

West
Oakland

TRUCK
MANAGEMENT
PLAN

APPENDIX E
Truck Background

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



PORT OF OAKLAND



CITY OF
OAKLAND



MEMORANDUM –TRUCK BACKGROUND

West Oakland Truck Management Plan

To: Richard Sinkoff/Port of Oakland

From: Andrea Gardner/Port of Oakland
Ralph Reynoso/Port of Oakland
Patricia McGowan/City of Oakland

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This appendix provides background information about the trucks that the Truck Management Plan addresses and other Port and City programs related to trucks. The Port and the City do not own or operate the trucks operating at the Port and Oakland Army Base (OAB). The trucks are owned and operated by motor carriers or independent owner-operator contractors.

Trucks Addressed by the TMP

The types of trucks and trailers that serve current and future Port and OAB facilities are shown in Figure 1. Facilities at the Port are served by bobtail trucks with or without a chassis and/or container. These trucks are used to pick up imported containers or drop off export containers; trucks used for this purpose are called drayage trucks. In accordance with Port Ordinance 4112, drayage trucks must register with the Port’s Secure Truck Enrollment Program (STEP).



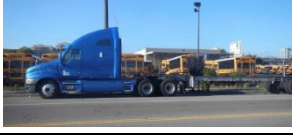






As of October 2018, approximately 9,000 drayage trucks are registered with the Port’s STEP program and serve Port facilities. Of these, up to approximately 3,000 may be in operation on any given day, with each driving one or more trips. A trip is defined as driving to and from the Port as a bobtail or while hauling a full container, empty container, or a bare chassis. The trips to and from the Port originate or end at warehouses or businesses in locations including West Oakland, East Oakland, San Leandro, Tracy, the Central Valley, Reno, and other parts of the United States.

Facilities at the City’s OAB may include non-Port uses and therefore may be served by any of the trucks shown in Figure 1.

Truck Resources at the Port and OAB

The Port and the City are required to provide 15 acres each of truck parking, which can be used for the parking of trucks, parking of containers, and for ancillary truck services, for a total of 30 acres. Current Port parking exceeds 15 acres; the Port parking lots are approximately 75% filled on average. The City is working with Oakland Maritime Sport Services (OMSS) to provide its 15 acres on a site at the OAB. Currently, approximately 6 acres are being used as truck, container, and trailer parking and the additional 9 acres is being paved and prepared for operation. Figure 2 shows existing and planned parking facilities at the Port and former OAB.

Figure 1: Vehicle Types and Port/Non-Port Classification

Photo	Vehicle Type	Description	Port/Non-Port Classification
	Bobtail Truck	Tractor only, no chassis or other attachments	Port vehicle if STEP stickers, CARB stickers, or RFID transponders were present
	Container Truck	Semi-truck with chassis and container	Port vehicle
	Truck with Chassis	Semi-truck with only the chassis	Port vehicle
	Chassis Only	Only the chassis, no tractor or container	Port vehicle
	Chassis with Container	Only the chassis and container, no tractor	Port vehicle
	Box Truck	Single-Unit Delivery Vehicle	Non-Port vehicle
	Standard Semi-Truck	Standard semi-truck with tractor and non-container trailer	Non-Port vehicle
	Standard Trailer	Standard semi-trailer without tractor and non-container trailer	Non-Port vehicle
	Other Heavy-Duty Trucks	All other trucks not fitting into the categories above (garbage trucks, dump trucks, etc...)	Non-Port vehicle

Source: Kittelson & Associates, Inc. from 2017 parking study by Kittelson and Associates

Figure 2: Off-Street Truck Parking Currently Available at the Port of Oakland and Oakland Army Base



Source: Created by Kittelson & Associates, Inc., 2018, data provided by Port of Oakland



Other truck-related resources at the Port include a Customs Examination Station on Maritime Street, truck mechanics, a truck parts store, mobile food trucks, and portable restrooms so that truck drivers do not have to go into West Oakland for these services. The Port is also in negotiations with a company to lease property for the construction and operation of a new facility to provide fueling and other truck services.

Other Port and City Truck-Related Programs

The Port and the City have several truck-related programs and initiatives that provide context for the TMP implementation. Some of these are described briefly below.

Previously Amended Truck Routes and Truck Prohibited streets in West Oakland

The Oakland Municipal Code (OMC) restricts and regulates truck circulation on City streets by establishing truck routes and truck prohibited streets. The City has been designating such routes in West Oakland for the past 30 years. Most recently, the City amended the truck routes in West Oakland in 2005, after a one-year community input process. The intention of the amendment was to reduce truck circulation in and around the residential areas of West Oakland. The primary change was to remove Mandela Parkway (formerly Cypress Street) and connecting local streets from the system of designated Truck Routes.

West Oakland Specific Plan

The City adopted the West Oakland Specific Plan (WOSP) in July 2014 as a guiding policy for future development in West Oakland. The WOSP establishes the City's land use policies and strategies for encouraging economic development, preserving residential neighborhoods and encouraging residential and commercial growth in "opportunity areas" identified in the WOSP.

The WOSP contains strategies related to truck traffic which focus on "reducing the adverse effects of freight-related truck traffic impacting West Oakland's residential neighborhoods." Specific policies include:

- Retain the truck routes necessary to serve Port activities but prohibit the designation of additional truck routes in West Oakland neighborhoods;
- Relocate truck parking and services out of West Oakland to sites at the Port and OAB;
- Enhance enforcement of truck routes and parking regulations with more staffing;
- Increase and improve signs that direct trucks and that prohibit truck parking;
- Post truck routes at places of business frequented by truck drivers; and
- Consider revising the OMC so there are more restrictions on where trucks can drive and park.



West Oakland Rezoning/OAB Rezoning

The City rezoned West Oakland in 2014 as one of the steps to implement the policies of the WOSP. The revised zoning code achieved four primary changes:

- retained residential zoning in the existing neighborhoods;
- created a commercial/industrial mixed zone intended to preserve and enhance industrial uses while also allowing office, retail, and research uses (housing is prohibited in these areas);
- created a zone where housing and commercial uses can mix and located this zone where it is often a buffer between the residential neighborhoods and the industrial areas; and
- restricted new truck yard and truck terminals to the industrial part of Jack London Square around Third Street from Union Street to Washington Street.

The City also introduced a new land use category called D-GI, Gateway Industrial Zoning District, for much of the OAB. This designation allows industrial uses, warehousing, storage, distribution activities, trucking parking, truck yards, and other truck-related uses and services.

Port of Oakland Efficiency Task Force (PETF)

The Port Efficiency Task Force, started in 2013, meets quarterly to address productivity and efficiency improvements for shipping terminal operation. Participants include a diverse mix of industry supply chain stakeholders including cargo owners, chassis providers, customs brokers and freight forwarders, industry associations, labor organizations, motor carriers, shipping lines, and terminal operators. PETF recommendations have resulted in several improvements to Port operations, including:

- Night gates where some shipping terminals are open several times a week on a regular basis so that moving of containers on trucks and rail is not overly concentrated in the daytime;
- Appointment systems so truck drivers have specific time windows to enter shipping terminals, enabling the volume of peak container movement to be spread out and reducing waiting times, idling and congestion;
- Advocacy for use of tools that enable street turns, which is the exchange of empty intermodal containers between two drivers; this eliminates truck trips to the port and time wasted sitting in line to return an empty or to pick up an empty; and
- Free-Flow, a port terminal operation that speeds up delivery of import containers by discharging a group of containers belonging to larger beneficial cargo owners (BCOs) from the vessel and stacking them in a yard block; they are then delivered to truckers in order from the front of the pile, thus eliminating digging out and sidetracking of containers.

The Port and its tenants have pursued efficiency measures, in addition to PETF efforts. For example, the entry gates at the TraPac maritime terminal have been relocated and rebuilt along Maritime Street so that trucks queue on the terminal site, not on Maritime Street.



Trucker Work Group

The Oakland Truck Work Group (TWG) was established by the Port in 2007 as a forum for open dialogue between the Port and truck drivers about safe, secure, compliant and efficient trucking operations at the Port. Bi-monthly meetings are co-chaired by Port staff and the trucking industry to foster communication, collaboration and facilitate efficient goods movement at the Port. Approximately 50 people typically attend the bi-monthly meetings including truck drivers, licensed motor carriers, chassis providers, terminal operators, off-dock tenants, and other trucking industry representatives. This group works on “nuts and bolts” concerns of truck drivers.

Comprehensive Truck Management Plan (CTMP)/Maritime Air Quality Improvement Plan (MAQIP)

The Port initiated development of the Comprehensive Truck Management Plan (CTMP) in early 2007 through the establishment of a Technical Advisory Committee (TAC). The purpose of the CTMP, finalized in 2009, is to address air quality, safety and security, business and operations, and community issues associated with drayage trucks serving the Port. As part of implementing the CTMP, the Port has developed a truck registry for trucks serving the Seaport, supported compliance with truck-related regulations to reduce emissions of air pollutants, increased safety and security domain awareness, improved operational efficiencies, reduced traffic and congestion, and involved and educated stakeholders. Under the CTMP, the Port contributed \$5 million to provide grants to retrofit and/or replace trucks to meet the California Air Resources Board (CARB) emissions standards. The Port also provided truck parking and service facilities on Port property to alleviate the problem of trucks parking in West Oakland. Through the CTMP, the Port continued its efforts to address the impacts of trucks, years in advance of the start of the OAB redevelopment, which triggers the requirement for this West Oakland Truck Management Plan.