### BACKGROUND

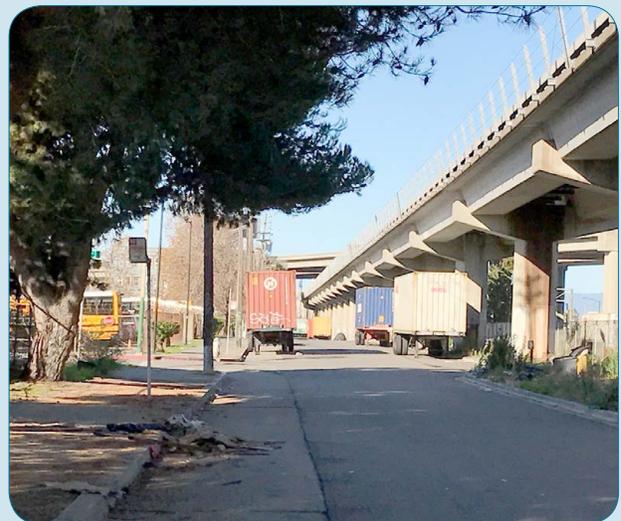
Oakland Department of Transportation (OakDOT) provides enforcement of parking regulations in West Oakland. Implementation of TMP Strategies 7 and 8 are expected to reduce prohibited parking behavior. However, illegal truck or trailer parking may still occur in certain locations. Therefore, additional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

### OBJECTIVE

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



*Truck parked illegally*



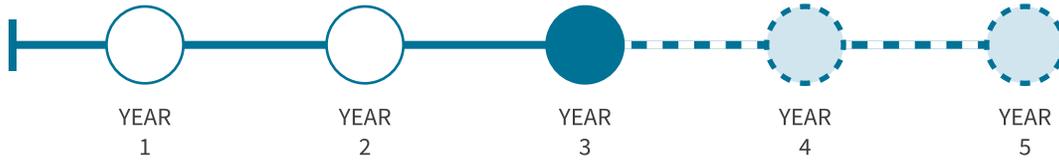
*Illegally parked truck trailers*

## IMPLEMENTATION STEPS

1. The TMP Team will collaboratively conduct a parking study, if needed, after Strategies 7 and 8 have been implemented 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 OakDOT to develop the targeted enforcement approach, including expected duration (e.g. for two weeks).
4. OakDOT will implement the targeted enforcement.
5. Repeat targeted enforcement as determined necessary.

## SCHEDULE

This strategy is planned to start in Year 3 of TMP implementation after implementation of Strategies 7 and 8, and can be implemented periodically for two additional years.



# III. IMPLEMENTATION APPROACH

## TMP APPROVAL

After public review of the Draft TMP, the City and the Port will prepare the Final TMP. The City of Oakland Administrator and the Port of Oakland Chief Engineer have the authority to approve the Final TMP.

## SCHEDULE

Once the Final TMP has been approved, the City and the Port will begin to implement the strategies. 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.

 Planned activities  
 Optional activities

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	●	●	○	○	○
4. Improve Truck Route Signage	●	●	●	○	○
5. Conduct Traffic Enforcement Spot-Checks	○	○	●	○	○
6. Use Urban Design to Promote Use of Truck Routes	○	○	○	●	●
7. Improve Training for Issuing Parking Tickets	●	○	○	○	○
8. Change Parking Regulations	●	●	○	○	○
9. Consider Increasing Truck Parking Fines	○	●	○	○	○
10. Conduct Targeted Parking Enforcement	○	○	●	○	○
ONGOING IMPLEMENTATION ACTIVITIES					
Ongoing Engagement through WOCAG	←————→				
Community & Truck Driver Information Sharing	←————→				
Progress Evaluation	←————→				

Figure 3: Schedule

## ROLES AND RESPONSIBILITIES

The Port and the City are committed to implementing the TMP strategies. Because the TMP has been created to comply with a mitigation measure in the SCA/MMRP, the Director of the City of Oakland Planning and Building Department (PBD) and the Director of the Port of Oakland Environmental Programs & Planning (EPP) will retain responsibility for implementation of the TMP. Each director will identify a staff person in his/her department to serve as their lead person for implementation. The TMP Implementation Leads 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 implementation leads and other staff that regularly support the TMP are referred to in this document as the “TMP Team.”

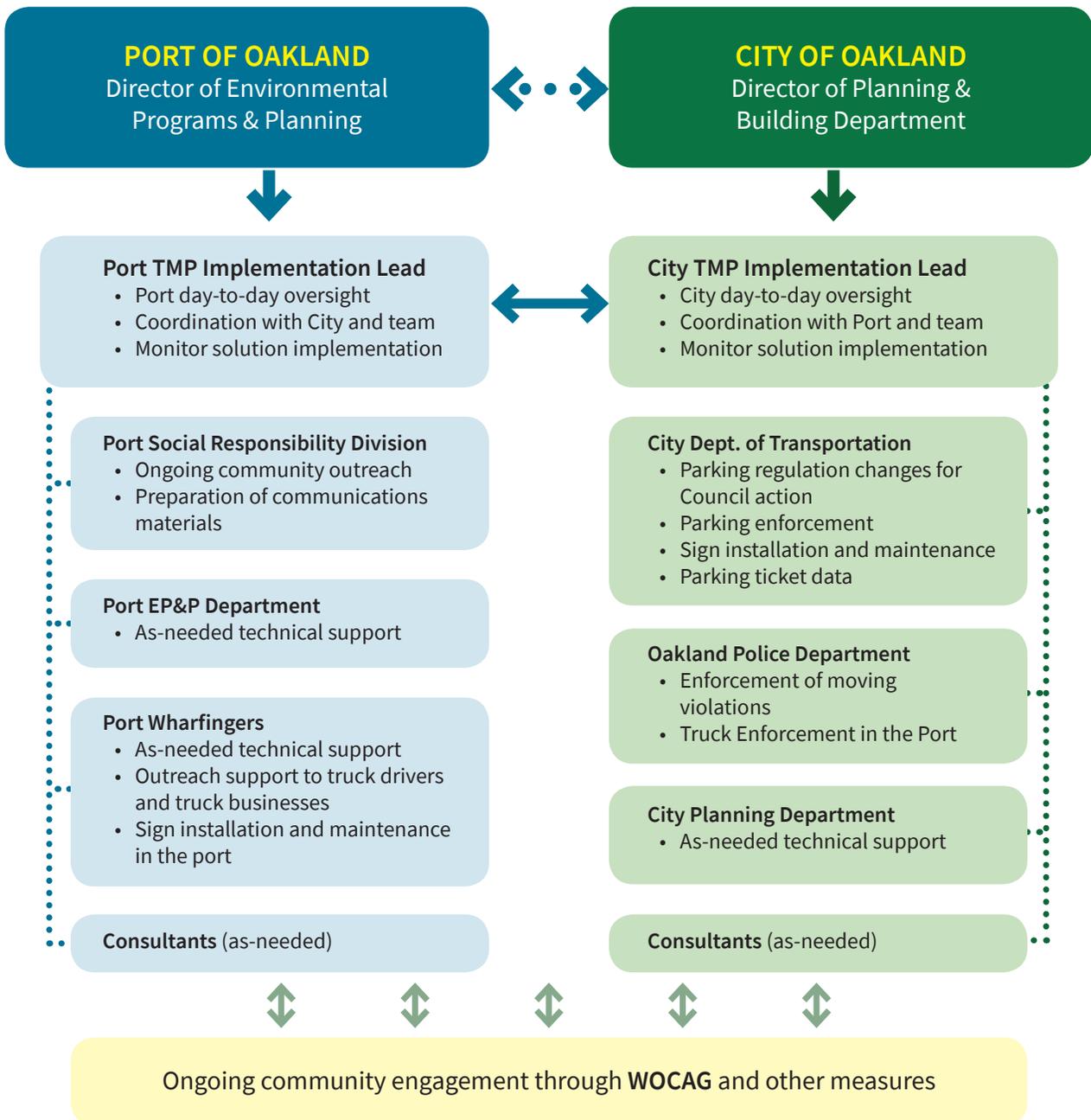


Figure 4: TMP Implementation Roles & Responsibilities

It should be noted that while the PBD and EPP have the oversight and management responsibility for the TMP, the authority for several implementation steps lies with other City and Port Departments. In addition, some implementation steps will require City Council action.

## 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 would be incorporated into the Port's regular operating budget, and in the case of the City, from its operating budget and fair share funding.

- Approximately 1/3 full-time equivalent (FTE) staff for each of the Port and City TMP Implementation Leads to provide the oversight and coordination. Given the number of strategies starting in Year 1, the level of effort for the TMP Implementation Leads may be greater than this for the first two years.
- An additional 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, including the TMP<sup>1</sup>. Fair share funding used for the TMP can only be applied to strategies directly related to impacts from trucks serving the Port and OAB. The City would fund from other sources the portion of the strategies that address the impacts from trucks serving other industrial businesses and truck-intensive uses in West Oakland.

## REPORTING PROGRESS

The TMP Team will document annually the activities and strategies undertaken over the prior year, as well as the results of any evaluation studies completed for individual TMP strategies. This annual documentation will be completed each year for five years and will be provided to stakeholders in multiple formats, such as hard copies at libraries and community centers and electronically on the TMP web page.

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<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.

## ONGOING STAKEHOLDER COORDINATION

The City and the Port will provide ongoing opportunities for stakeholder input and to keep stakeholders informed of progress on TMP implementation. Key coordination activities are described in this section.

**Truck Driver Outreach.** Stakeholders identified ongoing and increased outreach with truck drivers as a high priority. Rather than create a new communication tool, the TMP Team will use the numerous existing and upcoming tools, including technology deployment such as changeable message signs, fiber communication network, and traffic management center, to connect with truck drivers, obtain their input, and educate them about TMP implementation. Strategies 2, 3, 4, 8, and 9 include outreach to truck drivers for specific implementation activities. These strategies may result in materials such as an updated Truck Route map that will be made widely available to truck drivers. The TMP Team will coordinate its outreach with truck driver outreach done for other programs by the Port and the City, such as the Port Efficiency Task Force.



**West Oakland Community Advisory Group (WOCAG).** WOCAG was established to provide for West Oakland community involvement in the planning for Oakland Army Base reuse. Several strategies will use WOCAG as the forum for stakeholder input on those strategies, for example to convene temporary as-needed technical work groups to provide knowledge and technical support. In addition, TMP implementation could be a periodic update item on the WOCAG agenda, and/or the TMP Team could make special presentations on specific topics at WOCAG meetings. In addition, a community fact sheet could be developed to provide TMP-related information, such as new parking regulations or using OAK 311 to report illegally parked trucks or trailers, to residents and businesses.

**Update to Community-Based Organizations.** Periodic updates can be provided to other major stakeholder groups, such as, but not limited to, the West Oakland Biz Alert, the Port's Trucker Work Group, and trucking association meetings.

## AUTHORS & CONTRIBUTORS

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

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## APPENDICES

The appendices will be included in the final version of the TMP. For this draft version of the TMP, the appendices are available online on the City of Oakland's TMP webpage at the following link:

[www.oaklandca.gov/topics/west-oakland-truck-management-plan](http://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

