



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Ryan Russo
Director, Oakland
Department of
Transportation

SUBJECT: SUPPLEMENTAL – Ordinances
Amending Oakland Municipal Code
Chapter 10 to Update Truck Parking
Regulations, Truck Routes, and Truck
Prohibited Streets

DATE: March 4, 2022

City Administrator Approval

Date:

Mar 3, 2022

RECOMMENDATION

Staff Recommends That The City Council: Adopt An Ordinance Amending Sections 10.28.145 And 10.28.160 Of The Oakland Municipal Code To Limit Truck Parking In West Oakland; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings; And Adopt An Ordinance Amending Sections 10.52.060 And 10.52.120 Of The Oakland Municipal Code To Update Truck Prohibited Streets and Designate New Truck Routes, Respectively; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

REASON FOR SUPPLEMENTAL

This supplemental report provides answers to the questions raised at the February 22, 2022 Public Works Committee meeting, as well as responses to an email received from the Prescott community.

Response to February 22, 2022 Public Works Committee Questions

1. How was health equity data taken into account?

Staff Response:

The question is related to whether Frontage Road should be labeled as a truck route and whether the City and Port considered health equity data in making that recommendation. The Frontage Road Study (truck traffic analysis), and related racial equity assessment, described below, did consider health equity and provides the critical information from which to make this decision. The commenter's citation to a City of Oakland staff member suggesting otherwise predated the completion of the Frontage Road study.

City Council
March 15, 2022

The Frontage Road Study included a racial equity analysis, per the City's directive, to intentionally integrate the principle of "fair and just" in all the City does (Oakland Municipal Code (OMC) 2.29.170). The main outcome variable studied for the Frontage Road Study was change in truck traffic volumes. Truck traffic volumes, which is the source of pollution, safety concerns and noise – and their proximity to residents – are a proxy for the associated air quality, safety, and noise-related health impacts.

The racial equity assessment was foundational to the Frontage Road Study. The "Priority Neighborhoods" layer in the OakDOT Equity Tool gives seven demographic factors in each census tract in Oakland a level of priority between lowest and highest. The seven factors analyzed to determine the level of priority for a census tract include: race, income, disability status, educational attainment, age, single parent households, and rent burden. The literature supports the assertion that race and income are the most significant factors in predicting life outcomes. Therefore, race and income were selected as the top priorities of the department for considering the distribution of resources, opportunities, and outcomes for Oakland residents. As a result, the score developed in the OakDOT Equity Tool methodology gives an increased weight to these two factors.

The equity "priority" status for the census tract containing Frontage Road received a "low priority" designation, due, in part, to the higher proportion of affluent residents in new housing along Frontage Road,¹ relative to residents in census tracts surrounding Mandela Parkway, Adeline Street and Market Street (the streets where trucks would divert to if Frontage Road was banned to trucks). These streets are surrounded by "highest priority" neighborhoods.

Race, income and other social factors contribute to the compounding of circumstances that increase overall vulnerability to pollution. Lack of access to well-maintained housing with efficient air filtration systems and consistent health insurance and access to care are examples of the underlying factors that make lower-income people of color more vulnerable to effects of pollution and provides the critical information from which to make this decision.

¹ According to the 2019 Census American Community Survey 44% of households in census tract 4017 earn between \$100,000 to \$125,000; US Census. Data set: ACSDT5Y2019 Table ID: B19001. Topic: Income (Households, Families, Individuals).
<https://data.census.gov/cedsci/table?t=Income%20%28Households,%20Families,%20Individuals%29&g=1400000US06001401700&d=ACS%205-Year%20Estimates%20Detailed%20Tables&tid=ACSDT5Y2019.B19001>

2. Are truck “cabs” and “tractors” included in the parking regulations and as such, cabs and tractors are only permitted to park where tractor-trailer combinations are permitted?

Staff Response:

The proposed truck parking ordinance language includes truck “cabs,” also known as “tractors,” in addition to truck-trailer combinations. Thus, cabs or tractors without trailers are also subject to the proposed truck parking regulations.

The proposed ordinance provides: “Section 10.28.145 Prohibition on Parking of Trucks Exceeding 22 Feet in Length. 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.”

3. What is the expected difference in truck traffic volume under (1) status quo, (2) labeling as a truck route and (3) banning trucks on Frontage Road? Is the assumption that truck traffic will be the same regardless of the truck route designation? Will the total number of truck trips change (increase) or is it only a matter of where the truck trips occur?

Staff Response:

The existing truck volume, presented under “baseline conditions” in the study, is based on counts conducted for the study. The projected truck volumes for the different study scenarios are largely determined based on the land uses, the businesses, and the designated truck routes present in the area. Changing truck route and truck prohibited designations has the potential to shift what roads trucks use but would not change the number of truck trips in the area of West Oakland and the Port of Oakland. The expected changes in truck traffic related to designation of Frontage Road are as follows:

- Under the status quo, changes to where trucks travel in West Oakland and on Frontage Road is not expected.
- Labeling Frontage Road as a Truck Route has the potential to shift up to 120 total daily truck trips from non-truck route streets in West Oakland to Frontage Road because the truck route status would be clarified. Streets that would potentially see reductions in truck traffic include Mandela Parkway, Market Street, and Adeline Street.
- Making Frontage Road truck prohibited could redistribute up to 1,000 daily truck trips. Around half are traveling to and from the Port area and could potentially be shifted to alternative access points to the Port including Maritime Street and Adeline Street. The other approximately 500 daily trips are traveling to and from locations east of Frontage Road and would likely shift to alternative routes through West Oakland between Mandela Parkway, West Grand Avenue, and I-980. The largest increases

would be expected on West Grand Avenue and Adeline Street based on existing travel patterns.

4. If trucks can take the most direct route according to the OMC, but other sections of the OMC prohibit streets to truck traffic, which code supersedes?

Staff Response:

Neither code supersedes. Trucks can take the most direct route to their destinations once they leave a designated truck route at the point closest to their destination. At that point, they are required to take the most direct route to their destinations. Because not every street is designated as a truck route, trucks have to depart from a designated route at some point en route to their destination. Where they exit the truck route is expected to be the closest point to their destination.

5. What is the process to change OMC (to remove stipulation about trucks taking the most direct route)? If the clause about trucks being permitted to take the most direct route to their destination is amended, does Maritime Street become a viable option? Has the team studied this option? Even if Maritime Street is not as convenient, to address environmental justice, trucks should be moved out of the Frontage Road residential area.

Staff Response:

The Frontage Road Study determined that nearly half of the trucks using Frontage Road are not associated with the Port, but with businesses in West Oakland and Emeryville. OMC Chapter 10.52.110 permits trucks to take the most direct route, upon exiting a truck route, to complete deliveries and pick-ups. Frontage Road provides a relatively direct route that provides better access to businesses in West Oakland compared to alternative roads. In contrast, Maritime Street is not a direct route for trucks traveling between the highway and destinations in West Oakland and Emeryville and would result in trucks diverting to the west, increasing trip length and time (and also increasing emissions). The truck study estimated trucks serving West Oakland would access other routes in West Oakland to reach their destination.

The Frontage Road Study also analyzed prohibiting Port trucks from using Frontage Road. This would impede the use of 7th Street as an access point to the Port and therefore create more traffic at the Adeline Street and Maritime Street entrances. This, in turn, would increase truck volumes in higher-priority equity areas and create the potential for significant congestion and operation delays for Port trucks, leading to increased idling and emissions.

Maritime Street is a designated truck route and prohibiting trucks from Frontage Road would result in adverse impacts described above.

**Response to February 21, 2022, Email from Marcus Johnson, Chair, Prescott
Neighborhood Council (PNC)** (addressed to Public Works Committee Members, et al.)

The numbered questions/comments below are either a verbatim account of the community's comment, or a slight paraphrasing for brevity. The community's comment is followed by a "staff response". **Attachment A** contains the community's original comment letter.

1. The Caltrans Freeway Maintenance Agreement with the City of Oakland, effective January 12, 2011, returned local streets and roads to the City was based on the residential needs of the housing, specifically Wood Street Zoning district and subsequent housing development. Today, Frontage Road serves as a primary route for hundreds of affordable and market rate residents, whose homes are parallel to Frontage Road.

Staff Response:

In 1993 Caltrans designed and built Frontage Road to move trucks as part of the re-alignment of the I-880 freeway after the Loma Prieta earthquake. In 2005, in the Wood Street Environmental Impact Report, the City concluded that the residential development would not interfere with continued truck use of the Frontage Road. Also in 2005 (July 12), the City amended Sections 10.52.070 and 10.52.120 of the Oakland Municipal Code to Modify Existing Local and Through Truck Routes in West Oakland to reduce truck traffic in and around residential communities. The agenda report for this amendment to the OMC proposed that Frontage Road be designated as a truck route. In 2014 the California Transportation Commission (CTC) relinquished a portion of Frontage Road between 7th Street to a point roughly even with the 16th Street Train Station building for "use as city streets" (CTC Resolution No. R-3903). The approval of the West Oakland Truck Management Plan in 2019 was the first opportunity the City has had decide whether to designate Frontage Road as a truck route now that it is under the City's jurisdiction.

2. Community has consistently, through hosting meetings, numerous email exchanges, and other messaging, requested measures to mitigate health and safety concerns related to Frontage Road.

Staff Response:

The City and Port spent several months discussing community feedback and negotiating an approach to address these concerns. Preparation of the Frontage Road Study was in direct response to community feedback received during the May to August 2020 community engagement effort. The City and Port contracted with a consultant to prepare the Frontage Road Study, which looked at the consequences of the community's preferred scenario to prohibit trucks on Frontage Road.

Because the Frontage Road Study found that banning trucks would cause diversion into priority equity neighborhoods, the City and Port continued complicated negotiations which resulted in an agreement stating that the Port will

lead a community process for Frontage Road that will result in a capital project to redesign Frontage Road to better serve the community. See Attachment F to the staff report dated January 24, 2022. The significance of the Port leading the project means that it will not have to wait to score high enough on the City's capital improvement program (CIP) process in which all requests for street improvements citywide are prioritized based on criteria including equity, safety, project readiness, etc. The Frontage Road project was submitted as a project in the recently adopted FY2021-23 CIP, but did not receive funding (it scored 46 out of 100 and placed 118 on the "unfunded" project list). Redesign would help address safety and emissions-related concerns. It should be noted that a formal truck route designation increases potential opportunities for more funding sources for enhancements, including goods movement and Port-related infrastructure grant programs.

In addition to the Port-led community process to redesign Frontage Road, OakDOT identified installation of plastic delineators in the median as a near-term measure to respond to recent fatalities involving trucks parked in the median (August 2020 and January 2022). Its specific objective is to prevent parking in the median. It is being delivered through the Rapid Response Program, which addresses traffic fatalities and severe injuries (mostly emphasizing pedestrian and bicyclist incidents). The proposal is estimated to cost approximately \$80,000, including material and labor.

3. The Frontage Road Study did not address community concerns or comments related to safety. Truck speeds exceed 55+ miles per hour (MPH); however, there are only two 35 MPH speed limit signs on Frontage Road.

Staff Response:

Safety concerns raised by the public were confirmed by staff, including presence of speeding and trucks parking in the median of the roadway. The OakDOT Rapid Response described above is a near-term improvement to address safety issues related to trucks parking in the median. Additionally, the City has added the mobile LED traffic trailer speed warning signs to the Oakland Police Department rotation. The large LED traffic trailer signs were posted there for two weeks beginning on November 20, 2020 and will be added to the rotation. The planned road redesign that would proceed with Frontage Road's designation as a truck route is anticipated to include additional measures to improve safety, informed by community engagement. In contrast, prohibiting trucks from Frontage Road has the potential to shift truck trips to other more residential streets in West Oakland where there would be substantial risks that would be more difficult to mitigate.

4. The Frontage Road Study did not address community concerns or comments related to health. The City did not provide a scope for the Frontage Road Study, but rather sought to evaluate the impacts of three scenarios using the OakDOT Geographic Equity Tool

which did not include health equity for an area historically suffering from asthma, and other poor air quality-related illnesses/diseases.

Staff Response:

See staff response #1 in the "Response to February 22, 2022 Public Works Committee Questions" section above.

5. The City of Oakland Frontage Road Study shows a favor or bias against residents, intensively engaging the trucking industry, associations and allies. Flyers were not provided to residents parallel to Frontage Road.

Staff Response:

During the May to August 2020 community engagement activities, the virtual meetings of the Prescott Neighborhood Council and the West Oakland Neighbors were well attended and residents actively participated in the meetings. Residents adjacent to Frontage Road sent numerous emails to staff communicating their concerns. Further, over 80% of the 283 respondents to the survey about the truck parking and truck route proposals identified as residents. Conversely, very few truck operators or local industrial businesses participated in the community engagement effort. Therefore, staff followed up with businesses and sent a flyer to the social media networks of the truck operators to generate participation in the process. Industrial businesses and truck operators play an important role in the success of limiting the impact of trucks on local streets in West Oakland. In addition, the Truck Management Plan was created with significant input by residents to reduce the effects of trucks on local streets in West Oakland.

6. Kittelson Attachment B, 801 Pine Street wrongly identified as industrial; it should be residential.

Staff Response:

Attachment B contains an updated map with 801 Pine Street designated as mixed use residential due to its current entitlement for housing and light manufacturing.

7. The Transportation Management Plan should account for needed changes should the Howard Terminal project continue to move forward.

Staff Response:

The Transportation Management Plan is a living document and changed circumstances, if any, will be evaluated at that time.

8. The Prescott Community is opposed to Frontage Road being designated as a truck route and wants a proper and robust analysis to be performed; and supports all other aspects

of the proposal. The City and Port should further evaluate Frontage Road using robust studies that include health, safety and define enforcement mechanisms.

- a. The next Frontage Road traffic analysis and subsequent report should consist of a scope, methodology and identify needed improvements and collect data related to:
 - Traffic Volume (current & projected volumes)
 - Speed
 - Origin and Destination
 - Traffic Flow Characteristics
 - Traffic capacity
 - Accident Studies
 - Debris, Dumping and Hazardous material left on and near roadway
- b. The next Frontage Road Sufficient noticing for the future study by mail to the residences that are parallel (and within 300 feet) to Frontage Road.
- c. Air monitors should be used during the study process to establish a baseline of current air quality and pollutants caused by truck traffic on Frontage Road.
- d. The WOCAP data would provide granularity when considering air quality on and around Frontage Road. OakDOT Geographic Equity Tool lacks information regarding safety.

Staff Response:

See response to question #1 under the “Response to February 22, 2022 Public Works Committee Questions” section above and response to question #2 under “Response to February 21, 2022, Email from Marcus Johnson, Chair, Prescott Neighborhood Council (PNC).” The redesign of Frontage Road will take into account the factors listed above (traffic volume, safety, speed, etc.).

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt An Ordinance Amending Sections 10.28.145 And 10.28.160 Of The Oakland Municipal Code To Limit Truck Parking In West Oakland; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings; And Adopt An Ordinance Amending Sections 10.52.060 and 10.52.120 Of The Oakland Municipal Code To Update Truck Prohibited Streets and Designate New Truck Routes, Respectively; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings.

For questions regarding this report, please contact Alicia Parker, Planner IV, (510) 238-3362.



Respectfully submitted,

RYAN RUSSO
Director, Department of Transportation

Reviewed by:
Fred Kelley, Assistant Director

Reviewed by:
Megan Wier, Safe Streets Division Manager

Reviewed by:
Michael Ford, Mobility Division Manager

Prepared by:
Alicia Parker, Planner IV
Strategic Planning Division
Planning & Building Department

Attachments (2):

- A. February 21, 2022, Email from Marcus Johnson, Chair, Prescott Neighborhood Council (PNC)
- B. Map of Updated Proposed Network of Truck Routes and Truck Prohibited Streets (showing 801 Pine Street as residential in alignment with its current entitlements)

From: Marcus Johnson <presco2y5ychair@gmail.com>

Sent: Monday, February 21, 2022 12:49 PM

To: Russo, Ryan <RRusso@oaklandca.gov>; Kalb, Dan <DKalb@oaklandca.gov>; Gallo, Noel <NGallo@oaklandca.gov>; Kaplan, Rebecca <RKaplan@oaklandca.gov>; Fife, Carroll <CFife@oaklandca.gov>; Reiskin, Edward <EReiskin@oaklandca.gov>; Thao, Sheng <SThao@Oaklandca.gov>; Kelley, Fred <FKelley@oaklandca.gov>; dwan@portoakland.com; Taylor, Loren <LTaylor@oaklandca.gov>; Amy Tharpe <atharpe@portoakland.com>

Subject: Feb 22, 2022, Special Public Works Commi ee, Agenda Item 7 (Frontage Road)

21-Feb-22

To: Public Works Committee Members
Ryan Russo, Director, OakDOT

From: Marcus Johnson, Chair, Prescott Neighborhood Council (PNC)

Subject: Feb 22, 2022, Special Public Works Committee, Agenda Item 7,
Update to Truck Routes and Truck Prohibited Streets Ordinance
From the Planning and Building Department

We believe the California State Department of Transportation Freeway Maintenance Agreement with the City of Oakland, effective January 12, 2011 returned local streets and roads to the City ending a July 27, 1993 Freeway Agreement needed for the development of portions of State Highway 880 & 80 was based on the residential needs of the housing, specifically the Wood Street Zoning district which was entitled for up to 1500 residential units, not including subsequent entitled Phoenix site between 8th/Pine Street and Frontage Road consisting of 300+ residential units, and 128 residential units currently in development on Wood Street. This also doesn't include the homes located on parallel streets i.e., Pine, Wood, Willow or intersecting 8 blocks, 8th thru 16th Street.

Frontage Road serves as a primary route for hundreds of affordable and market rate residents, whose residences are parallel to Frontage road.

The October 2018 PNC meeting featured Ryan Russo, Director and Ahmed Ali Bob, Community Engagement & Communication Coordinator both of City of Oakland OakDOT. We discussed the need for traffic calming at Frontage Road and 18th & Mandela Parkway.

Since that time the PNC has hosted several meetings with DOT/Port staffing (planners, engineers, managers...), countless email exchanges between community and DOT/Port staffing has occurred with the community messages unchanged requesting measures to mitigate Health and safety concerns.

PNC Position:

We are opposed to Frontage Road being designated as a truck route and ask to Strike (remove) Frontage Road from Legislation, 22-0088, 2) An Ordinance Amending Sections 10.52.060 And 10.52.120 Of The Oakland Municipal Code To Update Truck Prohibited Streets And Designate New Truck Routes, Respectively; And Adopting Appropriate California Environmental Quality Act (CEQA) Findings as shown on Page 6, SECTION 2, Section 10.52.120 of OMC as an "addition" until a proper and robust analysis is performed.

We support all other aspects of both 22-0087 & 22-0088 legislation.

PNC Findings

We found the studies objectives as performed to be inconsistent. Neither attempting to address [Prescott Community Concerns, Comments or Recommendations](#) regarding Health and Safety.

We determined the [2020 Traffic Study-Tube Counts](#) completed by Jacobs was consistent with the data a survey conducted in 2018 by National Data & Surveying Services [Speed Data](#) both showing truck speeds in exceeding 55+ MPH.

There are only two 35 MPH speed limit signs on Frontage Road. One at West Grand & Frontage Road Street & Frontage Road intersection facing South and the other at 7th

Street & Frontage Road intersection facing North approximately 1 mile apart. No other speed signs exist on Frontage Road.

Both the City of Oakland and Port of Oakland interpretation of the funded studies was to analyze in more detail the consequences of designating Frontage Road as a truck route and of designating it as a truck prohibited Street.

Neither studies reviewed or evaluated concerns expressed by community members including health and safety.

The Port of Oakland provided a scope for the study consisted of four tasks including:

Identification of truck patterns on Frontage Road, using Streetlight data as well as July [2020 Traffic Study-Tube Counts](#) completed by Jacobs; Conduct operational analysis for the two scenarios (truck route and truck prohibited); Conduct a parking study on Frontage Road, to review truck parking activity; and Prepare a Technical Memorandum ([TMP Frontage Road Memo – Final](#)) summarizing results

The City of Oakland did not provide a scope but sought to “allegedly” evaluate impacts using three scenarios (truck route, truck prohibited and truck prohibited redistribution of trucks using existing truck routes) on communities of color, low-income residents, and other vulnerable populations using the OakDOT Geographic Equity Tool. This demonstrates a lack of equity in a neighborhood historically suffering from asthma and other poor quality air related illness/diseases.

The City of Oakland Frontage Road Study shows a favor or bias against residents, intensely engaging the trucking industry, associations and allies. Flyers were not provided to residents parallel to Frontage Road.

Obvious Errors: Prescott Community Comments Document ~~10/12/21~~ & 10/14/21

Kittelson Attachment B, 801 Pine Street wrongly identified as industrial. Should be identified as residential.

PNC Recommendation:

The Transportation Management Plan will return to Committee & Council for changes and incorporations needed should the Howard Terminal continue to move forward, which would provide ample time for the City & Port to further evaluate using robust studies that include Health, Safety and define Enforcement Mechanisms.

PNC Strongly Encourage:

That the next Frontage Road Traffic Analysis & subsequent Report consist of a scope, methodology, identifies needed improvements and collected data:

- Traffic Volume (current & projected volumes)
- Speed
- Origin and Destination
- Traffic Flow Characteristics
- Traffic capacity
- Accident Studies
- Debris, Dumping and Hazardous material left on and near roadway

Sufficient noticing is provided by mail to the residences that are parallel (and within 300') to Frontage Road who use it as their primary route.

Also, that Air monitors are used during the study process to establish a baseline of current air quality and pollutants caused by truck traffic on Frontage Road. Since the Port has stated that they're operating currently at 50%, extrapolated data can be derived and presented in the next reporting.

We further believe [WOCAP data](#) would provide granularity when considering air quality on and around Frontage Road, rather than the OakDOT Geographic Equity Tool, that also lacks other needed tangible information regarding Safety.

Reference Materials:

Port of Oakland, Project Funding and Management Roles and Responsibilities for Frontage Road Improvements

https://cao-94612.s3.amazonaws.com/documents/TMP-Frontage-Road-Memo_Final-signed.pdf

City of Oakland Frontage Road Study: https://cao-94612.s3.amazonaws.com/documents/21-02-19_Frontage-Rd.-Scope_ap.pdf

Port of Oakland Frontage Road Study: [Tube Count](#)

City of Oakland Prescott Community Comments https://cao-94612.s3.amazonaws.com/documents/2021-10-Prescott-Summary_Public.pdf

City of Oakland Frontage Road Study | Prescott Community Meetings https://cao-94612.s3.amazonaws.com/documents/2021-10-Prescott-Summary_Public.pdf

California State Department of Transportation Freeway Maintenance Agreement with the City of Oakland, January 12, 2011 (pdf copy)

Advanced Mobility Group, Station House Preliminary Parking Study, May 2018
https://sf.streetsblog.org/wp-content/uploads/sites/3/2021/05/Parking-Study-Final-2018.05.15_Station-House-.pdf

West Oakland Community Action Plan <https://www.baaqmd.gov/community-health/community-health-protection-program/west-oakland-community-action-plan>

CC:

Public Works Committee Members

Councilmember Dan Kalb, District 1;

President Pro Tempore Sheng Thao, District 4;

Councilmember Loren Taylor, District 6;

Chairperson: Councilmember Noel Gallo, District 5

Council Member Representation

Council Member Fife, D3

Vice Mayor Kaplan, Council Member At-Large

Department of Transportation

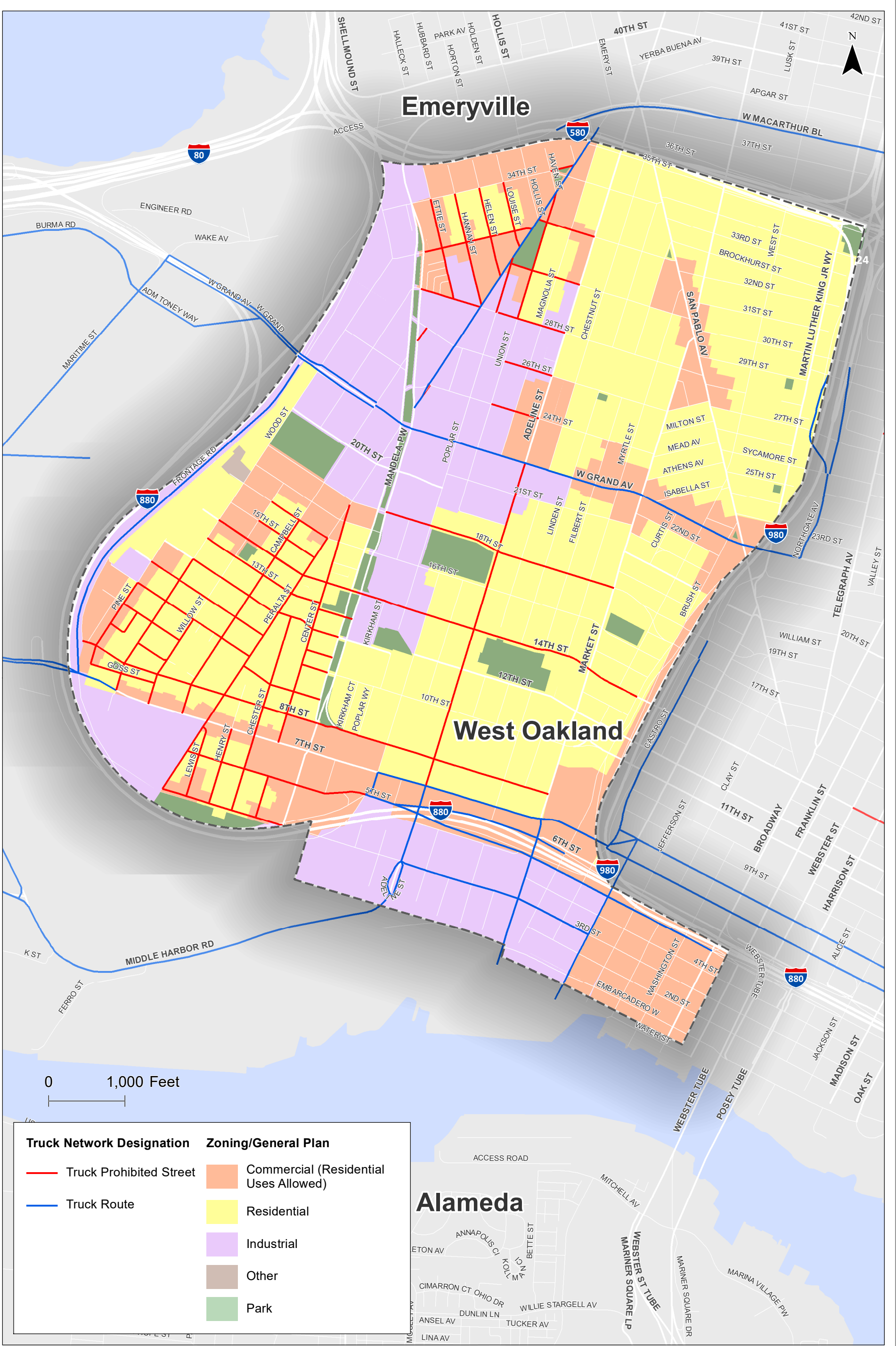
Ryan Russo, Director, City of Oakland

Fred Kelley, Deputy Director, City of Oakland

Port of Oakland

Danny Wan, President, Port of Oakland

Amy Tharpe, Director of Social Responsibility, Port of Oakland



**Proposed Updated Truck Network
Truck Routes and Truck Prohibited Streets
West Oakland**

Figure
2

Coordinate System: NAD 1983 StatePlane California III FIPS 0403 Feet