

**CITY OF OAKLAND
AGENDA REPORT**

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2005 JUN 28 PM 3:10

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Public Works Agency
DATE: July 12, 2005

RE: **ORDINANCE AMENDING SECTIONS 10.52.070 AND 10.52.120 OF THE OAKLAND MUNICIPAL CODE TO MODIFY EXISTING LOCAL AND THROUGH TRUCK ROUTES IN WEST OAKLAND**

SUMMARY

An ordinance has been prepared to amend sections 10.52.070 ("Through" Truck Route "A") and 10.52.120 (Local Truck Routes) of the Oakland Municipal Code to modify the truck routes in West Oakland. This action is taken to reduce truck traffic in and around residential communities.

The ordinance will amend the "Through" Truck Route "A" (Section 10.52.70) reconnecting it to the San Francisco-Oakland Bay Bridge via Interstate 880 at access ramps on Union Street at 5th Street. The portion of Route "A" that connected to the Cypress Freeway will be removed from Section 10.52.70. Further, portions of local truck routes in Section 10.52.120 on 7th Street, 8th Street, Brush Street, and Nelson Mandela Parkway that are no longer needed will be amended, based on the new truck route network (Attachment A). Interstate 880 Frontage Road and 3rd Street from Market Street to Adeline Street will be added truck routes as links between 7th Street and West Grand Avenue and between Market Street and Adeline Street.

This ordinance is consistent with the following 2005-07 Goals and Objectives of the City Council and Mayor:

Develop a Sustainable City 1A, by improving the truck route plan in West Oakland which will reduce truck traffic in non-industrial areas and at the same time provide better guidance to truck operators in the area.

Build Community and Foster Livable Neighborhoods 2C and 2E by reducing truck traffic in non-industrial areas which West Oakland residents consider a nuisance to their community and establishing a truck route system consistent with plans of the community based West Oakland Environmental Indicators Project (WOEIP).

Staff recommends that the City Council approve the ordinance.

FISCAL IMPACTS

The cost to install and remove the signs for the proposed truck route plan is estimated at \$9200.00. Funds are available for the work in the City Neighborhood Traffic Safety Program

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(Project No. C159610) of the Transportation Services Division (Organization No. 30262) from State Gas Taxes (Fund No. 2230). Long-term maintenance of the signs will be incorporated with the City's traffic sign maintenance program, and is anticipated to be minimal. Enforcement of the truck routes is already incorporated in the Police Agency Commercial Vehicles Unit, which includes two officers paid for by the Port of Oakland.

BACKGROUND

Municipal Code

The Municipal Code restricts and regulates truck travel by establishing truck routes or truck-prohibited streets. When a street is established as a truck route and properly signed, commercial trucks are required to drive on the route without deviation except to load or unload at local destinations. Deviations from the truck route are to be as close as reasonable to the destination. Prohibited streets are generally established based on the weight or pulling weight of the vehicle. The most common prohibition is for commercial vehicles over 4 ½ tons. In West Oakland a combination of truck routes and truck-prohibited streets exists throughout the area between Interstate 980 and 880 on the east and west, and between the Port and the City of Emeryville on the north and south.

Through truck routes are special truck routes in the Municipal Code that were established to designate a path of local streets from City borders to the southeast (Route "A"), [northwest (Route "D")], southwest (routes "B" and "C") and to the distribution structure of the Bay Bridge. Through Route "A" is the main through route traveling the full length of Oakland from the San Leandro border on MacArthur Boulevard to 90th Avenue, then on 90th Avenue to International Boulevard to 81st Avenue to San Leandro Street to Fruitvale Avenue to East 12th Street to East 8th Street to 8th Street to 7th Street to Mandela Parkway (Cypress Street) to the Cypress freeway and to the Bay Bridge. Both through routes "B" and "C" are shorter routes that coincide with Route "A" along different segments to connect to the Bay Bridge. Through Route "D" starts from the Contra Costa County border near the Caldecott Tunnel on Broadway to West MacArthur Boulevard, then on West MacArthur Boulevard to the West MacArthur Boulevard /Interstate 580 ramps. Since the Loma Prieta Earthquake, however, the Interstate 580 on-ramp has been closed. Caltrans' long-term proposal to reopen the 580 on-ramp does not allow travel to the Bay Bridge. Vehicles on Route "D" have two optional routes to the Bay Bridge: from West MacArthur Boulevard to Peralta Street to West Grand Avenue, or from West MacArthur Boulevard to Nelson Mandela Parkway to West Grand Avenue.

Through truck routes provide alternate routes to highways 24, 880, and part of 580 along local streets. Trucks are prohibited on Interstate 580 on the portion from Grand Avenue to the San Leandro border.

Traffic Circulation

The proposed Truck Route Plan eliminates the core route that was Cypress Street (now Mandela Parkway) and local routes that connected to Cypress Street. Traffic data show that large truck (three axle or more) traffic on Mandela Parkway have decreased since 1989 as trucks were forced to find alternatives to the Cypress Freeway. Today, with the reconstruction of Interstate 880 with freeway access points at Market Street, Adeline Street, Union Street, and 7th Street, there is no need for Mandela Parkway to serve as a truck route anymore. Further, trucks traveling to and from West Grand Avenue can exit Interstate 880 at 7th Street and take Frontage Road to West Grand Avenue on the outskirts of the Prescott Neighborhood (Refer to attachments A and B). Eighth Street, which was once a one-way street, was once a major truck route connector to Cypress Street. Eighth Street is now a two-way, high-density residential street with no connection to Interstate 880. Eighth Street between Fallon Street and Cypress Street appears in sections 10.52.070 and 10.52.120 of the Municipal Code and is proposed to be removed from both. Seventh Street from Union Street to Mandela Parkway also served as part of Through Truck Route "A." As Route "A" will be appended to Interstate 880 by way of Union Street, this portion on 7th Street will no longer be necessary. Seventh Street from Union Street to Interstate 880 Frontage Road has not functioned as a truck route since the rebuild of Interstate 880. Signs were physically taken down at the request of the Prescott Neighborhood. Peralta Street from 12th Street to Mandela Parkway is another route that has not functioned as a truck route in many years. The portion south of 18th Street is residential, and the Peralta/21st Street connector to northbound Mandela Parkway was closed by the Mandela Parkway Project. Northbound Peralta Street now terminates at 20th Street. Third Street from Market Street to Adeline Street has functioned as a truck route since 1995 when signs were installed. Third Street, 5th Street, Adeline Street, and Market Street in conjunction with the Interstate 880 access ramps serve a small truck network in the area, as well as Port operations off of Adeline Street and Middle Harbor Road. Brush Street from West Grand Avenue to 17th Street is a one-way southbound truck route that connects to Interstate 980. Eliminating this portion of Brush Street from the existing truck route will have no impact on the trucks that currently use Brush Street.

West Oakland Redevelopment

West Oakland has undergone major changes in land use and infrastructure. Attachment "B" shows the commercial zoning in West Oakland in relation to the proposed truck route plan. It illustrates the separation of neighborhoods that the Cypress Freeway (Mandela Parkway) created. It also shows how the new routing will serve the commercial areas.

Community Action

The residents of West Oakland have expressed their concern and dissatisfaction over environmental issues including truck traffic in their neighborhood for many years. The City has worked with residents and the community for decades to help control the truck activity on their streets. The result is seen in the large network of truck routes and the long list of commercially prohibited streets that exist in West Oakland today. The community's awareness and sensitivity

to environmental and traffic issues have increased with the redevelopment of the area.

In 1995 the Pacific Institute, a non-profit independent environmental research organization, began efforts in West Oakland to develop an environmental indicators project. In 2000 this project in conjunction with efforts of the Coalition for West Oakland Revitalization became the community-led West Oakland Environmental Indicators Project (WOEIP). The project encouraged residents to participate in the environmental research of their homes and neighborhood, culminating in the report released in November 2003 titled "Clearing the Air—Reducing Diesel Pollution in West Oakland." The report found that West Oakland residents were exposed to roughly six times more diesel particulates than residents of other parts of Oakland. The report further recommended six solutions to reduce levels of diesel pollutants in West Oakland, one of which was to "Create a designated truck route (that does not travel through the neighborhood)."

In early 2004 City staff met with WOEIP participants to hear their concerns and address issues related to truck traffic in their neighborhood. The City's Transportation Services Division agreed to sit on a new truck route committee now called the Truck Route Working Group to work toward a better system of routing commercial vehicles and enforcement of prohibitions. The group began to review truck routes in West Oakland in the fall of 2004. In January of this year the group agreed on a first draft West Oakland Truck Route Plan.

Community Outreach

The WOEIP Truck Route Working Group is currently comprised of residents, Pacific Institute staff, City engineers, planners, police, parking enforcement, local trucking service providers, a teamster representative, Port of Oakland representatives, and an assistant to Councilmember Nancy Nadel. The group was developed to represent the diverse West Oakland community. The group is lead by resident member Brian Beveridge. Mr. Beveridge has presented the draft plan at eleven official public meetings and numerous other neighborhood forums. Attachment "C" lists the official meetings at which the West Oakland Truck Route Plan was presented. It also shows the monthly meeting dates of the Truck Route Working Group this year. Since presentation at the District 3 Town Hall meeting on February 23, 2005, the plan has gone through three revisions based on community feedback. WOEIP also created a flyer with the draft plan and contact number for individuals to comment. The flyer was distributed at the last four public meetings. The trucking representatives also distributed flyers and transmitted the draft plan by email to other trucking organizations.

The truck route amendments are only the first initiative of the WOEIP strategic plan. The Working Group plans to further their efforts with meetings with neighborhood groups including trucking companies and the Port of Oakland, proposed revisions to commercially prohibited streets (Section 10.52.060 O.M.C.) a neighborhood truck hotline or email address, continued discussions with enforcement agencies, and additional signs to enhance truck route signs and

truck-prohibited streets. The Working Group includes a teamster representative who has distributed the draft plan to truckers to review and has committed to distribute the final plan when completed.

North Mandela Parkway and Peralta Street

Mandela Parkway from West Grand Avenue to Hollis Street and Peralta Street from Mandela Parkway to MacArthur Boulevard are existing truck routes that serve truck travel between the Emeryville City border to West Grand Avenue and to Through Truck Route "D." They are both generally fronted by commercial properties. Of the two, Mandela Parkway was initially selected by the Truck Route Working Group to remain as the north/south route between Emeryville and West Grand Avenue. It is a newly constructed multi-lane roadway designated to carry heavy axle loads. However, it was determined from two subsequent public meetings that the community preferred neither route but an alternative route. The primary argument against Mandela Parkway as a truck route was the new use of the corridor. Residents cited residential buildings on Mandela Parkway and 34th Street and the median parkway that now runs down the middle of Mandela. The City Planning Department has countered this argument numerous times indicating that a truck route through Mandela Parkway would not be inconsistent with the surrounding properties. Although the community preferred both streets removed from truck route designation, City staff cannot recommend such a change at this time for the following reasons:

- Through Truck Route "D" traverses north Oakland from Broadway near the Caldecott Tunnel to West MacArthur Boulevard and on West MacArthur Boulevard to the Interstate 580 ramps. Route "D" serves to connect trucks on local streets from the eastern border of the City near the Caldecott Tunnel to the Bay Bridge. This link was severed when the Interstate 580 on ramp was closed after the Loma Prieta Earthquake. The alternative links for Route "D" to the Bay Bridge are West MacArthur Boulevard to Peralta Street to Mandela Parkway to West Grand Avenue, West MacArthur Boulevard to Hollis Street to Mandela Parkway to West Grand Avenue. Staff recommends keeping at least one of the alternative links to maintain Route "D". Further analysis of Route "D" is recommended to determine if it is still a suitable link to the Bay Bridge. Considering all of the residents input, the default street for truck designation seems to be Peralta Street.
- There may be alternative streets to Mandela Parkway and Peralta Street such as Wood Street, Poplar Street, and San Pablo Avenue which may serve as a connector from Route "D" or the City of Emeryville to West Grand Avenue and the Bay Bridge. These streets were not considered as part of the current plan and may be considered at a later date. A traffic study of the area and community backing of the alternative route would need to be established.
- In areas with a high concentration of truck-prohibited streets, it is recommended that a designated truck route complement the prohibitions. Route designation is clearer to truck operators as to which streets they are to use than a hit or miss truck-prohibition system.

The ordinance does not propose any changes to the designation of Peralta Street in the Municipal Code. It is shown on the West Oakland Truck Route Plan as an interim route. Staff will continue to work with the community and the West Oakland Truck Route Working Group to investigate alternatives to Peralta Street.

KEY ISSUES AND IMPACTS

The proposed ordinance will reduce truck traffic on neighborhood streets in West Oakland, thereby reducing the resident's exposure to diesel emissions and particulates.

The new system of routes will be more streamlined and easier to follow by truckers, the public, and enforcement agencies. The routes will be enhanced with new and guide signs. This will increase compliance and assist in the enforcement of the routes.

PROJECT DESCRIPTION

The West Oakland Truck Route Plan takes a more comprehensive approach toward truck traffic control than past efforts. The project will install new signs on new routes and replace signs on existing routes. In addition, the City will be working with the Port and the West Oakland Truck Route Group to evaluate existing guide and directional signs on other streets. The Working Group has also agreed to carry on the public outreach efforts and traffic evaluation which will include:

- Posting of the Truck Plan on various websites
- Distribution of the plan to truck generating facilities and businesses
- Creation of a truck traffic hotline or website
- Traffic analysis of new traffic patterns
- Evaluation of prohibited streets in West Oakland
- Continued meetings of the West Oakland Environmental Indicators Project committee and Truck Route Working Group

SUSTAINABLE OPPORTUNITIES

Economic: The reduction of truck traffic in West Oakland neighborhoods will make them more attractive to potential property owners and small businesses. This effort coincides with recent developments and proposed developments to attract new residents and small service type businesses to the area. Existing trucking businesses will also benefit through better signage.

Environmental: The proposed amendment will reduce the level of diesel emissions in the area and exposure by residents. The plan should also make local streets safer by reducing the number of trucks on them.

Social Equity: The proposed Truck Route Plan will improve the quality of life of West Oakland residents including senior citizens, persons with disabilities, and children.

DISABILITY AND SENIOR CITIZEN ACCESS

There are no direct impacts to disability and senior access; implementation of the proposed truck route ordinance, however, may improve the quality of life for senior citizens and persons with disabilities by restricting truck travel on residential streets.

RECOMMENDATIONS AND RATIONALE

Staff recommends that the City Council approve the ordinance described above to amend Section 10.52.070 and Section 10.52.120 of the City of Oakland Municipal Code. The approved ordinance will allow staff to modify and establish truck routes in West Oakland and create a truck route system that is consistent with the current freeway system and the community developed Truck Route Plan.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve the ordinance.

Respectfully submitted,



RAUL GODINEZ II, P.E.
Director, Public Works Agency

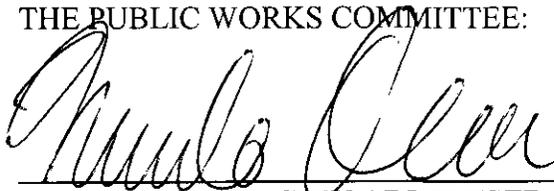
Reviewed by:
Michael J. Neary, P.E.
Assistant Director, Public Works Agency
Design & Construction Services Department

Wladimir Wlassowsky, P.E.
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Prepared by:
Joe S. Wang, P.E.
Supervising Transportation Engineer

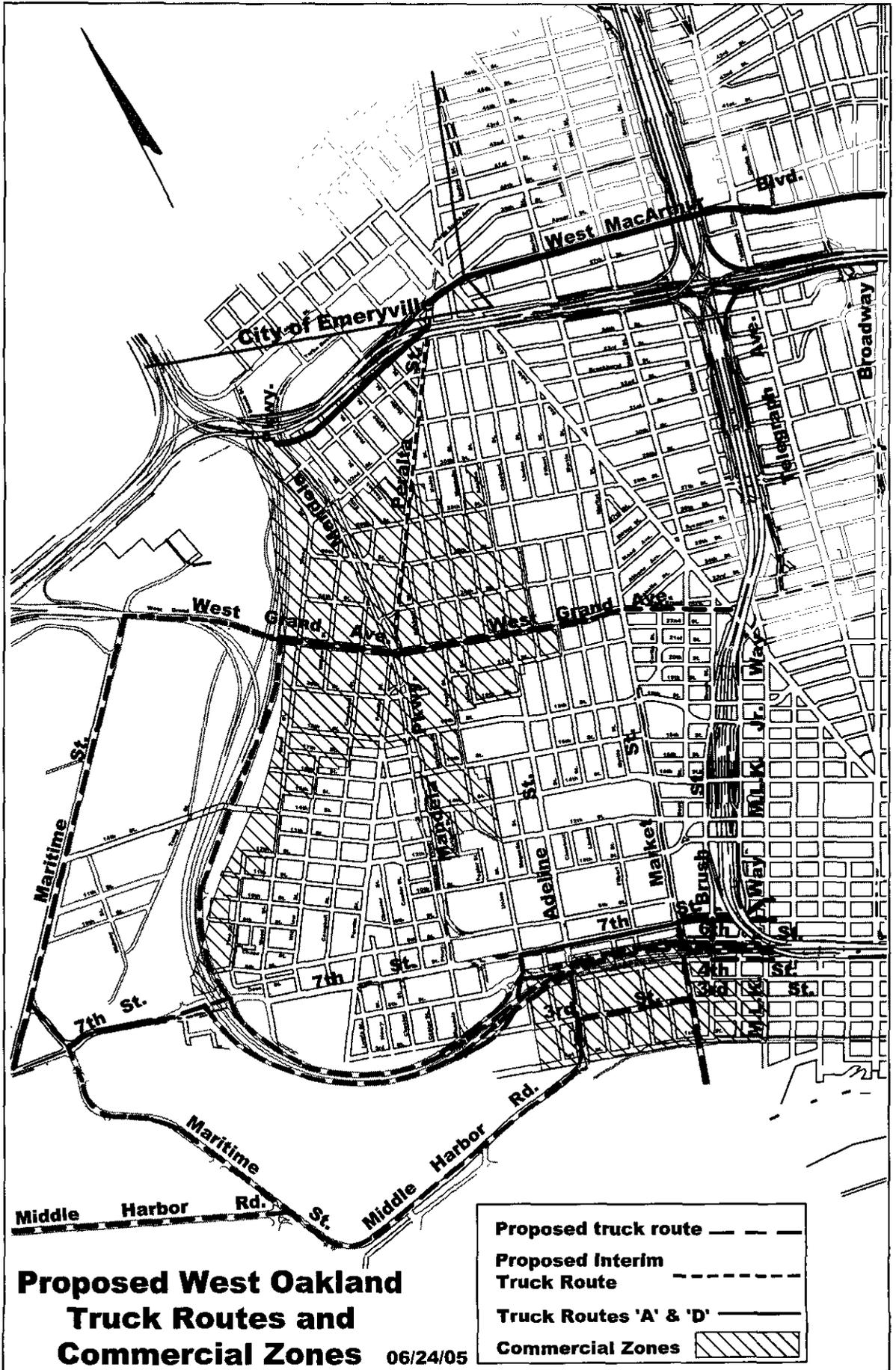
Peter Chun, P.E.
Transportation Engineer

APPROVED AND FORWARDED TO
THE PUBLIC WORKS COMMITTEE:



OFFICE OF THE CITY ADMINISTRATOR

Attachment B



Attachment C

Truck Route Outreach Timeline

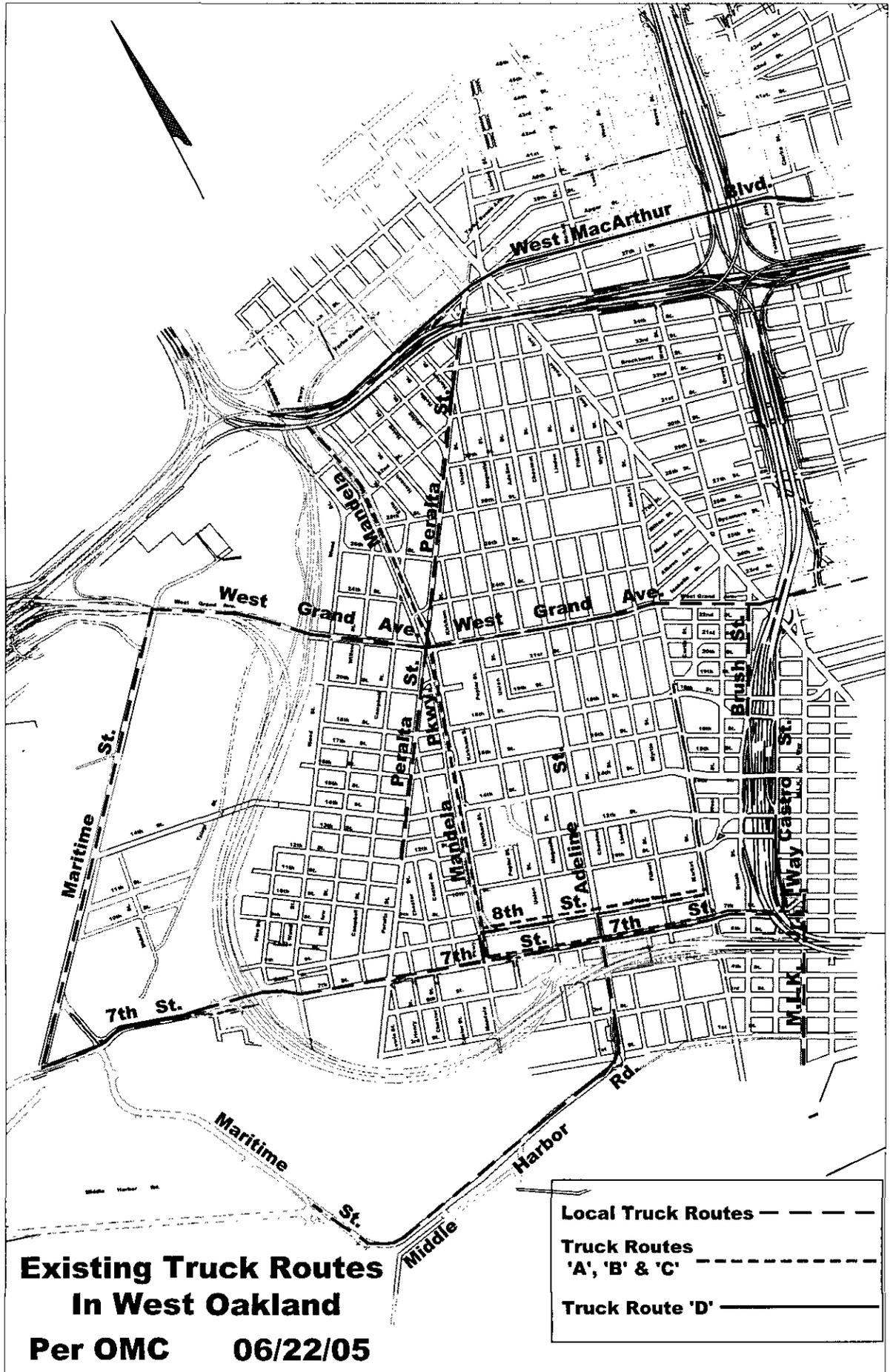
West Oakland Environmental Indicators Project (WOEIP)

Date	Event/Meeting	Audience	# of attendees
9/22/04	WOEIP Committee Meeting	West Oakland residents	25
1/20/05	WOEIP Committee Meeting	West Oakland residents	20
2/23/05	District 3 Town Hall Meeting, West Oakland	West Oakland residents	40
3/29/05	Teamsters Meeting	Truckers	20
4/13/05	West Oakland Project Area Committee	West Oakland residents	25
4/21/05	Neighborhood Crime Prevention Council Meeting	West Oakland residents	20
4/25/05	City-Port Liaison Committee Meeting	City Councilmembers, Port staff, truckers	20
5/2/05	Oak Center meeting	West Oakland residents	15
5/11/05	West Oakland Project Area Committee	West Oakland residents	25
5/19/05	West Oakland Commerce Association	West Oakland Business owners	20
5/19/05	Poplar Center NCP Beat 01-Y	West Oakland residents	12

Truck Route Group Meetings

Date	Meeting Location
2/10/05	Pacific Institute
3/10/05	Pacific Institute
4/7/05	City offices
5/4/05	Pacific Institute
6/1/05	Pacific Institute

Attachment D



OFFICE OF THE CITY ATTORNEY
APPROVED AS TO FORM AND LEGALITY
2005 JUN 28 CITY OF OAKLAND

INTRODUCED BY COUNCILMEMBER _____

ORDINANCE No. _____ C.M.S.

ORDINANCE AMENDING SECTIONS 10.52.070 AND 10.52.120 OF THE OAKLAND MUNICIPAL CODE TO MODIFY EXISTING LOCAL AND THROUGH TRUCK ROUTES IN WEST OAKLAND

WHEREAS, the West Oakland community formed the West Oakland Environmental Indicators Project in 2000 to combat environmental inequities in their neighborhood; and

WHEREAS, the West Oakland Environmental Indicators Project published a report in 2003, indicating that there were six (6) times more diesel particulates per person in West Oakland than in the State of California; and

WHEREAS, the truck routes tied to the Cypress Freeway no longer serve as access to Interstate 880; and

WHEREAS, City staff began work with the West Oakland Environmental Indicators Project in January 2004 to develop the West Oakland Truck Route Plan and to reduce truck traffic in non-industrial areas of West Oakland; and

WHEREAS, the West Oakland Truck Route Plan has been presented to the public at seven (7) different community forums; now, therefore, the

COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN, THAT:

Section 1. Section 10.52.070 of the Oakland Municipal Code is amended to read as follows:

10.52.070 Through Truck Route "A" covering truck travel between intersections of California Highway Route 5 (U.S. Route 50) and the Oakland-San Leandro boundary and the distribution structure of the San Francisco-Oakland Bay Bridge.

For motor truck travel between the intersection of California Highway Route 5 (U.S. Route 50) and the Oakland-San Leandro city boundary and the distribution structure of the San Francisco-Oakland Bay Bridge, the following through truck route is established: MacArthur Boulevard from the easterly San Leandro city to 90th Avenue; 90th Avenue from MacArthur Boulevard to International Boulevard (East 14th Street); International

Boulevard from 90th Avenue to 81st Avenue; 81st Avenue from International Boulevard to San Leandro Street; San Leandro Street from 81st Avenue to Fruitvale Avenue; Fruitvale Avenue from San Leandro Street to East 12th Street; East 12th Street from Fruitvale Avenue to 14th Avenue; East 8th Street from 14th Avenue to 5th Avenue; 7th Street from 5th Avenue to Fallon Street; Fallon Street from 7th Street to 8th Street (northbound); 7th Street from Fallon Street to Castro Street (eastbound); 8th Street from Fallon Street to 7th Street (westbound); 7th Street from Castro Street to Union Street; Union Street from 7th Street to 5th Street; Interstate 880 from 5th Street to the San Francisco-Oakland Bay Bridge distribution structure.

When authorized signs are in place giving notice thereof, it is unlawful for any operator of a motor truck or trucking combination entering the City of Oakland over California State Highway Route 5 (U.S. Route 50) at the Oakland-San Leandro city boundary and making a westbound trip through the City of Oakland toward the distribution structure of the San Francisco-Oakland Bay Bridge or making an eastbound trip through the City of Oakland from the San Francisco-Oakland Bay Bridge distribution structure toward the Oakland-San Leandro boundary at MacArthur Boulevard to operate or propel such motor truck or trucking combination over any other route than that hereinabove set forth for such operation.

For the purpose of this section and Sections 10.52.080 through 10.52.120, a motor truck is a motor vehicle over twenty (20) feet in length designed, used, or maintained primarily for the transportation of property; and a "trucking combination" is any combination of vehicles designed, used or maintained for the transportation of property coupled together exceeding a total weight of twenty (20) feet and including any of the following kinds of vehicles: motor truck; tractor and semi-trailer; tractor, semi-trailer and trailer; truck and trailer; non-trailer; or trailer coach. (Prior traffic code § 200)

Section 2. Section 10.52.120 of the Oakland Municipal Code is amended to establish 3rd Street from Market Street to Adeline Street for the movement of trucks and trucking combinations as defined in Section 10.52.070.

Section 3. Section 10.52.120 of the Oakland Municipal Code is amended to remove the local truck route on the following streets: 8th Street from Market to Nelson Mandela Parkway; 7th Street from Union Street to Frontage Road; Peralta Street from 12th Street to West Grand Avenue; and Brush Street from 17th Street to West Grand Avenue.

This ordinance shall be effective upon approval by the City Council of Oakland.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20 ____

PASSED BY THE FOLLOWING VOTE

AYES -- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN,
REID, AND PRESIDENT DE LA FUENTE

NOES --

ABSENT --

ABSTENTION --

ATTEST:

LATONDA SIMMONS
City Clerk and Clerk of the Council
Of the City of Oakland, California

NOTICE AND DIGEST.
OFFICE OF THE CITY CLERK

ORDINANCE AMENDING SECTIONS 10.52.070 AND 10.52.120 OF THE OAKLAND MUNICIPAL CODE TO MODIFY EXISTING LOCAL AND THROUGH TRUCK ROUTES IN WEST OAKLAND

This ordinance authorizes an amendment to the Oakland Municipal Code Section 10.52.070 (Through Truck Route "A") and Section 10.52.120 (Local Truck Routes) to establish and remove the following street segments in West Oakland:

1. Establish in Section 10.52.070:

<u>Street</u>	<u>From</u>	<u>To</u>
Union Street	7 th Street	5 th Street/ Interstate 880

2. Remove from Section 10.52.070:

<u>Street</u>	<u>From</u>	<u>To</u>
8 th Street	Market Street	Nelson Mandela Parkway
7 th Street	Union Street	Nelson Mandela Parkway
Nelson Mandela Parkway (southbound)	7 th Street	8 th Street
Nelson Mandela Parkway	8 th Street	32 nd Street

3. Establish in Section 10.52.120:

<u>Street</u>	<u>From</u>	<u>To</u>
3 rd Street	Market Street	Adeline Street

4. Remove in Section 10.52.120:

<u>Street</u>	<u>From</u>	<u>To</u>
7 th Street	Union Street	Interstate 880 Frontage Road
Peralta Street	12 th Street	West Grand Avenue
Brush Street	17 th Street	West Grand Avenue

When authorized signs are in place giving notice thereof, the operator of any motor truck or trucking combination as defined in Section 10.52.070 of the OMC, shall drive on such route or routes and none other except when necessary to traverse another street or streets to a destination for the purpose of loading and unloading, but only then by such a deviation from the nearest truck route as is reasonably necessary.