



INTER OFFICE MEMORANDUM

TO: Sabrina B. Landreth
City Administrator

FROM: William A. Gilchrist
Director, PBD

SUBJECT: West Oakland
Truck Management Plan

DATE: April 25, 2019

City Administrator Approval

Date:

4/25/19

RECOMMENDATION

Staff recommends that the City Administrator approve the West Oakland Truck Management Plan.

EXECUTIVE SUMMARY

The West Oakland Truck Management Plan (TMP) is a series of measures designed to reduce the effects of transport trucks on local streets in West Oakland. The TMP (Attachment A) is required as a mitigation measure identified during the California Environmental Quality Act (CEQA) analysis completed in 2002 and updated in 2012 for redevelopment of the former Oakland Army Base (OAB).

The TMP is the result of a joint planning effort undertaken by the City of Oakland (City) and the Port of Oakland (Port) with substantial input from the West Oakland residential and business communities over the past eighteen months. The City and Port obtained community input through a series of five public workshops, as well as presentations before community and business associations, one-on-one meetings, and surveys. The City and the Port regularly reviewed the public engagement process to identify ways to improve public outreach to a broad spectrum of stakeholders including limited-English proficient residents, businesses, and truck drivers as well as removing barriers to participation for under-represented stakeholders. For the technical components of the Plan, the City and the Port completed analyses and data collection, and documented the work in several technical memoranda contained in the appendices to the TMP (Attachment B).

The TMP includes ten strategies ("Strategies") that address truck circulation, truck and chassis parking, and pedestrian and bicycle safety in West Oakland that will be implemented over a five-year period. Certain Strategies are designed and organized to create noticeable benefits across large areas of West Oakland early in the five-year implementation process. Other Strategies will focus on remaining problems later in the implementation process.

This report provides a summary of the public engagement process undertaken to develop the TMP as well as the content of the TMP. Approval of the TMP on behalf of the City can be done by the City Administrator and approval of the TMP by the Port can be done by the Port's Executive Director. See Attachment A for the West Oakland Truck Management Plan.

BACKGROUND / LEGISLATIVE HISTORY

The City Council amended the OAB Final Reuse Plan on June 19, 2012 (Resolution 83930), which included conditions of approval and environmental mitigation measures to be carried out as the redevelopment of the OAB is undertaken. These conditions and mitigation measures are contained in the Standard Conditions of Approval/Mitigation Monitoring and Reporting Program for the 2012 Oakland Army Base Redevelopment Project (SCA/MMRP) as amended by the City Council on July 16, 2013 (Ordinance 13182). Preparation of the TMP was undertaken expressly to comply with and to implement 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 cited in this mitigation measure, "transport trucks" means the trucks serving the Port of Oakland and the trucks that will serve the facilities being developed at the OAB; "local streets" means streets within West Oakland, at the Port, and at the OAB. Mitigation Measure 4.3-7 is intended to reduce the nuisance of trucks driving or parking where they should not be; improve safety for people walking, biking and driving West Oakland; and improve the quality of life for people living and working in West Oakland.

The SCA/MMRP also contains mitigation measure PO-1 Public Outreach "Stakeholder Review of Air Quality and Trucking Plans," which requires the City to conduct a public process during the development of the air quality and trucking components of specified mitigation measures which includes MM 4.3-7 and requires City Administrator approval of these plans. The public outreach undertaken to prepare the TMP was done pursuant to MM PO-1 and is described in the Public Outreach / Interest section of this memorandum.

ANALYSIS AND POLICY ALTERNATIVES

The TMP addresses truck 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 of the TMP. Although MM 4.3-7 applies specifically to the transport trucks that serve the Port of Oakland and the current and future facilities at the OAB, the TMP Strategies can also help reduce impacts from other commercial trucks that serve the industrial businesses in West Oakland and that drive through or park in West Oakland.

The goals of the TMP are:

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

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 (See Attachment B) and include:

- Parking Technical Memorandum
- Truck Movement and Safety Technical Memorandum
- Signs and Communication Technical Memorandum
- Enforcement Technical Memorandum

TMP Strategies

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

Table 1 TMP STRATEGIES		
Strategies	Description	Schedule
Strategy 1 Improve Safety at Street Intersections near the Port	Improve safety for pedestrians and bicyclists with secondary benefits for cars at five intersections near the Port on Union Street and Adeline Street. Possible improvements include high-visibility crosswalks and bike crossings, signal changes, and pedestrian refuges. Improvements must accommodate truck turning movements.	Years 1-5
Strategy 2 Improve Truck Routing	Meet with individual truck-oriented businesses in West Oakland to develop and communicate preferred routes for truck drivers to use when accessing destinations in West Oakland that are not on designated Truck Routes.	Years 1-5
Strategy 3 Update the Network of Truck Routes and Truck Prohibited Streets	Propose changes to the Oakland Municipal Code to update the Truck Routes and Truck Prohibited Streets and resolve or correct OMC inconsistencies to make Truck Routes clearer and more effective.	Years 1-3
Strategy 4 Improve Truck Route Signage	Complete a sign inventory in West Oakland and prepare a Sign Replacement and Installation Plan. Replace damaged or illegible signs; add signs in gaps in the network; and use larger or different types of signs in key locations so that Truck Route signage works more effectively as a coherent system.	Years 1-2; optional for Years 3-5
Strategy 5 Conduct Traffic Enforcement Spot-Checks	Use targeted traffic enforcement to address problem areas remaining after implementation of Strategies 2, 3, and 4, all of which should increase use of preferred routes and reduce use of non-Truck Route streets.	Year 3; optional for Years 4-5

Table 1 TMP STRATEGIES		
Strategies	Description	Schedule
Strategy 6 Use Urban Design to Promote Use of Truck Routes	If needed, implement a pilot project to test an urban design strategy at a problem location that remains after Strategies 2, 3, and 4 are implemented. The pilot project could include traffic circles, physical barriers to parking, tree planting, or other options. The pilot project will evaluate the Strategies' cost effectiveness to influence truck movement.	Years 4-5
Strategy 7 Improve Training for Issuing Parking Tickets	Provide enhanced training to the Oakland Department of Transportation (OakDOT) parking control technicians on ticketing illegally parked trucks and chassis, which may create more effective enforcement and increase compliance with parking regulations.	Year 1; optional for Years 2-5
Strategy 8 Change Parking Regulations related to Truck and Chassis Parking	Change regulations so parking restrictions are applicable to more streets in West Oakland and are easier to enforce by eliminating the need for signs. Potential changes include restricting truck and chassis parking near residences in commercial districts; prohibit overnight parking of chassis anywhere in West Oakland; and prohibit trucks from parking on either side of streets around parks.	Years 1-2; optional for Years 3-5
Strategy 9 Consider Increasing Truck Parking Fines	Consider increases in fines or other penalties for truck or chassis parking violations, if appropriate, to reduce prohibited parking behavior.	Year 2
Strategy 10 Conduct Targeted Parking Enforcement	Provide targeted enforcement of parking regulations at specific times and locations.	Year 3; optional for Years 4-5

TMP Approval and Schedule

Per Mitigation Measure PO-1, the City Administrator approves the TMP on behalf of the City, and within 90 days of this approval, staff will provide the City Council with an informational presentation. On behalf of the Port of Oakland, the Port's Executive Director approves the TMP, pending adoption of a resolution by the Board of Port Commissioners scheduled on the Board agenda for April 25, 2019, delegating this authority to the Port's Executive Director.

Once the TMP is approved, the City and the Port will begin to implement the Strategies over a five-year period. After five years, it is intended that ongoing activities, such as parking and traffic enforcement, will be incorporated into regular operating procedures by the City and the Port. The Strategies that are expected to address issues across large areas of West Oakland have been scheduled to start in the first year ("Year 1") after the TMP is approved. The overall schedule is shown in Figure 3 on page 30 of the TMP (See Attachment A).

Roles and Responsibilities

The City Administrator of the City of Oakland and the Port of Oakland Director of Engineering will be responsible for implementation of the TMP. Each will identify a staff person to serve as their TMP Project Manager for implementation. The TMP Project Managers will be supported by various City and Port departments (TMP Team). The roles and responsibilities of City and Port staff are shown in Figure 4 on page 31 of the TMP (See Attachment A).

City staff responsibilities in several City Departments includes project coordination, overseeing consultants, preparing revisions to the Oakland Municipal Code for City Council consideration, performing parking enforcement and traffic enforcement actions, reviewing TMP progress, as well as ongoing public engagement. Certain implementation activities, such as sign installation or construction of safety improvements on City streets in West Oakland will be undertaken by the City while sign installation on public streets in the Port area will be undertaken by the Port. In addition, City Council action will be needed for changes to the Oakland Municipal Code and the City Council may adopt, modify or reject recommendations put forth by the TMP Team.

FISCAL IMPACT

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

Staff time would be covered by City's operating budget and from OAB Fair Share funding.¹ Staff estimates that approximately one-third full-time equivalent ("FTE") staff would be required for the City's TMP Project Manager to provide oversight and coordination. Given the number of Strategies starting in Year 1, the level of effort for the TMP Project Manager may be greater for the first two years. An additional one-half to one FTE total shared among multiple City departments including OakDOT Safe Streets and Parking/Mobility Divisions, Oakland Police Department and the City Administrator's Office will be needed during TMP implementation. Funding for staff from these departments could be partially funded from the OAB Fair Share program.

Funding will also be needed for consultants and direct construction and implementation costs.

The Port and the City, along with City OAB developers, are in the process of jointly funding the OAB Fair Share mitigation measures, including the TMP. While the Port and City are still in the process of establishing this Fair Share program, the preliminary estimate of the Port's share of TMP Fair Share costs is up to \$2.35 million over five years, and the preliminary estimate of the TMP Fair Share costs to be provided by the developers of the City's portion of the OAB is \$820,000 to \$1,065,000 over the next one to ten years.

A portion of the OAB Fair Share funding will be available in Year 1 of TMP implementation with additional OAB Fair Share funds expected to follow in subsequent years. The timing of construction, installation, and implementation of several of the Strategies is contingent upon receipt of the OAB Fair Share funds as well as funding from the City's Capital Improvement

¹ The SCAMMRP 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.

Program (CIP) and possibly additional funding from outside agencies². OAB Fair Share funding used for the TMP can only be applied to Strategies directly related to impacts from trucks serving the Port and OAB. Other capital improvements identified during TMP implementation would be processed through the CIP or with additional funding sought from outside agencies and/or from new development projects.

PUBLIC OUTREACH / INTEREST

From the outset, City and Port staff envisioned that West Oakland stakeholders would participate in the planning process to help create the TMP. The City and the Port prepared a public engagement plan (PEP) that served to guide the public participation process and retained a communications consultant to assist in designing and implementing PEP and to facilitate the community meetings. The City and the Port held five (5) public workshops in West Oakland from October 2017 to November 2018 to engage the public in identification of issues, discussion of the technical analysis undertaken, and identification of solutions. The five public workshops are summarized as follows:

- Workshop #1 provided a brief overview of background and purpose of the TMP, followed by a breakout session where participants gathered in small groups to describe positive community attributes, identify issues, and suggest solutions.
- Workshop #2 was a mobile workshop during which the City and the Port drove participants around West Oakland in minivans to look at problems and issues related to trucks that were identified in Workshop #1.
- Workshop #3 used interactive stations to present the results of technical analyses and data collection to better frame the issues raised at the previous workshops. This approach provided an opportunity for stakeholders to learn about the analysis, ask questions, and provide feedback.
- Workshop #4 presented draft Strategies for public discussion and input. The draft Strategies were based on the technical analyses and data collection and input from the first three workshops.
- Workshop #5 presented the draft TMP for review and discussion. Written and oral comments from the workshop and other written feedback submitted during the draft TMP review period were used to prepare this final TMP. Feedback on the draft TMP is included in Appendix I to the TMP *Response to Comments on Draft TMP* (see Attachment B for all appendices.). Comments primarily requested clarification of implementation steps for some strategies, recommended the addition of clearer performance measures, and asked how ongoing stakeholder engagement would be undertaken during implementation of the strategies. In response to comments received, the City and the Port revised the Draft TMP and prepared the final TMP.

² Outside agencies which could potentially provide funding could include, but are not limited to, the Bay Area Air Quality Management District, California Air Resources Board and the Alameda County Transportation Commission.

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. The PEP and a summary of the public engagement undertaken is included in Appendix F of the TMP. (See Attachment B for all appendices.)

Compliance with Mitigation Measure PO-1

Development of the TMP was undertaken consistent with MM PO-1, which requires the City to engage the public during the development of specified plans and requires a review and comment period on the draft plan. Compliant with MM PO-1, the development of the TMP was discussed at OAB air quality stakeholder meetings (such stakeholder meetings are described in MM PO-1) in August 2017, March 2018, and April 2019. On September 28, 2018, the City issued a 45-day notice required by MM PO-1 stating that the TMP is under development and will be available for public review and comment in mid-November 2018. On November 16, 2018 the City issued the notice that the draft TMP was available for public review and comment. This notice and the draft TMP were emailed to approximately 500 people and community-based organizations, including attendees of any of the five public workshops. Printed copies of the draft TMP were made available at City and Port offices, at four Oakland public libraries and at the West Oakland Senior Center. While a 17-day review-and-comment period is specified in MM PO-1, a six-week public comment period was provided from November 16, 2018 to January 4, 2019. During the public-comment period a public workshop was held on November 29, 2018 to present the draft TMP and to receive verbal input. Public comments about the draft TMP are included in Appendix I to the *TMP Response to Comments on Draft TMP* (see Attachment B for all appendices.) Comments from the public primarily requested clarification of implementation steps for some Strategies, recommended the addition of clearer performance measures, and asked how ongoing stakeholder engagement would be undertaken during implementation of the Strategies. In response to comments received, the City and the Port revised the Draft TMP and prepared the final TMP.

Reporting Progress during Implementation of the TMP

The TMP includes an approach to evaluate the effectiveness of each of the Strategies. The primary measures are truck-counts on specific streets before and after implementation of the Strategies and annual West Oakland parking ticket data. Figure 5 of the TMP on pages 33-35 (see Attachment A) provides more detail on how the TMP Team will evaluate the effectiveness of each Strategy. The TMP Team will provide updates on Strategy implementation and the results of the effectiveness measures in an annual report that will be posted on the Port and the City websites and distributed electronically to stakeholders.

Ongoing Stakeholder Engagement during Implementation of the TMP

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

1. Engagement with key stakeholders on individual Strategies to share information and receive input on specific Strategies from the people most knowledgeable of, and likely to be the most

affected by, the implementation of the Strategy. Outreach to truck drivers is especially important for outreach on specific Strategies, in particular Strategies 2, 3, 4, 8 and 9. The success of the TMP will depend in great part on truck drivers participating in the new Truck Routes and new parking regulations.

2. Periodic briefings to key Community Based Organizations, including West Oakland Community Advisory Group and West Oakland Business Alert, to provide interim updates on the TMP as Strategies are implemented. The intention is to communicate regularly with these groups and to provide a way for the public to know where they can receive updates or provide their input if they are not participating in a Strategy-specific outreach and to provide touchpoints between the annual TMP report.
3. Outreach on TMP implementation as a whole, including preparation of an annual report; maintenance of information on the TMP website; and use of OAK 311 as a key tool to provide a proactive feedback loop for the community and to measure people's experience of TMP implementation. OAK 311 is a telephone number and website that connect the public to trained City of Oakland representatives who help with requests for non-emergency city services and information.

COORDINATION

In addition to the stakeholder coordination described above, the TMP was developed in coordination with the City Administrator's Office, Office of the City Attorney, the Planning and Building Department, the Department of Transportation and the Oakland Police Department, as well as with extensive coordination with the Port of Oakland Environmental Programs and Planning Department.

SUSTAINABLE OPPORTUNITIES

Economic: The adoption and implementation of the TMP does not in and of itself create economic opportunities for the local economy. However, reducing the effects of trucks on local streets in West Oakland may result in an improved economic environment in the commercial and industrial areas of West Oakland.

Environmental: Implementation of the Strategies contained in the TMP is intended to reduce the effects of trucks in West Oakland. This will mitigate some of the impacts from trucks, which is expected to have positive environmental effects.

Social Equity: Implementation of the Strategies contained in the TMP is expected to improve the quality of life for residents of West Oakland.

CEQA

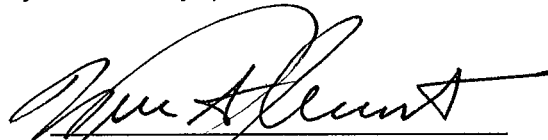
On July 31, 2002, the City certified an Environmental Impact Report for the OAB Redevelopment Plan and on the same date the City, acting as the Oakland Base Reuse Authority and Oakland Redevelopment Agency, approved the Final OAB Reuse Plan.

Subsequently in 2012, the City Council in their role as the Oakland Redevelopment Successor Agency adopted an amended OAB Reuse Plan, supported by an Addendum to the 2002 EIR and on July 16, 2013 the City Council adopted a revised SCA/MMRP. Preparation of the TMP was undertaken expressly to comply with and to implement mitigation measure 4.3-7 of the SCA/MMRP 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." The action of the City Administrator to approve the TMP complies with the requirements of MM 4.3-7 and no further CEQA analysis is needed to approve nor to implement the TMP. In addition, Staff has also has determined that the approval and implementation of the TMP is exempt from CEQA pursuant to CEQA Guidelines Sections 15301 (existing facilities), 15308 (actions by regulatory agencies for protection of the environment), and 15061(b)(3) (common sense exemption). Each of the foregoing provides a separate and independent basis for CEQA compliance, and when viewed collectively, provides an overall basis for CEQA compliance.

ACTION REQUESTED OF THE CITY ADMINISTRATOR

Staff recommends that the City Administrator approve the TMP. Pursuant to Mitigation Measure PO-1, staff will prepare an informational report to the City Council following City Administrator approval of the TMP.

Please contact Patricia McGowan, Environmental Coordinator for the OAB, at (510) 238-3588 or via email at pmcgowan@oaklandca.gov if you have any questions.



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Attachments:

- A. *West Oakland Truck Management Plan, dated April 2019 for review and approval by the City Administrator of the City of Oakland and the Executive Director of the Port of Oakland*
- B. *Appendices to the West Oakland Truck Management Plan (Appendix A – I)*