

MEMORANDUM

Date: May 27, 2020

Project #: 24848

To: Alicia Parker, City of Oakland
Andrea Gardner, Port of Oakland

From: Aaron Elias, Alex Garbier, and Kittelson & Associates, Kittelson & Associates, Inc.

Subject: **Truck Management Plan Implementation:** Proposed Changes to Truck Parking Regulations

INTRODUCTION

The West Oakland Truck Management Plan (TMP) is an action-based plan that identifies a number of strategies to reduce the effects of transport trucks¹ on local streets in West Oakland. The TMP includes ten strategies to implement over a five-year period. This memorandum (memo) summarizes analyses conducted by the TMP team to implement *Strategy 8: Change Parking Regulations*. The TMP team includes staff from the City of Oakland (City), Port of Oakland (Port), and Kittelson & Associates, Inc. (Kittelison). The goal of the strategy is to mitigate the impact of commercial truck and unattached trailer parking on residents and other local stakeholders. To achieve this goal, the memo concludes with proposed changes to how parking for trucks and unattached trailers is regulated.

The document is organized into five sections:

- *Overview* – Provides background information and summary of recommendations
- *Current Oakland Truck and Trailer Regulations* – Summarizes existing parking regulations in Oakland
- *Parking Regulations in Comparison Cities* – Reviews policies in comparison cities and identifies potential policies to adopt in Oakland
- *Proposed Changes* – Outlines proposed policy changes for Oakland and desired outcomes
- *Next Steps* – Describes next steps for Strategy 8 implementation

It also includes an appendix with supporting documentation:

- *Appendix A: Proposed Changes to Oakland Municipal Code (OMC)* – Draft changes to the OMC to implement the proposed parking changes
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¹ Defined as commercial truck over 20 feet long used primarily for the transportation of goods.

- *Appendix B: Truck Business Information in West Oakland* – List and map of businesses in West Oakland that appear to generate truck traffic as part of operations

Terms used in this memo have specific meanings. *Parking* describes the act of storing a vehicle on the street and does not refer to cases where a commercial vehicle is using the street to load or unload goods (loading is regulated separately in the OMC from parking). *Truck* and *trailer* describe commercial vehicles used for ground transportation. *Trailer* includes non-motorized equipment that must be pulled by a vehicle. This includes both traditional semi-trailers and chassis with or without containers used for maritime operations. *Unattached trailers* describe cases where a trailer is not attached to a truck whereas *trailer* applies to trailers both attached and unattached to a truck.

OVERVIEW

During the development of the TMP, City, Port, and Kittelson staff analyzed existing truck and trailer parking in West Oakland to understand how truck and trailer parking impacts residents, businesses, and other stakeholders. As part of the analysis, the TMP team examined parking rules and regulations, community input, Oakland Department of Transportation (OakDOT) ticketing data for 2017, and parking surveys conducted over a three-year period.

The analysis found that relatively few Port trucks and trailers were illegally parked in residentially zoned areas in West Oakland (vehicles over 10,000 pounds are prohibited from parking in residential districts under OMC). However, trucks and trailers, including a significant number of unattached trailers, were parked outside of residential areas in mixed-use areas where the OMC allows them to park for up to 72 hours. This impacts residents who live outside of areas zoned for residential use.

The findings from the analysis are summarized in the TMP and are also provided below:

- Residential units in West Oakland are often located in commercial areas and adjacent to industrial areas where commercial trucks and trailers can legally park. This may lead to the perception that trucks are illegally parked in residential areas. In addition, a small number of trucking businesses and truck drivers are storing trucks on the street.
- Parking studies and discussion with Port staff support community concerns that a substantial number of unattached trailers are parked in West Oakland. Primarily, these chassis are stolen or lost and dumped. In some cases, local businesses that own their chassis do not have room to store them and are using the public streets for free storage. It should be noted that chassis leasing companies will actively search for and recover these chassis if they know about them.
- There is broad agreement among stakeholders and City and Port staff that unattached trailers should not be stored on city streets. Chassis should be returned to the marine terminals, chassis leasing company lots, or other appropriate off-street areas.

- The current approach of using signs to prohibit truck and trailer parking on specific streets outside of residential zoning simply shifts where trucks and trailers are parked. It does not systematically address parking issues; in addition, it requires significant sign maintenance and replacement to make sure the parking restrictions are enforceable.

Based on these findings, the TMP proposed altering the OMC to further limit truck and trailer parking in West Oakland and change parking regulations to make them clearer and easier to follow and enforce. These proposed changes are part of TMP Strategy 8, as shown in Figure 1. The TMP identified two initial steps to inform these changes:

1. Review truck and trailer parking restrictions in other jurisdictions near ports (e.g. Ports of Los Angeles and Stockton) and in other jurisdictions 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 obtain feedback on proposed changes.

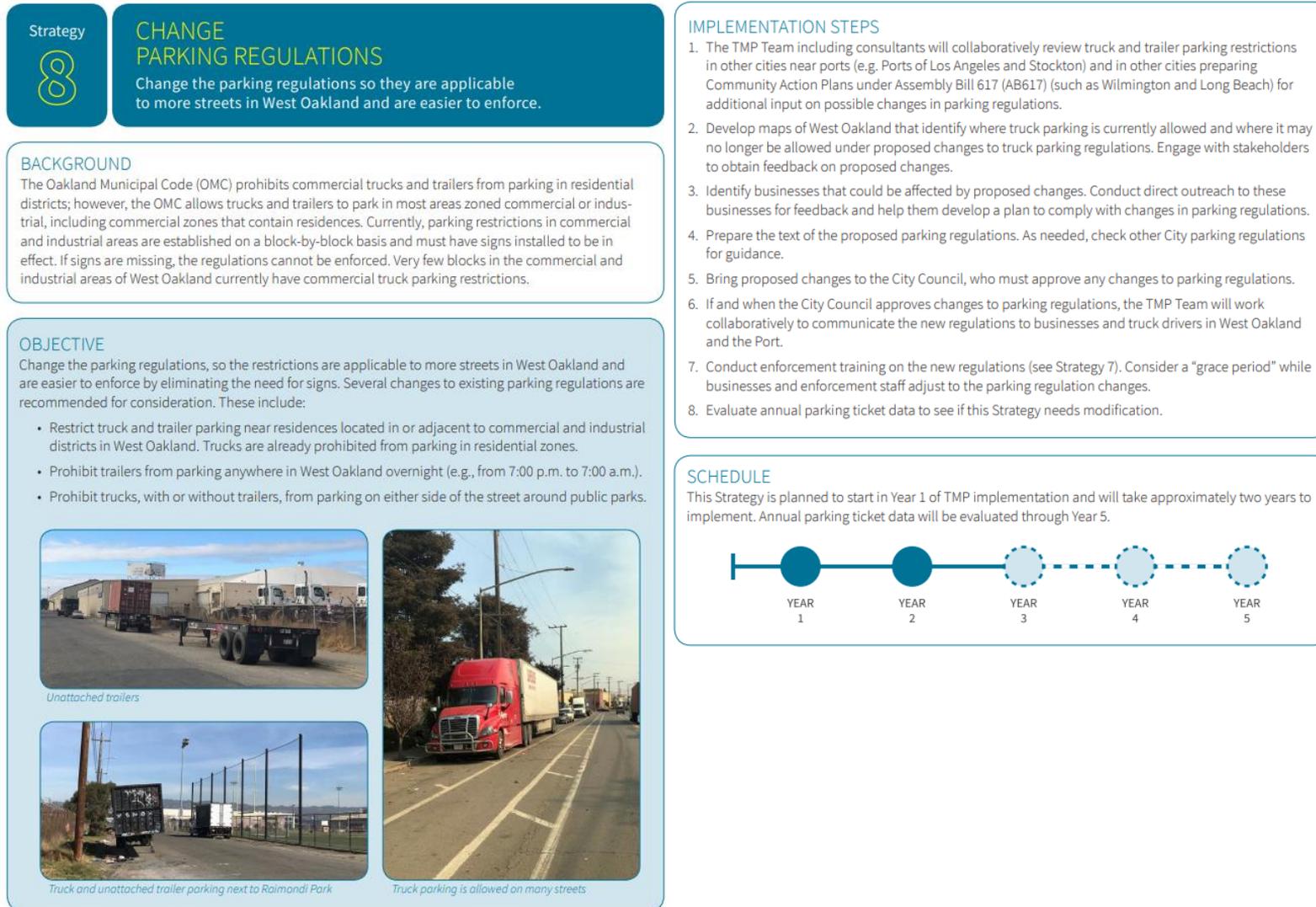
Based on the review of existing truck and trailer parking in West Oakland as documented in the TMP, practices of similar jurisdictions, and feedback from stakeholders, the TMP team recommends the following changes to Oakland's truck and trailer parking regulations:

- **Prohibit truck parking in West Oakland except on specified blocks** – Prohibit truck parking throughout West Oakland except on designated blocks in industrial zoned areas to avoid conflict with nearby residences and parks. Trucks could park in specified locations for up to 72 hours. Truck loading and unloading would continue to be allowed where it is now.
- **Prohibit parking of unattached trailers** – Prohibit unattached trailers from parking on Oakland city streets unless they are being loaded or unloaded. Trailers attached to a truck would be allowed to park in locations where truck parking is allowed.

The goals of the recommendations are to:

- Discourage truck parking on city streets in West Oakland near residences and parks.
- Clearly regulate unattached trailers with the goal of removing them from city streets.
- Retain on-street truck parking in specific locations to support local businesses while increasing clarity for operators and residents about where trucks can legally park.
- Provide parking regulations that are straightforward to follow and enforce.

Figure 1: TMP Strategy 8 - Change Parking Regulations



Source: West Oakland Truck Management Plan

CURRENT OAKLAND TRUCK AND TRAILER PARKING

Oakland Municipal Code Regulations

Trucks and trailers are prohibited from parking on Oakland city streets at one location for more than 72 hours (OMC 10.28.030). Parking trucks and trailers is prohibited in residential districts and is restricted where signs are posted that specifically prohibit or limit truck and trailer parking. The relevant sections of the OMC are summarized below. For exact wording of regulations, see *OMC 10.28 – Stopping, Standing, and Parking Generally*.²

Zone-Based

- *No Parking of Commercial Trucks in Residential Areas (10.28.120)* - Commercial trucks exceeding 10,000 pounds are prohibited from parking on public streets in *residential districts [emphasis added]*. Residential districts are defined based on a complex set of rules in the California Vehicle Code (CVC).³ They determine what zones qualify based on the percentage of business properties on a street and number of dwelling houses and business structures over a quarter mile. The definition is difficult to apply. Consequently, enforcement has interpreted *residential district* as the residential zoned areas. This area is identified in Figure 2 with black cross-hatching.

Signing – Truck and trailer parking is further regulated through the use of signs.

- *Specific Prohibition of Commercial Trucks by Traffic Engineer (10.28.130)* – Commercial trucks weighing between 7,000 and 10,000 pounds are prohibited from parking anywhere that the City Traffic Engineer has determined such vehicles are creating a nuisance, blight, or hazard. Prohibited areas must have corresponding official signs indicating this restriction. Official signs must be posted to prohibit such parking.
- *Time Limit Commercial Trucks on Specific Streets (10.28.140)* – The City Council is authorized to limit parking on specific public streets to no more than five hours for commercial vehicles with weight carrying capacity of one ton or more. Official signs must be posted to prohibit such parking.

² Available online at:

https://library.municode.com/ca/oakland/codes/code_of_ordinances?nodeId=TIT10VETR_CH10.28STSTPAGE

³ For more information see the California Vehicle Code citations. The *Residential District* definition is located in CVC Division 1 Section [515](#) and references the *Business District* definition. “*Business District*” is defined in CVC Division 1 Section [235](#) and [240](#).

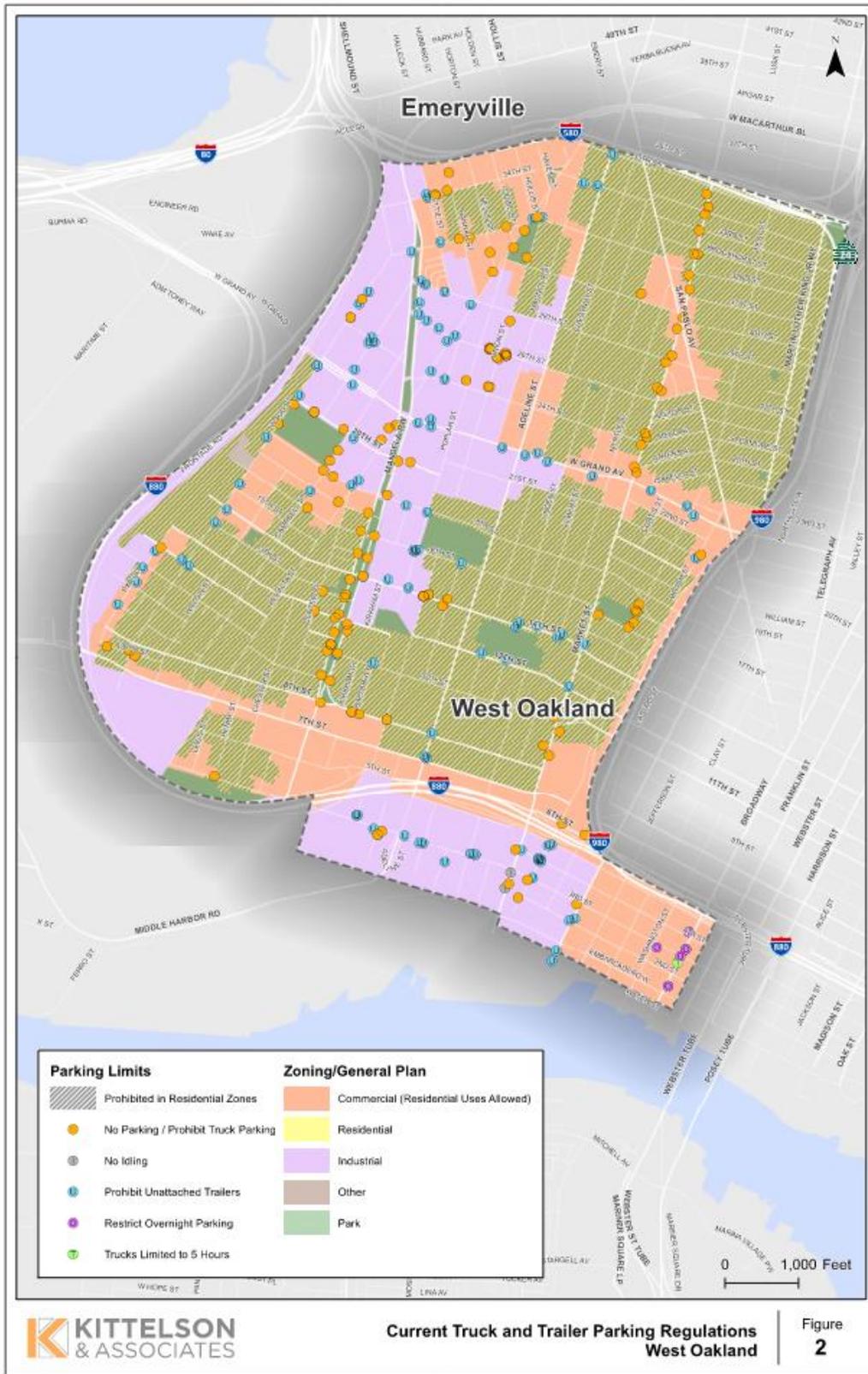
- *No Unattached Trailers on Specific Streets (10.28.160)* – The City Traffic Engineer is authorized to place signs prohibiting parking of unattached trailers on any street when the City Traffic Engineer determines that the parking of unattached trailers is creating a nuisance, blight, or hazard. Official signs must be posted to prohibit such parking.

Current Truck and Trailer Parking Regulations

Figure 2 illustrates the combined impact of truck and trailer parking regulations in West Oakland. It is based on 2020 City zoning and General Plan maps and on a sign survey completed in 2019 by Kittelson. The sign survey identified 242 signs related to truck parking in West Oakland including:

- 123 signs prohibiting parking of truck and trailers (includes general no parking signs)
- 105 signs prohibiting unattached trailer parking
- 9 signs restricting overnight parking
- 5 signs limiting truck parking 5 hours

Figure 2: Existing Regulations in West Oakland



Source: Kittelson & Associates, Inc.

PARKING REGULATIONS IN COMPARISON CITIES

To inform updates for Oakland, Kittelson reviewed parking regulations for trucks in six cities near ports or transloading locations. This section reports findings for each location, including local context and truck and trailer parking regulations. The six cities were selected by staff from the City and Port and include:

- Carson, California
- Wilmington and San Pedro, Los Angeles, California
- Stockton, California
- Tacoma, Washington
- San Diego, California
- Roseville, California

Carson, California

Carson is located approximately ten miles north of the Ports of Los Angeles and Long Beach. Located south of the City of Los Angeles, Carson includes considerable light and heavy manufacturing land use areas that generate significant truck volumes.

The city code prohibits parking of commercial vehicles on all city streets unless it is authorized and marked with signs. In effect, this makes blocks with truck parking an exception that must be signed. In general, the locations signed to allow truck parking are located on Truck Routes and/or on block faces adjacent to manufacturing and commercial land uses. Truck parking is differentiated at 1 hour or 72 hours. Both Truck Routes and parking are outlined on an official public City map that includes the entirety of Carson.⁴

Carson City Code Summary

- **City Code 3254.2:** Parking of commercial vehicles exceeding 6,000 pounds, 25 feet long, or 96 inches wide is prohibited at all times unless authorized by City Council or while completing loading or unloading.

On November 26, 2019, Kittelson spoke with a staff member at the City of Carson regarding the implementation and enforcement of truck parking regulations. Feedback is summarized below:

- The 1-hour truck parking is used to provide truck drivers with access to parking spaces for restroom and meal breaks. 1-hour truck parking spaces are predominantly located in industrial areas with fewer parking spots located adjacent to commercial or high-density land uses.

⁴ City of Carson Truck Routes & Parking Map:

http://ci.carson.ca.us/content/files/pdfs/ENGINEERING/traffic_engineering/TruckRoutesAndParking_11x17_2019.pdf

- The 72-hour truck parking is designed for Carson residents who are truck drivers. These parking spaces were selected by City staff based on community input and are located exclusively in industrial areas. There is now high demand among drivers to use the 72-hour parking spaces.
- Drivers are generally aware of truck parking spaces due to the length of time that the truck parking rules have been in place. A parking ticket for trucks is over \$100.
- The City's Truck Route and truck parking map was most recently updated online in November 2019 following a City Council resolution. Resolutions are issued, as necessary, to modify the locations where truck parking is available. Changes are generally made in response to community input, particularly from local truck-oriented businesses.

Wilmington and San Pedro, Los Angeles, California

Wilmington and San Pedro are neighborhoods on the southern edge of Los Angeles, California, bordering the Ports of Long Beach and Los Angeles. Industrial land uses constitute several areas of Wilmington. In contrast, San Pedro includes relatively little zoned industrial land uses. The Alameda Corridor, a key goods movement corridor providing access to and from the ports, runs through Wilmington.

Parking in Wilmington and San Pedro is regulated under the City of Los Angeles municipal code. The City prohibits truck parking exceeding three hours in residential areas. The City of Los Angeles may restrict parking outside of residential areas if unrestricted parking adversely affects communities. Restrictions must be communicated with signage.

Oversize vehicles are allowed to park on city streets outside of residential areas unless signs are posted. City regulations allow the City to prohibit oversize vehicles from parking on streets outside of residential areas between 2 am and 6 am by posting signs. Operators can apply for permits with the Los Angeles Department of Transportation (LADOT) that allow them to park overnight on these streets.

Non-motorized trailers exceeding 22 feet are prohibited more broadly. They cannot be parked in residential area or overnight on any road ordinarily used for "vehicular parking." This ordinance was primarily intended for recreational vehicles and other vehicles in which people may dwell or live; however, the definition of oversize vehicle encompasses most commercial trucks.

Wilmington and San Pedro (Los Angeles) City Code Summary

- **City Code 80.69:** When the unrestricted parking of any kind of vehicle is detrimental to an area or community, the City can restrict vehicle parking with corresponding signage.
- **City Code 80.69.2:** Parking of commercial vehicles longer than 22 feet in residential areas for longer than three hours is prohibited unless vehicle is being used for a delivery or service.

- **City Code 80.69.4:** Parking of vehicles longer than 22 feet or 84 inches high are prohibited from parking on any public street *with* matching signs between 2 am and 6 am.⁵
- **City Code 80.69.1:** Unattached trailers exceeding 22 feet are prohibited from parking on any highway, street, alley or public place “ordinarily used for vehicular parking.” In addition, unattached trailers can be prohibited from parking on specific highways and collector streets if prohibition is identified with authorized signs.

Kittelton attempted to contact the City of Los Angeles to inquire about the implementation and enforcement of truck parking regulations, but no staff member was available to address these questions.

Stockton, California

Located approximately 70 miles east of Oakland, Stockton contains a major inland water port. The Port of Stockton is located in the southwest part of the city. In the area immediately around the Port, land uses are primarily industrial; however, it does include an unincorporated residential community. Parking may be limited in practice in the unincorporated area because roads are narrow without paved shoulders. Further east of the Port, the South Stockton neighborhood includes a range of industrial businesses that are closer to residential areas. The areas around both the Port and South Stockton are historically disadvantaged communities.

The City of Stockton uses a different methodology for regulating truck parking than the other cities reviewed. Rather than regulate truck parking using zoning or signage, the City of Stockton restricts truck parking to roads included in the city’s Truck Route network.⁶ Specifically, vehicles exceeding three tons are prohibited from stopping or parking off a Truck Route unless they are loading or unloading. Truck Routes are designated and communicated to drivers through corresponding signage. Stockton’s city code generally prohibits all truck parking other than on Truck Routes and thus does not have a requirement for signing truck parking prohibitions.

Stockton City Code Summary

- **City Code 10.08.040:** Vehicles exceeding three tons are prohibited from stopping or parking on any street that is not a Truck Route, unless it is necessary to access a destination off of a Truck Route for loading or unloading. Truck Routes are designated in City Code 10.08.090 and must be signed.

⁵ The Los Angeles municipal code does not specify where signs must be located on the street, only that parking limitations must be indicated “prominently on the sign”. The Manual on Uniform Traffic Control Devices (MUTCD) states that if a parking restriction applies to a limited area or zone, signs should be placed with supplemental arrows to show the extents of the zone. If the area is unusually long, the manual recommends that “signs showing a double arrow should be used at intermediate points within the zone.”

⁶ City of Stockton Truck Route Map:

<http://www.stocktongov.com/government/departments/publicWorks/tRoutMap.html>

Kittelsohn attempted to contact the City of Stockton to inquire about the implementation and enforcement of truck parking regulations, but no staff member was available to address these questions.

Tacoma, Washington

The Port of Tacoma is located adjacent to Downtown Tacoma in the Tacoma/Seattle region. Truck parking is considered an issue in the neighborhoods near the Port. Residents in Pierce County, outside of the city boundaries, reported experiencing very high levels of truck traffic and illegal parking of tractor-trailers on street shoulders.⁷ At the state level, the Washington Department of Transportation has identified designated truck parking as an important topic and recently published a map with truck parking locations (including amenities for drivers) throughout Washington.⁸

The City prohibits commercial trucks and trailers exceeding five tons from parking for more than an hour in Residential Districts and Mixed-Use Center Districts, unless loading or unloading. The Districts are defined in the Land Use Regulatory Code portion of the Tacoma Municipal Code. Residential Districts include all types of residential zoning classifications (City Code 13.06.100). Mixed-Use Center Districts are central neighborhoods and areas that have been targeted for mixed-use, regional growth (City Code 13.06.300). Signs are not required to enforce either truck parking restriction.

Tacoma City Code Summary

- **City Code 11.05.200:** Commercial trucks, trailers, and semi-trailers exceeding 10,000 pounds are prohibited from parking on public streets for more than an hour in Residential and Mixed-Use Center Districts unless engaged in loading or unloading.
- **City Code 11.05.220:** Parking unattached commercial trailers, including a “detached trailer, semitrailer, pole trailer, or any other trailer used for commercial purposes,” is prohibited *throughout* [emphasis added] the city, unless it is actively being loaded or unloaded.

On December 3, 2019 and December 31, 2019, Kittelson spoke with a staff member at the City of Tacoma regarding the implementation and enforcement of truck parking regulations, the summary of which is provided below:

- The City restricts truck parking and prohibits trailer parking due to a shortage of on-street parking for residents and in response to neighbors’ complaints.
- The prohibition of trailer parking has been in place for about 20 years. Currently, tickets for unattached trailer parking are rarely written because there is a high level of compliance at this time.

⁷ Source: <https://www.thenewstribune.com/news/local/community/puyallup-herald/article223423470.html>

⁸ Washington Department of Transportation, *Washington State Truck Parking Study (Dec. 2016)*:
<https://www.wsdot.wa.gov/Freight/truckparking.htm>

- Enforcement of truck and trailer parking is carried out by the Commercial Vehicle Enforcement Unit, with support from the Police Department.
 - Truck parking is enforced on a complaint-response basis.
 - Signs prohibiting unattached trailer parking are posted in areas adjacent to the Port of Tacoma. Signs were posted in locations around the Port where parking unattached trailers was a known problem. Due to the high level of compliance, the city no longer posts additional signs and simply maintains existing signs by the Port.
- There have been no complaints or reports of insufficient truck parking at the Port of Tacoma.
- The City of Tacoma only recently adopted City Code 11.05.200. Staff reported that the changes were adopted seamlessly and were met with no pushback in the adoption process. However, there are communication challenges with these zoning-based restrictions and the city is monitoring whether additional signage or communication is necessary.

San Diego, California

San Diego is one of five cities adjacent to the Port of San Diego. The Port of San Diego comprises significant commercial and tourist activity and is a key contributor to San Diego's economy. Within San Diego, the neighborhood that is most similar to West Oakland is Barrio Logan. It is a neighborhood in the southeast area of San Diego featuring diverse land uses, including residential and industrial zones, and is adjacent to the port.

Like Oakland, San Diego prohibits trucks from parking on streets in residential areas; however, the city code includes an exception that allows commercial vehicles to park immediately in front of commercial or industrial land uses in residential areas. This exception may adversely affect Barrio Logan due to its large industrial zones and may contribute to increased truck traffic and parking in the area. In 2018, the San Diego City Council unanimously voted to route trucks away from residential areas of Barrio Logan; however, no specific action has been taken to address truck parking and the impact of routing has been minimal.⁹

Unless signed otherwise, San Diego generally prohibits overnight parking of oversized and non-motorized vehicles on all city streets. Definitions of these terms are not explicitly provided in the city code. It appears that oversized vehicle restrictions apply to commercial trucks and non-motorized vehicle restrictions apply to unattached trailers.

San Diego City Code Summary

- **City Code 11.05.200:** Heavy duty commercial vehicles are prohibited from parking on streets in residential areas, unless loading or unloading property or supporting a service. However,

⁹ Source: <https://www.sandiegouniontribune.com/communities/san-diego/story/2019-08-30/barrio-logan-residents-say-enforcement-of-city-designated-truck-route-is-low>

commercial vehicles may be parked immediately in front of commercial or industrial land uses in a residential district.

- **City Code 86.0121:** No vehicles can park in alleyways, and time spent unloading or loading materials will not exceed 20 minutes in alleyways.
- **City Code 86.0139:** Oversized vehicles and non-motorized vehicles are prohibited from being parked or left on public streets between 2 am and 6 am.

Kittelsohn attempted to contact the City of San Diego to inquire about the implementation and enforcement of truck parking regulations, but no staff member was available to address these questions.

Roseville, California

Located northeast of Sacramento, Roseville's primary industrial area includes large industrial and manufacturing plots, small residential plots, office park plots (currently undeveloped), and several civic or open space plots (undeveloped), as well as the Union Pacific Rail Yard, a major rail hub in the west. This area also intersects with the majority of Truck Routes designated by the City of Roseville and the State of California. Commercial vehicles exceeding 10,000 pounds are prohibited from parking on any street in a residential area in Roseville.

Roseville City Code Summary

- **City Code 11.24.010:** Parking for any type of motor vehicle can be restricted on designated streets, so long as they are signed or marked to give appropriate notice to the public.
- **City Code 11.20.060:** Commercial vehicles exceeding 10,000 pounds are prohibited from parking on any street in a residential area.
- **City Code 11.20.040:** Commercial trucks can stand in alleyways for up to 20 minutes for loading or unloading materials.

On December 4, 2019, Kittelsohn spoke with a staff member at the City of Roseville regarding the implementation and enforcement of truck parking regulations, a summary of which is provided below:

- There is minimal enforcement effort required due to the size of Roseville. Enforcement is handled on a complaint-response basis.
 - When received, complaints typically come from businesses whose customers and staff have limited sight distance when exiting the businesses' parking lots.
- Trucks can park on the street in industrial areas.
- Signs prohibiting truck parking typically restrict by vehicle height (i.e. six feet maximum height).
- There is generally a shortage of truck parking for drivers who are residents of Roseville.

Summary of Parking Regulations in Comparison Cities

Based on the review of the six cities, Kittelson identified a set of overarching observations about how cities regulate truck and trailer parking as well as four findings to inform updates in Oakland.

General Observations

- **Residential Area Restrictions** – All comparison cities prohibit truck parking in residential areas, which aligns with the OMC. The City of Tacoma also added a second area, which applies to mixed-use areas in the city, where truck parking is prohibited.
- **References to Zoning** – Several municipal codes, including Tacoma, San Diego, and Roseville, referenced their own zoning maps when restricting truck parking. Tacoma, San Diego, and Roseville all restrict truck parking in residential areas, while Tacoma also restricts parking in its Mixed-Use Center Districts.
- **Signage Restrictions** – Comparison cities tend to use signage to identify locations that diverge from standard practice. Like Oakland, some cities allow truck parking outside of residential areas and use signage to identify where truck parking is prohibited. Conversely, Carson and Stockton prohibit truck parking broadly and use signage to indicate where truck parking is allowed.
- **Time Limits** - When truck parking is not prohibited, it is sometimes restricted by time, including for unloading and loading goods. Time restrictions range from 20 minutes in alleyways (San Diego and Roseville) to three hours on public streets (Los Angeles) to 72 hours on designated streets (Carson).
- **Oversize Vehicle Restrictions** – Some cities, such as Los Angeles, have parking restrictions on oversize vehicles that also apply to commercial trucks. Prohibiting or time-restricting oversize vehicles may be in response to individuals living and dwelling in parked vehicles but also restricts commercial truck parking.
- **Unattached Trailer Restrictions** – Tacoma broadly restricts the parking of unattached trailers (the City allows parking if trailer is actively being loaded or unloaded). This differs from Oakland, where the OMC allows the City Traffic Engineer to restrict parking of commercial unattached trailers only on specific blocks using signs. Other cities, like Los Angeles and San Diego, regulate based on more general definitions that could be applied to trailers.

Like Oakland, San Diego prohibits non-motorized vehicle parking (including trailers) between 2 am and 6 am where a sign is posted. In each city, trailers are allowed to park outside of residential areas if no sign is posted (Los Angeles maintains a separate restriction to prohibit parking on streets regularly used for vehicular parking).

- **Exceptions for Loading, Delivery, or Service** – All cities allow trucks to park when in the process of loading or unloading goods, completing a delivery, or fulfilling a service.
- **Reference to the California Vehicle Code (CVC)** – For enforcement purposes, the TMP team was interested in understanding if it was necessary to tie regulation to the CVC. The review found that the comparison cities generally did not explicitly reference CVC guidelines for parking restrictions. All cities that prohibit truck parking on public streets do not reference a state vehicle code.

Findings for Updating Oakland's Regulations

- **There are multiple options available to Oakland** – While there are similarities between approaches, such as restrictions in residential areas, cities' policy approaches vary.
- **Carson provides a model for simple, broadly written regulations that minimize the use of signs** – Carson provides a model for how to simplify regulations so that rules are clear to drivers and residents and are simple to follow and enforce. The City of Carson prohibits truck parking on all public streets and uses signs to identify exceptions for block faces where trucks may park. Similarly, Los Angeles and Tacoma prohibit trailer parking on all public streets and in all alleys.
- **Tacoma is a potential model for restricting parking outside of residential areas if a zoning based system is preferred** – While all comparison cities reference local residential neighborhoods when restricting truck parking, Tacoma also restricts truck parking in locally designated Mixed-Use Centers, identifying the zones through publicly published maps.
- **Truck parking is a problem if trucks are not clearly prohibited near residential areas** – The review found news articles that reported resident concerns that truck parking negatively impacted safety and neighborhood appearance and created noise and pollution. The concerns included a perceived lack of enforcement and/or a need for greater restrictions on the parking of vehicles.

PROPOSED CHANGES

Based on the findings in the TMP and the review of parking regulations in comparison cities, new parking policies are proposed for regulating truck and unattached trailer parking in Oakland.

- *Policy 1:* Prohibit truck parking in West Oakland except on limited set of blocks in Industrial areas away from residences and parks.
- *Policy 2:* Prohibit parking of unattached trailers in Oakland.

This section describes the proposed changes, shows where truck and unattached trailer parking would be prohibited in West Oakland, and identifies desired outcomes. As noted at the beginning, the proposed changes do not change the ability of trucks and trailers to load or unload.

Policy 1: Prohibit Truck Parking in West Oakland except on Specified Blocks

Under the OMC, trucks (and trailers) are allowed to park on streets in Oakland for up to 72 hours outside of primarily residential areas or where signs prohibit truck parking. This proposed change would restrict truck parking in West Oakland to a subset of signed blocks in the industrially zoned areas of West Oakland. The change would reduce where trucks can park and would prohibit truck parking in mixed-use commercially zoned areas and adjacent to parks. Proposed redline changes to the OMC are included in the Appendix A: Proposed Changes to Oakland Municipal Code.

Figure 3 presents proposed blocks where truck parking would be allowed in West Oakland after the changes to the OMC are adopted. The blocks were selected based on an on-site evaluation conducted by the TMP team in the industrial zoned area of West Oakland. The review considered presence of industrial businesses, truck services, and residences; widths of roads and condition of shoulders; effects on sightlines; expected truck volumes; and likely routes to access blocks. The proposed roads were selected to:

- Limit the impacts on residences and parks in West Oakland, including expected routes to access the designated parking
- Help support the needs of local businesses and drivers
- Maintain safe and efficient movement of trucks on Truck Routes

Currently, the OMC by default allows truck parking and then states where trucks are prohibited – either by land-use or where signs are posted. The proposed approach reorients the OMC to treat truck parking as generally prohibited except on specifically designated streets, similar to how the City of Carson regulates truck parking. The change also removes reference to the CVC definition of residential areas, which is difficult to apply in the field in areas with mixed land uses.

The proposed changes to truck parking would be limited initially to West Oakland where significant outreach and fieldwork has been completed. Based on experience in West Oakland, the policy changes may be refined and expanded throughout Oakland.

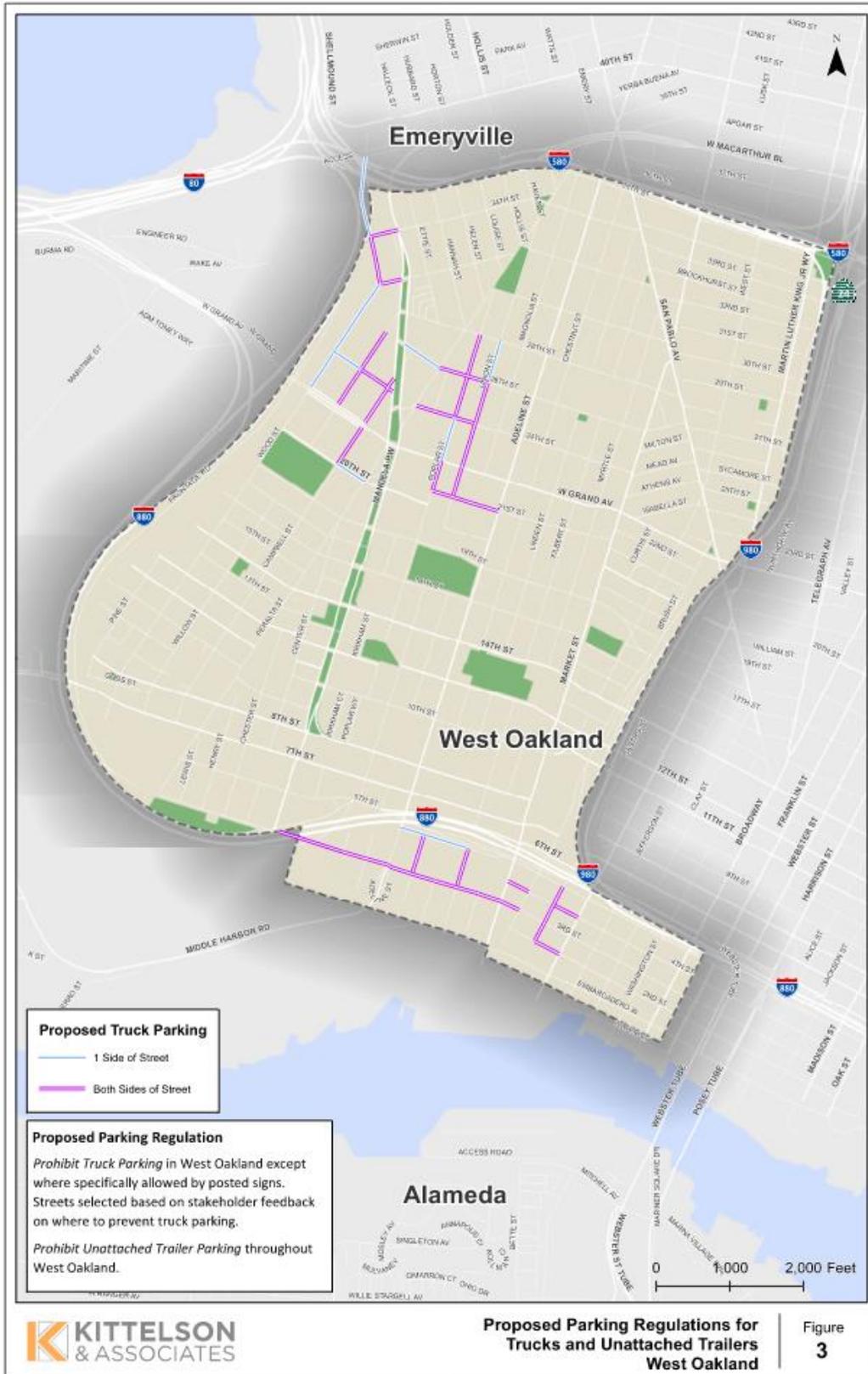
Desired Outcomes

- Address resident concerns that trucks are parking near residences and parks in areas adjacent to industrial land uses.
- Establish truck parking on specific industrial blocks to support businesses while mitigating impacts on residents and movement of vehicles on Truck Routes.
- Improve communication and compliance by producing clear visual information for truck operators and residents about where parking is allowed.
- Make it easier to follow and enforce parking regulations.

Additional Considerations

- Change would reduce where Oakland residents who own trucks may park. If the City identifies a need to provide parking for residents, it could consider designating additional blocks closer to residences for overnight truck parking for permitted residents.
- Change could impact businesses in West Oakland that currently store trucks and trailers on local streets. Figure 5, in Appendix B: Truck Business in West Oakland, includes the approximate location of businesses in West Oakland that use trucks as part of their business.
- Change could impact businesses that cater to truck drivers, such as fast food restaurants and convenience stores, especially along 7th Street. The City could identify short-term truck parking, possibly metered, near businesses (Carson designates 1-hour parking for this purpose).

Figure 3: Proposed Truck Parking Regulations



Source: Kittelson & Associates, Inc.

Policy 2: Prohibit Parking of Unattached Commercial Trailers in Oakland

The proposed change would prohibit parking of unattached commercial trailers, including chassis, throughout Oakland at all times. Commercial trailers would be allowed to park only when they are attached to a truck. Proposed redline changes to the OMC are included in the Appendix A: Proposed Changes to Oakland Municipal Code.

Based on discussions with Port and chassis leasing companies, there is no valid reason for unattached trailers to be stored on city streets. Truck drivers are expected to return leased chassis to the chassis leasing company depots or to appropriate locations in the Port. Feedback from staff in Tacoma, WA also supports the change. Tacoma prohibits parking of unattached trailers and staff report the ban is effective and requires minimal active enforcement.

If the change is adopted, staff should place signs along Truck Routes entering Oakland noting the prohibition. Over time, signs regarding limitations on parking of unattached trailers should be removed inside of Oakland to reduce any perception that prohibitions may only be on some blocks. The survey of signage in West Oakland identified 105 signs related to unattached trailer parking in West Oakland. The location of the signs in West Oakland is shown in Figure 4. The number and location of unattached trailer parking prohibition signage in the rest of the City is unknown at this time.

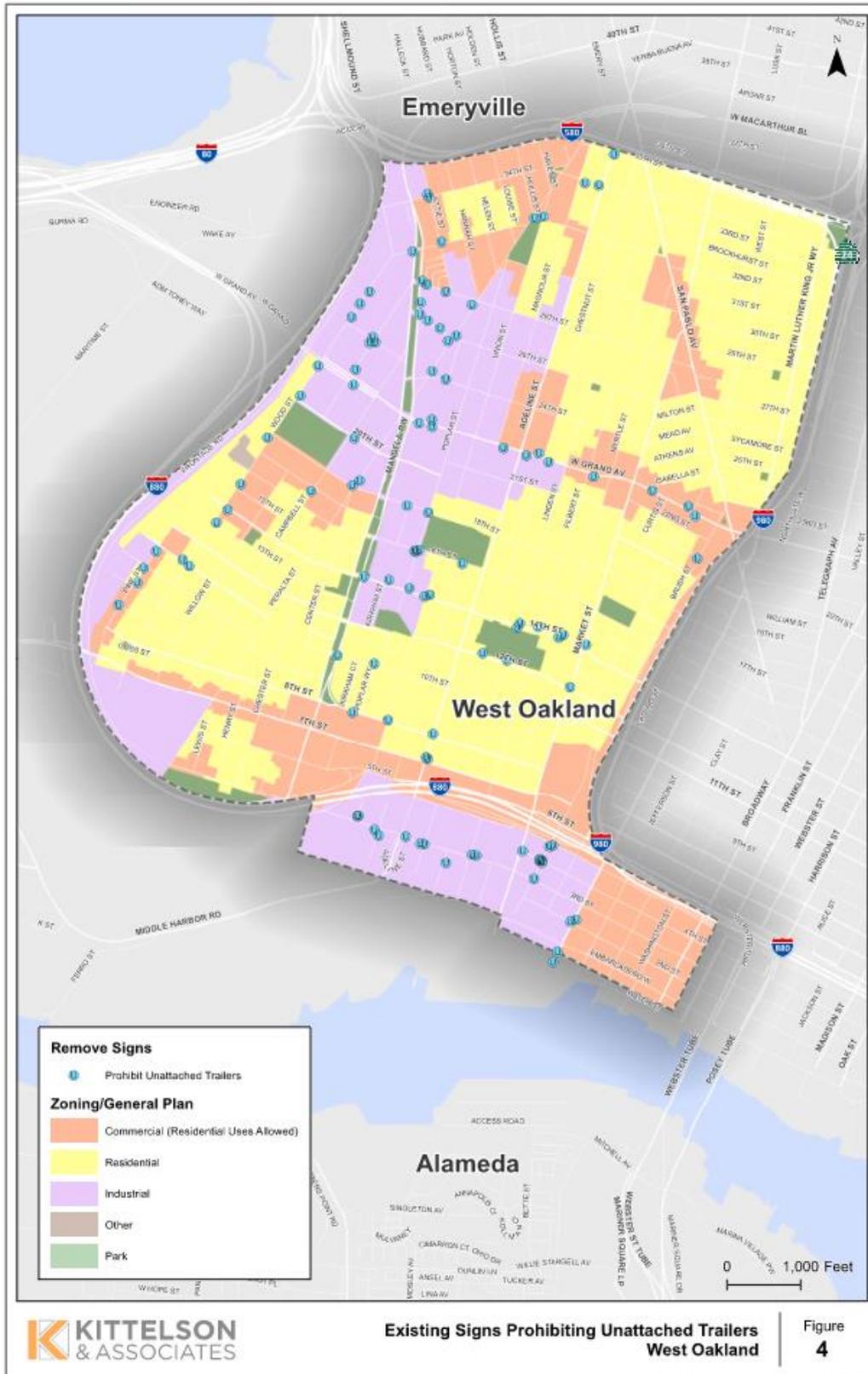
Desired Outcomes

- Eliminate parking of unattached trailers in Oakland.
- Eliminate the need to post and maintain signs prohibiting unattached trailer parking.

Additional Considerations

- Outreach to chassis leasing companies, drivers, and businesses will be necessary to inform stakeholders of the new restriction.
- OakDOT may want to target areas known for unattached trailer storage to have the greatest effect on rule breakers.

Figure 4: Existing Signs Prohibiting Unattached Trailer Parking



Source: Kittelson & Associates, Inc.

NEXT STEPS

This memo is a summary of the work completed by the TMP team to complete implementation steps 1 and 2 of *Strategy 8*. The City and Port will be collecting feedback on the proposed changes to the Truck Routes and Truck Prohibited Streets during spring and summer 2020. In-person meetings are not planned out of consideration for avoiding spread of the Covid-19 virus. Instead, the City and Port will be conducting virtual meetings with community-based organizations and industry organizations and collecting feedback via an online survey and by email. Information about meetings and how to provide feedback are available at the project website: <https://www.oaklandca.gov/topics/west-oakland-truck-management-plan>. Upon completion of public outreach regarding these recommendations, the TMP Team will finalize the recommendations and update the OMC.

APPENDIX A: PROPOSED CHANGES TO OAKLAND MUNICIPAL CODE

10.28.145 – Parking Oversized Vehicles in Specific Districts

No person shall park any truck, tractor, trailer, or other commercial vehicle of any kind whatsoever exceeding 22 feet in length on any public street or portion of street in a district defined herein. Parking is restricted on all streets included in a district, including streets defined as borders.

- A. Area bordered by I-880 between Mandela Parkway and I-580, I-580 between I-880 and I-980, I-980 between I-580 and 7th Street, 7th Street between I-980 and Broadway, Broadway and 7th Street and Embarcadero West, Embarcadero West between Broadway and Adeline Street, Adeline Street between Middle Harbor Road and 3rd Street, and 3rd Street between Adeline Street and Mandela Parkway

Within a district, the City Traffic Engineer is authorized to erect signs on streets allowing commercial vehicles exceeding 22 feet to park. Where signs are posted, commercial vehicles exceeding 22 feet may park for up to 72-hours.

** Update does not require changes to other section of Section 10.28 to or to 10.48.010 – Schedule of Parking Fines*

10.28.160 - Parking prohibited—Unattached trailers.

~~A. The City Traffic Engineer is authorized to place signs indicating no parking of unattached trailers upon any street or portion of any street when the City Traffic Engineer has determined that the parking of unattached trailers is creating a nuisance, blight or hazard.~~

~~B. When official signs prohibiting unattached trailer parking are erected upon any street or portion of any street as authorized herein, no person shall park an unattached trailer at any time upon any such street or portion of any such street in violation of any such sign.~~

No person shall park an unattached trailer, semitrailer, or any other trailer used for commercial purposes on any street, except:

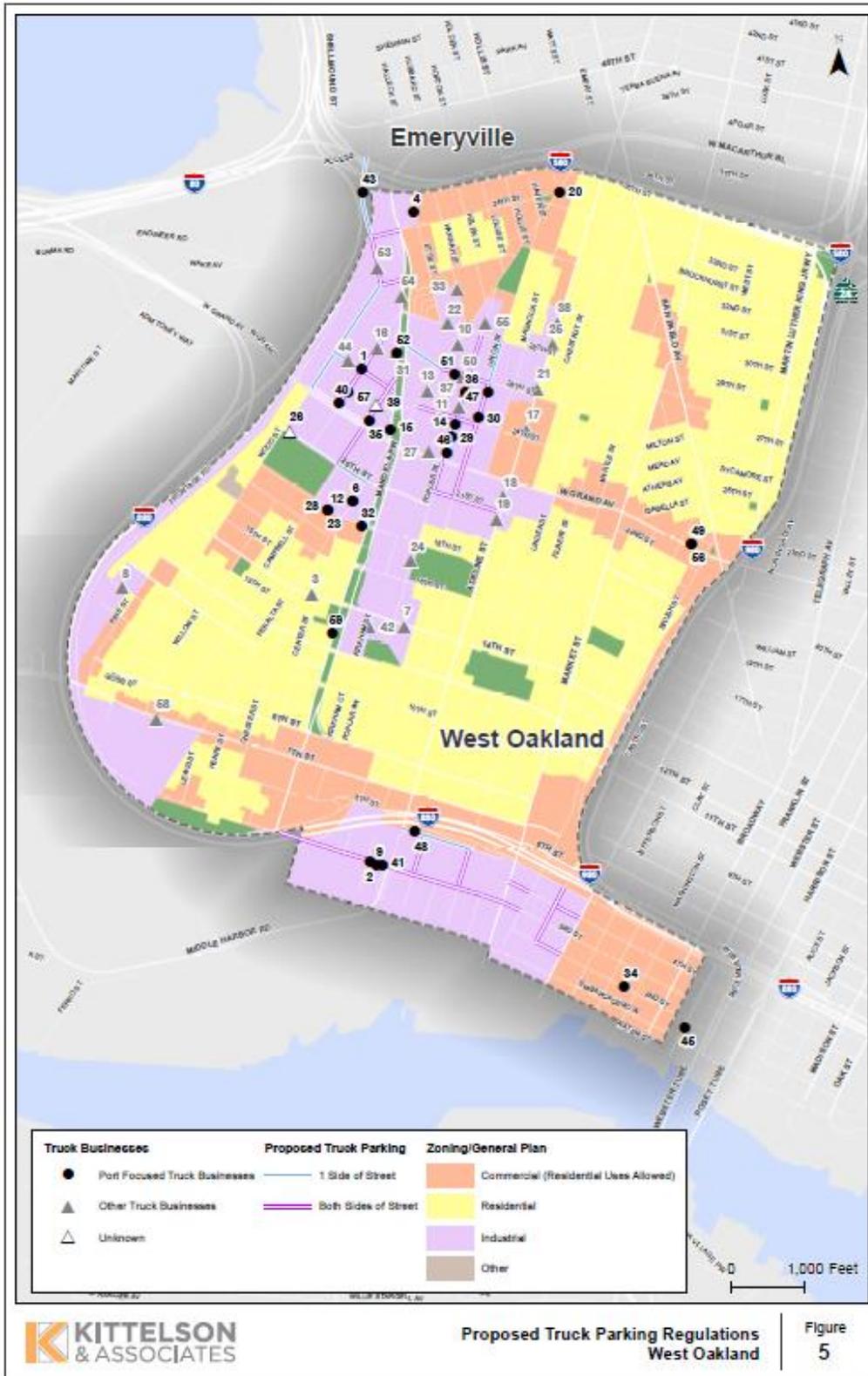
- A. Under permission from the City Traffic Engineer
- B. While loading or unloading property

** Update does not require change to Chapter 10.48.010 – Schedule of Parking Fines*

APPENDIX B: TRUCK BUSINESS INFORMATION IN WEST OAKLAND

In spring 2019 during the development of the TMP, Port staff created a list of truck businesses in West Oakland and Jack London. Businesses were identified based on staff knowledge, public records, and aerial images of businesses. Figure 5 shows the location of the businesses categorized by whether they have trucks registered to deliver and pick up loads at the Port of Oakland. Figure 6 provides high level information about the businesses shown.

Figure 5: Truck Businesses and Proposed Truck Parking Regulations



Source: Business records compiled by Port of Oakland using Port records augmented with review of business listing and aerial review of businesses. Map designed by Kittelson & Associates, Inc.

Figure 6: West Oakland Truck Businesses

Index	Name	Address	Type (if known)
1	A.M.& S. Transportation Co.	1700 24th Street	Local General Freight Trucking
2	A.V. Trucking Co. Inc.	1155 3rd Street, Ste 300	Local General Freight Trucking
3	All Star Moving & Storage	1468 14th Street	Used HH/Office Equipment
4	Bay Area Container Incorporated	3427 Ettie Street	Local General Freight Trucking
5	Bob A. Louie Logistical Services, I	200 Victory Court	Used HH/Office Equipment
6	Cademartori Trucking Inc	1833 Peralta Street	Specialized Freight
7	California Cereal Products	1267 14th Street	
8	California Waste Solutions	1820 10th Street	Waste Management
9	Cargobay Trucking	1155 3rd Street, Ste 200	Long-Distance Gen Freight Trucking, Truckload
10	Cass, Inc	2730 Peralta Street	Waste Management
11	CCY Inc	2505 Poplar Street	Recycling (cardboard)
12	CDMI Logistics, Inc.	1833 Peralta Street	Specialized Freight
13	Central Concrete Supply	2400 Peralta Street	Concrete
14	CFN Fuel Station	2236 Poplar Street	Commercial Fueling
15	Dusty & Sons Truck Tire Center	2201 Mandela Parkway	Truck tires
16	East Bay Resources	2430 Willow Street	Recycling
17	(Former) Eastshore Charter Lines	2400 Adeline Street	Bus Charter
18	EBMUD Central Shop	2127 Adeline Street	
19	EBMUD Central Shop (Second Property)	1945 Adeline Street	
20	Fairview Trucking Alliance	3426 Peralta Street	Local General Freight Trucking
21	Form & Reform	2601 Adeline Street #133	Furniture Wholesaler
22	Granite Expo Warehouse Pickup	1618 28th Street	Home Construction and Improvement
23	Green Pro Tech (DPF Cleaning)	1639 18th Street	Semi Truck Diagnostic and Repair
24	Habitat For Humanity Workshop	1601 Poplar Street	
25	Hodo Foods	2923 Adeline Street	Food Manufacturer
26	(Former) Horizon Beverage/Us Customs	1700 20th Street	Empty Warehouse
27	Iron Mountain Information Managemen	1350 West Grand Avenue	Other Warehousing/Storage
28	Issa Transportation Services/S&D Fayad Inc. Diesel Diagnostic Specialists	1639 18th Street	
29	J&A Truck Repair	2300 Poplar Street	Truck Repair
30	J&O Tires/Scales	2401 Union Street	Truck Tire Products and Services
31	Jays Small Moves Llc	2525 Mandela Parkway, Ste C	Local General Freight Trucking
32	JB Truck Electrical Repair	1433 18th Street	Truck Services
33	JH Fitzmaurice	2857 Hannah Street	Home Construction and Improvement
34	Kamal Trucking Corp	526 2nd Street	Local General Freight Trucking
35	Lange Trucking, Inc/Hoovestol	2226 Campbell Street	
36	Matheson Mail Transportation Inc.	2500 Poplar Street	Local General Freight Trucking
37	Matheson Postal Services Inc.	2500 Poplar Street	Local General Freight Trucking
38	Mindful Distributors	2935 Adeline Street	Beer Distributor
39	MK Enterprises	2225 Campbell Street	
40	Mutual Express Company	1700 West Grand Avenue	Local General Freight Trucking
41	Narayan'S Trucking Inc.	1155 3rd Street, Ste 260	Local General Freight Trucking
42	National Recycling	1312 Kirkham Court	Waste Management
43	Natural Logistics	Beach Street, Emeryville	Local General Freight Trucking
44	Pacific Supply	1735 24th Street	Home Construction and Improvement
45	Portillo Trucking Company	160 Franklin Street, Ste 102	Local General Freight Trucking
46	Quintero Trucking Corporation	2270 Poplar Street	Long-Distance Gen Freight Trucking
47	Quintero Trucking Corporation (2Nd Location)	2590 Union Street	Long-Distance Gen Freight Trucking
48	Rinehart Oil Truck Fueling Station	1107 5th Street	Gas Station
49	S Line Transportation Inc.	780 B West Grand Avenue	Specialized Freight
50	Saroni Food Services	1301 26th Street	Local General Freight Trucking
51	Sea Splash Cargo Services	1301 26th Street	NVOCC
52	SF Enterprises	2525 Mandela Parkway #1	NVOCC
53	Sierra Concrete	3211 Wood Street	Concrete
54	Silverado Contractors	2855 Mandela Parkway	Contractor
55	Starving Student Movers	2850 Poplar Street	Moving Company
56	Sutter Transportation Inc	780A West Grand Avenue	Long-Distance Gen Freight Trucking, Truckload
57	Tighe Drayage Company, Inc.	2230 Willow Street	Local General Freight Trucking
58	United States Postal Service	1675 7th Street	
59	Va Transportation	1225 Mandela Parkway	General Frieght Trucking - Industry Specific

Source: Compiled by Port of Oakland using Port records augmented with review of business listing and aerial review of businesses. Table designed by Kittelson & Associates, Inc.