

2015 MAY 28 AM 9: 58

AGENDA REPORT

TO: JOHN A. FLORES

INTERIM CITY ADMINISTRATOR

FROM: Brooke A. Levin

SUBJECT: Amendments to Truck Routes and

Prohibitions in East Oakland

DATE: April 14, 2015

City Administrator Approval

Date:

COUNCIL DISTRICT: 6 & 7

RECOMMENDATION

Staff recommends that the City Council:

Approve An Ordinance Amending Sections 10.52.060, 10.52.070, 10.52.080, And 10.52.120 Of The Oakland Municipal Code (O.M.C.) To Modify The Existing Truck-Prohibited Streets, Through Truck Routes, And Local Truck Routes In East Oakland.

EXECUTIVE SUMMARY

Public Works, Transportation Services Division (TSD), in response to community and council concerns, established an East Oakland Truck Route Technical Advisory Group to reassess the existing truck routes and truck prohibited streets in East Oakland. The Communities for a Better Environment, the Office of Council District 7, and the former Oakland Redevelopment Agency (ORA) were key stakeholders in the effort. Transportation Services selected Kimley Horn Associates, an Oakland transportation engineering consulting firm, to lead the study and work with the Technical Advisory Group in developing the East Oakland Truck Route Assessment **Report**. The report recommends the modifications to the existing truck routes and truck prohibited streets described in this agenda report and established in the Oakland Municipal Code. The East Oakland Truck Route Advisory Group is comprised of stakeholders representing East Oakland study area communities and several public agencies with interest in the movement of commercial vehicles including the City and the Port of Oakland.

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OUTCOME

The proposed ordinance will accomplish the following:

1. Prohibit trucks on the following street segments according to Section 10.52.060 (vehicles exceeding four and one-half tons prohibited use on certain streets) of the O.M.C.:

85th Avenue

from: International Boulevard

to: G Street

92nd Avenue

from: International Boulevard

to: G Street

Durant Avenue

from: International Boulevard

to: MacArthur Boulevard

These prohibited street segments are shown in *Attachment B* – Recommended Truck Route Changes.

2. Modify the existing Through Truck Routes A and B (O.M.C. 10.52.070 and 10.52.080) in East Oakland. The Through Truck Routes establish a continuous route for trucks to follow when passing from the Oakland-San Leandro city boundary through the City and to the Bay Bridge. Existing Routes A and B are described in the O.M.C. and shown in Attachment A - O.M.C. Route Designations and Prohibitions. The revised routes are shown in Attachment B and described below. See attached Notice of Digest.

Delete from Section 10.52.070:

81st Avenue

from: San Leandro Street

to: International Boulevard

90th Avenue

from: International Boulevard

to: MacArthur Boulevard

International Blvd.

from: 81st Avenue

to: 90th Avenue

Add to Section 10.52.070:

98th Avenue

from: San Leandro Street

to: MacArthur Boulevard

Delete from Section 10.52.080:

San Leandro Street from: 81st Avenue

to: 98th Avenue

3. Add and delete the following street segments as the Local Truck Routes (O.M.C. 10.52.120) in East Oakland:

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Add:

85th Avenue

from: San Leandro Street

to: G Street

92nd Avenue

from: San Leandro Street

to: G Street

G Street

from: 85th Avenue

to: 92nd Avenue

Delete:

81st Avenue

from: San Leandro Street

to: E. 14th Street

90th Avenue

from: E. 14th Street

to: MacArthur Boulevard

E. 14th Street

from: 81st Avenue

to: 90th Avenue

The Local Truck Routes are extensions of the Through Truck Routes that enter and exit the City and consolidate truck traffic at the local level. The added street segments above will create a truck route loop for a heavy commercial area in East Oakland just north of San Leandro Street. These street segments are shown in *Attachment A*.

BACKGROUND/LEGISLATIVE HISTORY

History of Truck Routes and Highways in Oakland

The truck routes in Oakland were established in 1951 to route trucks traveling from the City's borders on the north (Berkeley) and on the east (San Leandro) to the MacArthur Maze (sometimes referred to as the Bay Bridge Distribution Structure). Through Truck Route A in the O.M.C. establishes the through route coming from State Route 5, now I-580, at the Oakland-San Leandro city boundary. It runs along MacArthur Boulevard at Durant Avenue towards the west to 90th Avenue, the south on 90th Avenue to International Boulevard; the west on International Boulevard to 81st Avenue; the south on 81st Avenue to San Leandro Street; and the west on San Leandro Street to the MacArthur Maze. Through Truck Route B establishes a through route on San Leandro Street from the Oakland-San Leandro city boundary to 81st Avenue, where it joins Route A to the MacArthur Maze. These designated routes have not changed in 64 years.

Many streets in Oakland have changed significantly since the truck routes were established in 1951. Most of the freeways did not exist in 1951. I-880 then only existed from Oak Street to 23rd Avenue and now extends to San Jose and I-101. Interstate 580 was not opened until the 1960's. Locally, the Hegenberger Expressway, a local truck route, did not exist. 98th Avenue was reconstructed in late 1990's as an arterial street from I-580 to I-880 and to the Oakland International Airport.

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I-580 is currently restricted to trucks from the Oakland-San Leandro city boundary to Grand Avenue in Oakland. The restriction is a carryover from the old restriction on U.S. Route 50 that existed as a surface route through Oakland. This restriction forces regional truck traffic using the freeways to divert to I-238 onto I-880 and I-80. However, the restriction also has an impact on the local streets adjacent to the truck-restricted segment of I-580 which falls entirely in Oakland.

Request to Reassess Truck Routes

In 2010, Communities for a Better Environment (CBE) conducted the <u>East Oakland Diesel Truck Survey Report</u>. The report by CBE documented truck traffic at 13 select locations in East Oakland and cited areas where truck traffic and activities were relatively high in the vicinity of residential neighborhoods. The report provided five recommendations to reduce the exposure of residents to diesel fuel emissions. The first of these recommendations was to reassess the truck routes in East Oakland.

In 2011, TSD met with CBE and the Office of Council District 7 to develop a plan to assess the truck routes in East Oakland. TSD agreed to work with CBE to develop a committee that represented the East Oakland community including residents, businesses, and trucking companies. The Councilmember and the Redevelopment Agency also agreed to fund a study to reassess the truck routes.

In 2012, Kimley Horn Associates, a transportation engineering consulting firm, was hired to conduct the study. Also, the Technical Advisory Group (TAG) was formed. TAG was comprised of the following interest groups and organizations:

- Communities for a Better Environment
- Office of Council District 6
- Office of Council District 7
- Residents of Council Districts 6 and 7
- Area Trucking Companies
- Airport Area Business Association
- California Air Resources Board
- Bay Area Air Quality District
- Alameda County Health Department
- Alameda County Transportation Commission
- Port of Oakland
- Oakland's Community and Economic Development Agency
- Oakland's Transportation Services Division

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Through a collaborative effort, the TAG defined the study area to be bounded by Seminary Avenue to the west, Durant Avenue to the east, I-580 to the north, and San Leandro Street to the south.

The results of the study were documented in the <u>East Oakland Truck Route Assessment Report</u> (Report). The Report included the objectives of the study, the background, the analysis, the findings, and the recommendations by the TAG.

Request to Restrict Trucks on Durant Avenue

In 2013, the City received a separate request from the City of San Leandro, unrelated to the ongoing effort to update the East Oakland truck routes but potentially having an effect, to prohibit trucks on Durant Avenue between MacArthur Boulevard and International Boulevard. Durant Avenue is a local residential collector with primarily single family homes. It is relatively narrow with a curb-to-curb width of 30 feet. It spans approximately 9 blocks long between MacArthur Boulevard and International Boulevard. The Oakland-San Leandro city boundary runs down the middle of Durant Avenue, making the homes on the east side of the street San Leandro residences and the homes on the west side Oakland residences. San Leandro has already posted truck-prohibition signs for northbound Durant Avenue which falls in their jurisdiction. They are requesting Oakland to impose the same prohibition for the southbound direction which is within Oakland's jurisdiction.

TSD staff attended a public meeting in March of 2014 conducted by the City of San Leandro. In attendance were residents, staff, and elected officials from both Oakland and San Leandro. At the meeting, TSD committed to conduct an assessment of the level of truck traffic and impact on Durant Avenue (San Leandro had not conducted such an assessment). The outcome of the assessment confirmed that there are large trucks using Durant Avenue as a through route to their final destinations. TSD recommends adding Durant Avenue to Section 10.52.060 of the O.M.C. which prohibits through trucks exceeding four and one-half tons in total weight.

ANALYSIS

The East Oakland truck study measured truck traffic at 18 key locations in the study area. It also tracked truck movements through the study area to determine their origins and destinations. The data collected from the study is summarized in *Attachments C* and *D*.

The truck counts showed that nine times more trucks were using 98th Avenue between MacArthur Boulevard and San Leandro Street than the currently designated Through Truck Route A which is along 90th Avenue and 81st Avenue. The highest volume of truck traffic, 1,193 trucks per day accounting for both directions, was measured on 98th Avenue between I-880 and San Leandro Street. San Leandro Street also carried a high volume of trucks with an average of 535 trucks per day (including both directions) between 98th Avenue and Seminary Avenue. The truck movement tracking showed that 85% of the observed trucks originated or ended their trip

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at a facility within the study area. The biggest single destination observed, by far, was the Foreign Trade Zone Area at the intersection of San Leandro Street and 98th Avenue.

Based on this information, the TAG recommended that through Truck Route A be rerouted from the 90th Avenue – International Boulevard – 81st Avenue path to the more direct and prevalently used 98th Avenue path between MacArthur Boulevard and San Leandro Street. The existing truck counts already show a preference for 98th Avenue, and it is a more appropriate street for truck traffic because: 1) It is a multi-lane arterial street; 2) it directly connects MacArthur Boulevard to San Leandro Street in a less circuitous way than the existing through Truck Route A; 3) it directly connects to I-880 to the Foreign Trade Zone Area, the largest truck traffic generator in the area; and 4) it has multiple traffic signals to sustain safety and efficient flow between MacArthur Boulevard and San Leandro Street. Further, the City widened and improved 98th Avenue through three federally-funded projects in the early 1990's in order to accommodate regional traffic and to provide a cross-town arterial between I-580 and I-880.

85th Avenue was found to carry 170 trucks per day including both directions of travel. This is considered a significant number of trucks for a street that includes stretches of predominantly residential use but zoned industrial between G Street and San Leandro Street. It also serves as a north-south collector street for the area. TSD has historically received complaints about truck traffic on 85th Avenue and 92nd Avenue between G Street and International Boulevard where the surrounding environment is purely residential, including the Allen Temple Church and schools. Based on the data from the study, the neighborhood environment, and the history of complaints from the community, the TAG recommends prohibiting trucks on 85th Avenue and 92nd Avenue between G Street and International Boulevard. To facilitate truck traffic through this area, the TAG recommends a local truck route loop that consists of 85th Avenue, G Street, and 92nd Avenue and connects to San Leandro Street, i.e., Through Truck Route A, which provided needed access for trucks but keeps them out of the adjacent residential area.

TSD staff conducted a traffic study including traffic counts, truck counts, and speed recordings along Durant Avenue between MacArthur Boulevard and International Boulevard. The data indicated higher than typical volumes of truck traffic for a local street residential street of limited width. Based on this information, TSD recommends the prohibition of trucks on Durant Avenue from MacArthur Boulevard to International Boulevard.

PUBLIC OUTREACH/INTEREST

The TAG met officially four times during the study process. Meetings were held on April 19, 2012, May 23, 2012, January 16, 2013, and December 11, 2013.

In early 2015, TSD conducted two public meetings to present the Report and the recommended changes to the designated truck routes and prohibitions in the O.M.C. The Office of Council District 7 and members of the TAG were in attendance. A public meeting was held at Allen

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Temple Baptist Church on January 7, 2015, primarily for East Oakland residents; a second meeting was held at the Toyota One Dealership primarily for businesses including the Airport Area Business Association. In both meetings, the proposed improvements were presented and generally well received by the audience.

COORDINATION

The diverse makeup of the TAG enabled effective coordination throughout the study process. The stakeholders were involved, in one way or another, in developing the study scope, analyzing the study results, recommending the improvements, and presenting the outcome to the public.

Upon approval of this proposed ordinance, TSD will coordinate with the Traffic Maintenance Division within Public Works to install and remove the truck route and prohibition signs.

This report and legislation have been reviewed by the Office of the City Attorney and the Controller's Bureau.

COST SUMMARY/IMPLICATIONS

- 1. IMPLEMENTATION COST OF RECOMMENDED IMPROVEMENT: Removal of old and installation of new signs: \$16,000.
- 2. COST TO MAINTAIN THE IMPROVEMENTS:

 The cost to maintain the signs is expected to be minimal and included in the existing sign maintenance budget.
- 3. SOURCE OF FUNDING: Funds to install and remove the truck route and prohibition signs are available in Organization 92246, Fund 2211, Project No. C371410.

FISCAL IMPACT: The total cost to implement the proposed improvements is \$16,000.

SUSTAINABLE OPPORTUNITIES

Economic: There are no significant economic opportunities. The proposed changes in the designated truck routes reflect routes that are currently and appropriately used by through-truck traffic, and no significant economic impact is anticipated.

Environmental: The re-designation of truck routes and truck-prohibited streets in East Oakland will remove trucks from using streets whose surrounding environment is not appropriate for truck traffic.

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Social Equity: Re-designation of the City's sanctioned truck routes away from local streets to arterial streets will have a positive impact on residents that are currently experiencing unwarranted disruption, noise and vehicular emissions.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

A CEQA review was not conducted for this ordinance to amend Sections 10.52.060, 10.52.070, 10.52.080, and 10.52.120 of the Oakland Municipal Code. The recommended amendments to the designated truck routes and prohibited streets in the O.M.C. are categorically exempt from CEQA review under Section 15301(c), Existing Facilities. The amendments do not change or alter any of the existing roadways covered in the ordinance. The amendment does not change or alter the volume of trucks entering East Oakland or traveling through the City.

For questions regarding this report, please contact Joe Wang, Supervising Transportation Engineer, at 510-238-6107.

Respectfully submitted,

BROOKE A. LEVIN

Director, Oakland Public Works

Reviewed by:

Michael Neary, P.E., Assistant Director Bureau of Engineering and Construction

Reviewed by:

Wladimir Wlassowsky, P.E.

Transportation Services Manager

Prepared by:

Joe Wang, P.E.

Supervising Transportation Engineer

Attachments (4)

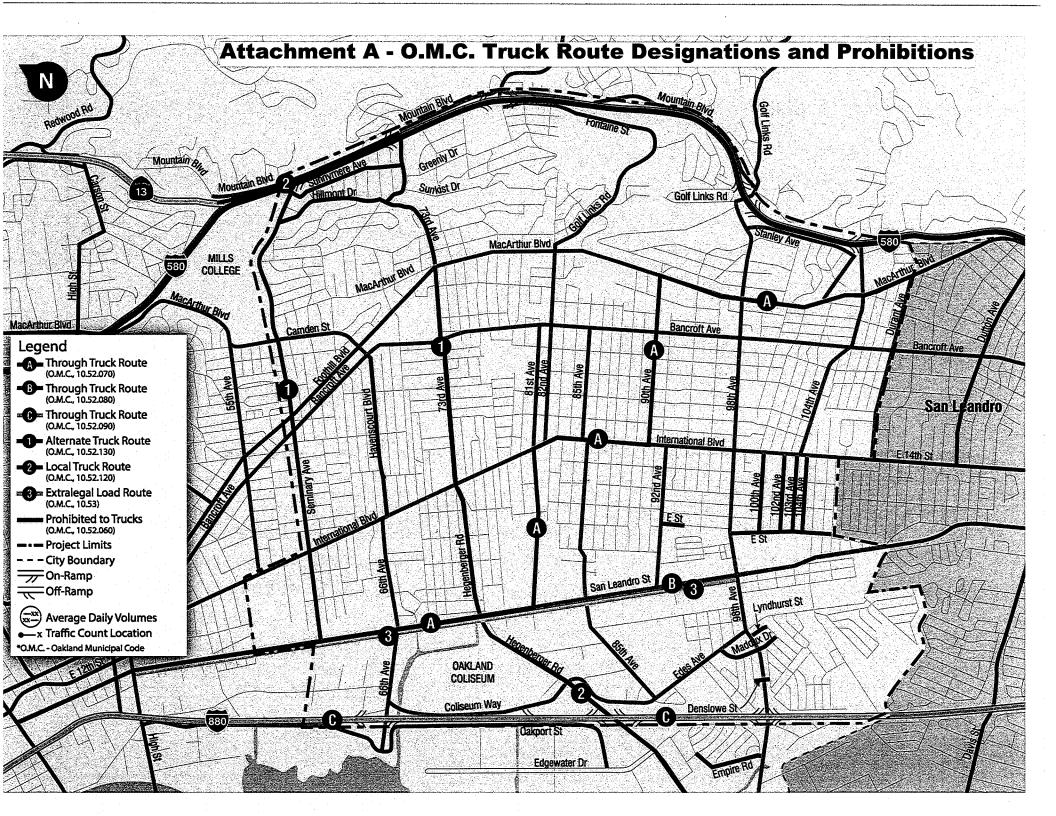
Attachment A: O.M.C. Route Designations and Prohibitions

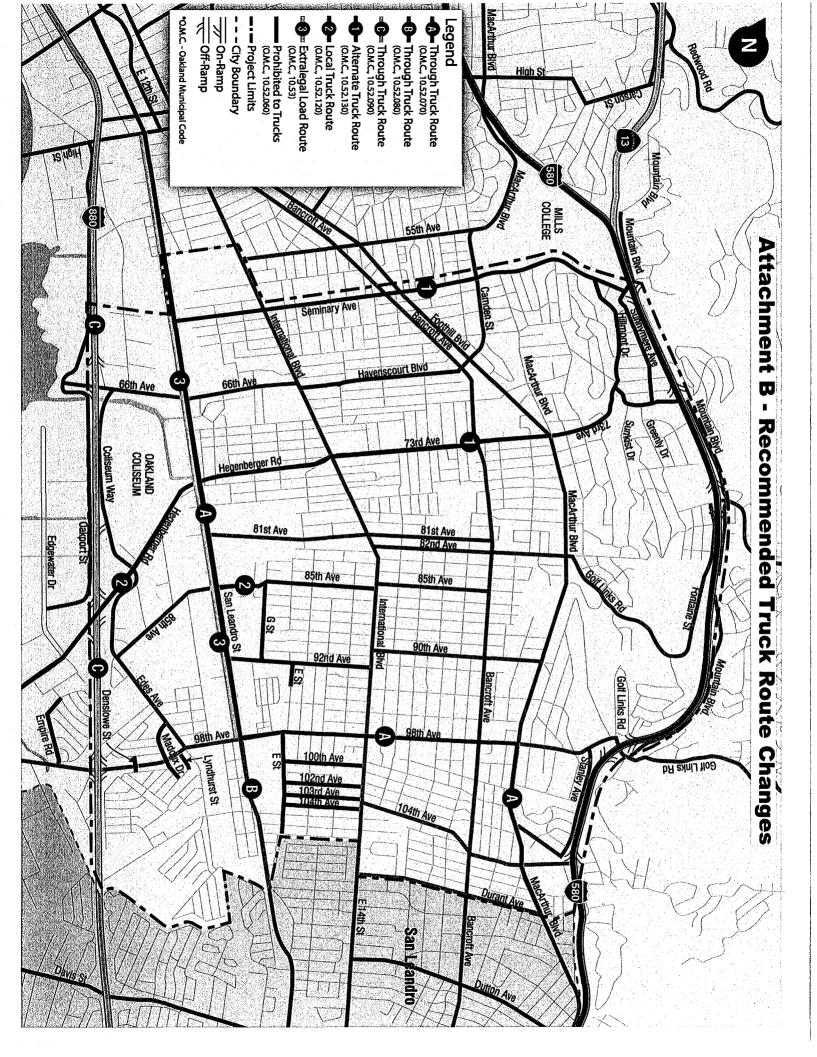
Attachment B: Recommended Truck Route Changes

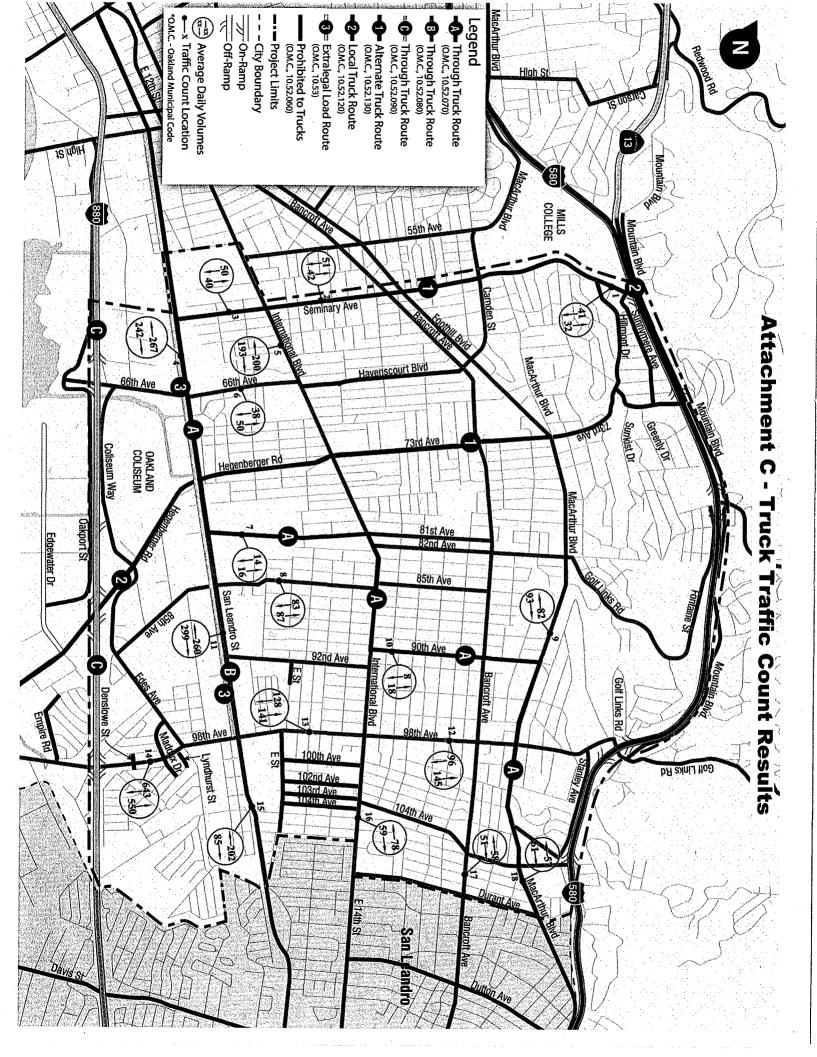
Attachment C: Truck Traffic Count Results

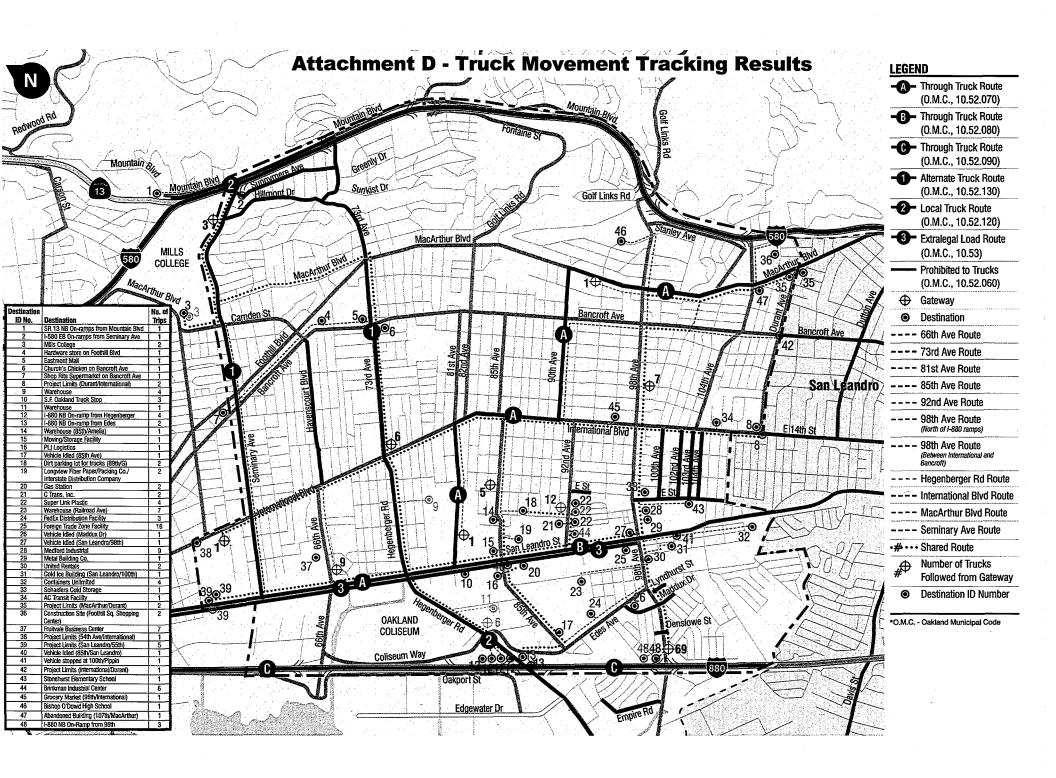
Attachment D: Truck Movement Tracking Results

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FILED
OFFICE OF THE CITY CLERK

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OAKLAND CITY COUNCIL

Approved as to	orm and Legality
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1/2/10	
V -JALOS	City Attorney
	City Attorney

ORDINANCE NO	C.M.S.
Introduced by Councilmember _	· ·

APPROVE AN ORDINANCE AMENDING SECTIONS 10.52.060, 10.52.070, 10.52.080, AND 10.52.120 OF THE OAKLAND MUNICIPAL CODE (O.M.C.) TO MODIFY THE EXISTING TRUCK-PROHIBITED STREETS, THROUGH TRUCK ROUTES, AND LOCAL TRUCK ROUTES IN EAST OAKLAND

WHEREAS, in 2010, the City received the <u>East Oakland Diesel Truck Survey Report</u> by *Communities for a Better Environment* (CBE) documenting heavy truck traffic in East Oakland and the health effects of exposure to diesel emissions; and,

WHEREAS, the <u>East Oakland Diesel Truck Survey Report</u> recommended the City to review and revise the existing designated truck routes in East Oakland; and,

WHEREAS, the truck routes in East Oakland have not generally been changed or reassessed since they were established in 1951; and,

WHEREAS, in response, the Office of Council District 7 and the Redevelopment Agency jointly funded a truck study; and,

WHEREAS, the truck study, conducted by Kimley Horn and Associates, a transportation engineering consulting firm, produced the <u>East Oakland Truck Route Assessment Report</u> (Report) and a Technical Advisory Group (TAG) consisting of local residents, business associations, trucking companies, council offices, air quality boards and agencies, Alameda County Health Department, Alameda County Transportation Commission, Port of Oakland, City staff, and CBE; and,

WHEREAS, the Report and the TAG recommend modifications to the existing truck-prohibited street, through truck routes, and local truck routes in the study area of East Oakland; and,

WHEREAS, the City received an unrelated request from the residents of Durant Avenue to prohibit trucks on Durant Avenue from MacArthur Boulevard to International Boulevard; and,

WHEREAS, the City conducted a study of Durant Avenue and determined that trucks were inappropriately using Durant Avenue; now, therefore, the

WHEREAS, the City determined the ordinance to amend existing Sections 10.52.060, 10.52.070, 10.52.080, and 10.52.120 do not change or alter any roadway geometry or operation; and,

WHEREAS, the City determined the ordinance does not change or alter the amount of truck traffic travelling into East Oakland or through the City of Oakland a California Environmental Quality Act filing was not made, therefore, the

COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN THAT:

1. The following street segments be added to Section 10.52.060 – Vehicles Exceeding Four and One-Half Tons Prohibited Use on Certain Streets, Paragraph 2 (table) of the Oakland Municipal Code:

85th Avenue

from: International Boulevard

to: G Street

92nd Avenue

from: International Boulevard

to: G Street

Durant Avenue

from: International Boulevard

to: MacArthur Boulevard

2. Section 10.52.070, Paragraph 1 of the Oakland Municipal Code amended to read as follows:

10.52.070 Through Truck Route "A" covering truck travel between the intersection of California Highway Route 580 and the Oakland-San Leandro city boundary and the distribution structure (MacArthur Maze) of the San Francisco-Oakland Bay Bridge.

For motor truck travel between the intersection of California Highway Route 580 and the Oakland-San Leandro city boundary and the distribution structure (MacArthur Maze) of the San Francisco-Oakland Bay Bridge, the following through truck route is established: MacArthur Boulevard from the Oakland-San Leandro city boundary to 98th Avenue; 98th Avenue from MacArthur Boulevard to San Leandro Street; San Leandro Street from 98th Avenue to Fruitvale Avenue; Fruitvale Avenue from San Leandro Street to East 12th Street; East 12th Street from Fruitvale Avenue to 14th Avenue; 14th Avenue from East 12th Street to East 8th Street; East 8th Street from 14th Avenue to 5th Avenue; 7th Street from 5th Avenue to Fallon Street; Fallon Street (northbound) from 7th Street to 8th Street; 8th Street (westbound) from Fallon Street to 7th Street (at Castro Street) and 7th Street (eastbound) from Fallon Street to Castro Street; 7th Street from Castro Street to Union Street; Union Street from 7th Street to 5th Street and the California Highway Route 880; Route 880 from 5th Street to the distribution structure of the San Francisco-Oakland Bay Bridge.

3. Section 10.52.080, Paragraph 1 of the Oakland Municipal Code amended to read as follows:

10.52.070 Through Truck Route "B" covering truck travel between the intersection of San Leandro Street and the Oakland-San Leandro city boundary and the distribution structure (MacArthur Maze) of the San Francisco-Oakland Bay Bridge.

For motor truck travel between the intersection of San Leandro Street and the Oakland-San Leandro city boundary and the distribution structure (MacArthur Maze) of the San Francisco-Oakland Bay Bridge, the following through truck route is established: San Leandro Street from the San Leandro city boundary to 98th Avenue and thence by San Leandro Street and Through Truck Route A as described in Section 10.52.070.

4.	The following street s (table) of the Oakland	_		deleted to Sec	tion	10.52.120, Paragraph 1
	Add:		,			
	85 th Avenue 92 nd Avenue G Street	from:	San Leandro St San Leandro St 85 th Avenue		to:	G Street G Street 92 nd Avenue
	Delete:					
	81 st Avenue 90 th Avenue E. 14 th Street	from:	San Leandro St International B 81 st Avenue		to:	International Boulevard MacArthur Boulevard 90 th Avenue
This or	dinance shall be effect	tive upo	on approval by t	he Council of	the C	City of Oakland.
IN COUNCIL, C	OAKLAND, CALIFORNIA	·,				
PASSED BY TI	HE FOLLOWING VOTE:	:				
AYES - BROOK GIBSON MCEL	(S, CAMPBELL WASHIN HANEY	NGTON	, GALLO, GUILLE	en, Kalb, Kapi	LAN,	REID and PRESIDENT
NOES -						
ABSENT -						
ABSTENTION -					Clerk	Tonda Simmons and Clerk of the Council y of Oakland, California

NOTICE AND DIGEST

ORDINANCE AMENDING SECTIONS 10.52.060, 10.52.070, 10.52.080, AND 10.52.120 OF THE OAKLAND MUNICIPAL CODE IN ORDER TO MODIFY EXISTING TRUCK ROUTES IN EAST OAKLAND AND TO PROHIBIT TRUCKS ON CERTAIN STREETS

This ordinance authorizes an amendment to the Oakland Municipal Code Section 10.52.060 (Vehicle Exceeding Four and one-Half Tons Prohibited on Certain Streets), Section 10.52.070 and 10.52.080 (Through Truck Route "A" and "B" respectively), and Section 10.52.120 (Local Truck Routes) to establish and remove the following street segments in East Oakland:

1. Establish in Section 10.52.060:

Street From To

85th Avenue International Boulevard G Street
92nd Avenue International Boulevard G Street

Durant Avenue International Boulevard MacArthur Boulevard

2. Remove from Section 10.52.070:

Street From To

81st Avenue San Leandro Street International Boulevard 90th Avenue International Boulevard MacArthur Boulevard

International Boulevard 81st Avenue 90th Avenue

3. Establish in Section 10.52.070:

Street From To

98th Avenue San Leandro Street MacArthur Boulevard

4. Remove from Section 10.52.080:

Street From To

San Leandro Street 8st Avenue 98th Avenue

5. Remove in Section 10.52.120:

Street From To

81st Avenue San Leandro Street International Boulevard 90th Avenue International Boulevard MacArthur Boulevard

International Boulevard 81st Avenue 90th Avenue

6. Establish in Section 10.52.120:

Street	<u>From</u>	<u>To</u>
85 th Avenue	San Leandro Street	G Street
92 nd Avenue	San Leandro Street	G Street
G Street	85 th Avenue	92 nd Avenue

* * * END DIGEST * * *