

West
Oakland

TRUCK
MANAGEMENT
PLAN

APPENDIX A
**Truck Parking
Technical Memorandum**

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



PORT OF OAKLAND



**CITY OF
OAKLAND**

TRUCK PARKING TECHNICAL MEMORANDUM

West Oakland Truck Management Plan

Date: November 1, 2018

Project #: 21790

To: Andrea Gardner, Port of Oakland

From: Aaron Elias and Alex Garbier, Kittelson & Associates, Inc.

Subject: **Truck Parking Technical Memorandum
for the West Oakland Truck Management Plan**

This memorandum summarizes analysis and findings regarding truck and trailer parking in West Oakland, the Port of Oakland, and industrial Jack London Square. The information presented is based on a review of City of Oakland parking rules and regulations, community input, and parking surveys conducted over a three-year period. The information was used to inform future actions identified in the Truck Management Plan (TMP).

The memo is organized into five sections:

1. Findings and Recommendations
2. Existing Rules and Regulations
3. Community Input
4. Truck Parking Surveys
5. Conclusions

1. FINDINGS AND RECOMMENDATIONS

Based on review of the existing City of Oakland truck and trailer parking rules and regulations, community input, and truck parking studies as described herein, the following is a summary of the findings:

- Relatively few Port trucks were observed parked in West Oakland in areas zoned residential, where it is illegal for them to park. However, commercial and industrial areas are adjacent to residentially-zoning areas in several locations in West Oakland, which may lead to the perception that trucks are illegally parked in residential areas. Commercial trucks are allowed to park in commercial and industrial areas for up to 72-hours, unless restricted by posted signage on a specific block.

- The Oakland Planning Code allows for the construction of residential projects within commercial zoning. Proposed construction in areas zoned commercial has the potential to significantly increase the number of residences impacted by trucks parking.
- The truck parking studies support the community concern that there are a substantial number of unattached trailers parked in West Oakland. It is not illegal to park an unattached trailer in industrial zoned areas of West Oakland, unless restricted by posted signage on a specific block.
- There is broad agreement that unattached trailers should not be stored on city streets. Preferred storage locations are available at the Port of Oakland marine terminals, in parking lots at the Port of Oakland and Oakland Army Base (OAB), and at chassis management company lots.
- Outside of areas zoned residential, it is legal to park commercial trucks and trailers for up to 72-hours unless restricted by posted signage on a specific block. Specific parking restrictions on commercial trucks or trailers are approved by the City on a street-by-street basis and signs must be placed and maintained at both ends of the block for the restriction to be in effect.
- The community expressed concerns about the price and availability of parking at the Port itself.

Recommendations to address the truck and trailer parking findings

- Modify the Oakland Municipal Code to make it easier to enforce commercial truck parking regulations and expand prohibitions to cover blocks in commercial zoning areas that include residences.
- Prohibit overnight parking of unattached trailers in all of West Oakland. This would allow industrial businesses to use on-street parking during the day to conduct their business but require unattached trailers and containers be returned to the marine terminals, to parking facilities at the Port or OAB, or to private facilities at the end of the day.
- Prohibit parking of trucks near parks at all times of the day. Implementing this measure would improve the access and aesthetics of the parks in West Oakland.
- Perform a parking sign inventory in West Oakland to determine which signs should be replaced. Signs that are missing or damaged should be replaced to make it easier to enforce existing parking regulations.

- Reduce the need for trucks to travel in West Oakland by encouraging truck parking and truck-service businesses to move from West Oakland into the former Oakland Army Base and promote the Port and OAB services through roadway signage and other communications with the trucking community.

2. EXISTING TRUCK AND TRAILER PARKING RULES AND REGULATIONS

Under the Oakland Municipal Code, the following rules apply to the parking of trucks on City streets.

- *Using Streets as Long-term Parking is Prohibited (10.28.030)* – No vehicle can park for more than 72 consecutive hours on any public street or alley in the City of Oakland.
- *No Parking of Commercial Trucks in Residential Areas (10.28.120)* – Commercial trucks exceeding 10,000 pounds are prohibited from parking on public streets in residential districts.
- *Specific Prohibition of Commercial Trucks by Traffic Engineer (10.28.130)* – Commercial trucks exceeding 7,000 pounds and less than 10,000 pounds (these are small commercial trucks, similar in size to a box truck) can be prohibited only with official signage once the City Traffic Engineer has determined such vehicles are creating a nuisance, blight, or hazard.
- *Time Limit Commercial Trucks on Specific Streets (10.28.140)* – The City Council is authorized to limit parking on specific public streets to no more than five hours for commercial vehicles whose weight carrying capacity is one ton or more. Official signs must be posted to prohibit such parking.
- *No Unattached Trailers on Specific Streets (10.28.160)* – The City Traffic Engineer is authorized to place signs prohibiting parking of unattached trailers on any street when the City Traffic Engineer determines that the parking of unattached trailers is creating a nuisance, blight or hazard.

3. COMMUNITY INPUT

Community input was collected continuously during the formulation of the TMP. This included multiple community outreach events and direct emails to the Port of Oakland and the City of Oakland. The community input received is documented in more detail in the Stakeholder Comments Spreadsheet contained in the Appendix. However, the highlights of the input related to parking include:

- Trucks parked in residential areas and near parks are detrimental to community well-being and public health.
- Trailers parked on West Oakland streets create an eyesore and are a nuisance.
- Some truck drivers park on City streets because they do not know where off-street parking is available.
- There is concern that parking at the Port may be too expensive causing truck drivers to park in West Oakland.
- Parking at the Port is currently located at non-operational marine terminals, what happens to the parking if the marine terminals become operational in the future?
- Parking signage in West Oakland is often faded making it difficult to determine and enforce existing parking restrictions.

4. TRUCK AND TRAILER PARKING SURVEYS

Truck parking surveys in West Oakland were performed multiple times over a three-year period (2015- 2017). These surveys captured the location of all heavy-duty trucks parked in the study area on specific dates and classified them by type with an emphasis on identifying Port-related trucks. The study area includes all public streets in an area bounded by I-580 to the north, the Estuary on the south, San Pablo Avenue and I-980 and Brush Street to the east, and I-880 to the west, as well as an additional area north of Jack London Square bounded by Union Street, Embarcadero West, Franklin Street, and I-880 (see Exhibit 1). The findings from the survey are presented and organized in this section by:

- Data Collection and Methodology
- Findings

Data Collection and Methodology

The data collection methodology described below was consistently applied to each survey collected over the three-year period. The days and time periods of data collection were determined based on discussions with Port staff and were selected to be representative of the maximum potential truck parking conditions in West Oakland (when the Oakland International Container Terminal and TraPac Terminal were operating night gates).

The survey dates included:

- Weekday Daytime (Before 4:00 PM)
 - Saturday July 18, 2015
 - Thursday July 23, 2015
 - Saturday August 13, 2016
 - Tuesday, June 20, 2017

- Weekday Evening (After 6:00 PM)
 - Wednesday July 15, 2015
 - Wednesday September 16, 2015
 - Tuesday August 16, 2016
 - Tuesday, June 20, 2017

Data collection was conducted by personnel from the data collection subconsultant Quality Counts LLC. Quality Counts drove through each street of the study area looking for the different truck classifications shown in Exhibit 2. When a commercial vehicle was observed parked on the street, they collected data related to truck type, Port/non-Port classification, location, and took geotagged photos of the parked trucks.

Box trucks, which are all non-Port vehicles, were also categorized separately to distinguish them from the larger and heavier-duty Port and non-Port trucks. The detailed classifications collected for each truck are shown in Exhibit 2. Most trucks fell into one of these categories; the exceptions were assessed on a case-by-case basis by considering the intended use of the vehicle.

Port-related vehicles were identified in four ways:

- Secure Truck Enrollment Program (STEP) sticker on the driver's side door,
- California Air Resources Board (CARB) "Drayage Truck Registry" sticker on the door,
- Radio-frequency identification (RFID) transponder on the driver's side mirror, and
- Vehicle classification (e.g. a chassis with a container – see Exhibit 2).

The classifications for each truck were also reviewed via the collected photographs to confirm the classification selected by the data collection subconsultant.

Truck and Trailer Parking Findings

Compiling the collected survey data from the eight time periods, Exhibit 3 through Exhibit 6 show truck parking locations graphically for various truck classifications.

- Exhibit 3 shows the location of Port-registered truck and trailer combinations. These trucks were found to concentrate in the industrial-zoned areas in northwest West Oakland and along the 3rd Street Corridor. These trucks are legally allowed to park in these areas for up to 72-hours, unless restricted by posted signage on a specific block. Very few Port-registered trucks were found in residential zones where trucks over 10,000 pounds are prohibited from parking at any time.
- Exhibit 4 shows the location of Port-registered chassis. These are the trailer portion of the semi, without the tractor that include identification with the Port. Chassis were found to be more numerous than the Port-registered truck and trailer combinations, but were generally parked in the same areas.
- Exhibit 5 shows the location of various other heavy-duty trucks that are not Port-registered. About 88% of these trucks were found to be parked in a commercial or industrial zone where they are allowed to park for up to 72-hours, unless restricted by posted signage on a specific block. About 12% of these trucks were illegally parked in a residential zone where they are not allowed to park at any time.
- Exhibit 6 shows the location of box trucks identified over the eight survey periods. These trucks are generally evenly distributed over the study area and can legally park anywhere for up to 72-hours as long as they are not over 10,000 pounds nor restricted by posted signage on a specific block.

As shown in these exhibits, trucks are generally found to be legally parked. However, there are a substantial amount of Port-related chassis found in some of the industrial areas of West Oakland indicating trailers are being left on the streets in the industrial parts of West Oakland rather than being taken back to the marine terminals.

5. CONCLUSIONS

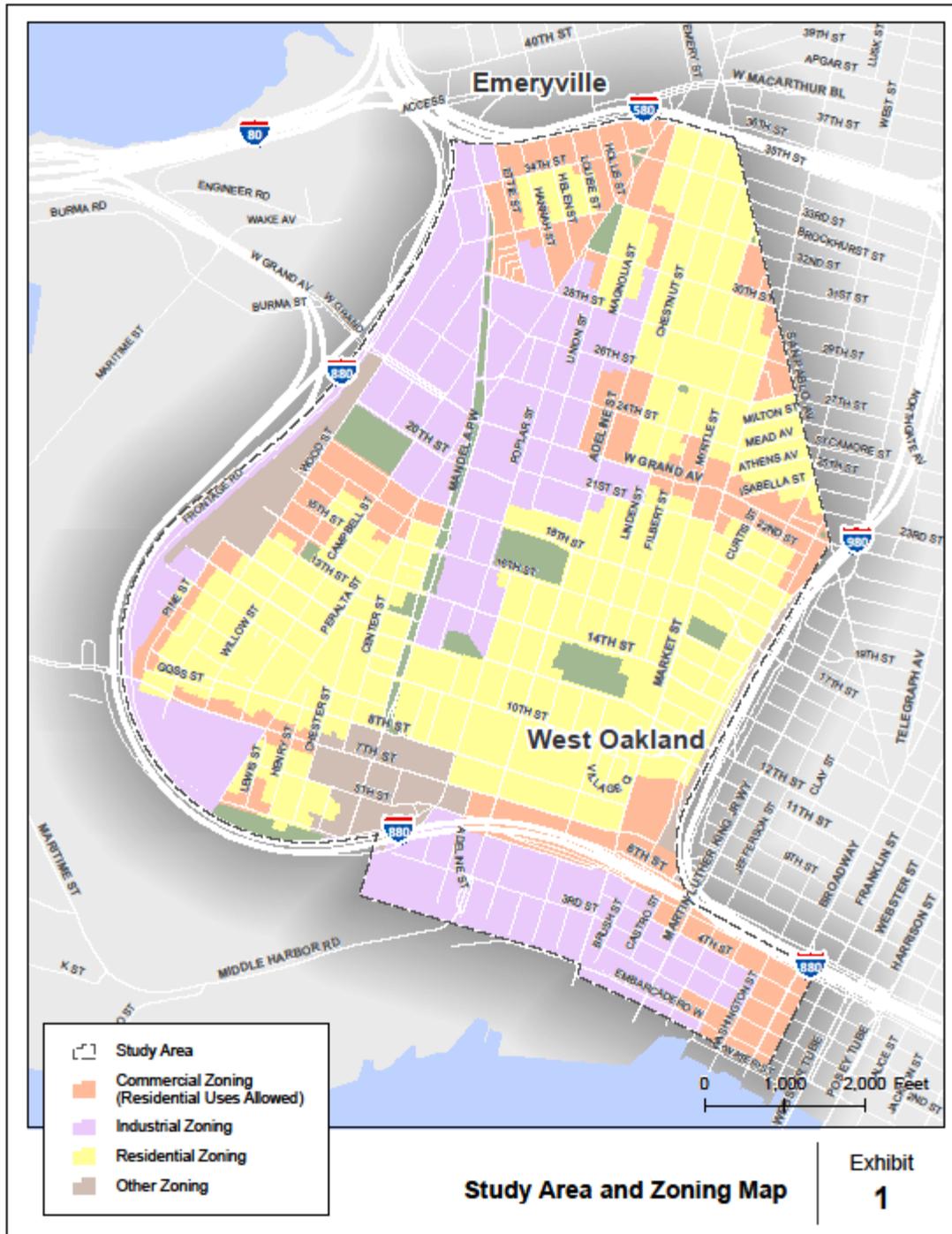
Based on a review of the existing City of Oakland truck and trailer parking rules and regulations, community input, and truck parking studies, the following can be concluded:

- The parking surveys found that commercial trucks largely follow existing parking rules and regulations, limiting the number of trucks and trailers parked in residential zoned areas. However, existing regulations allow commercial vehicles to park near residences located in commercial zoned areas and adjacent to some parks in West Oakland.
- West Oakland residents communicated a desire to maintain and encourage use of off-street parking facilities at the Port of Oakland.

The TMP proposes four strategies in an effort to address truck parking concerns in West Oakland:

- Strategy 7: Improve Training of Parking Enforcement Staff
- Strategy 8: Change Parking Regulations in West Oakland
- Strategy 9: Consider Increasing Truck Parking Fines
- Strategy 10: Conduct Targeted Parking Enforcement

Exhibit 1: Study Area and Zoning Map, 2018



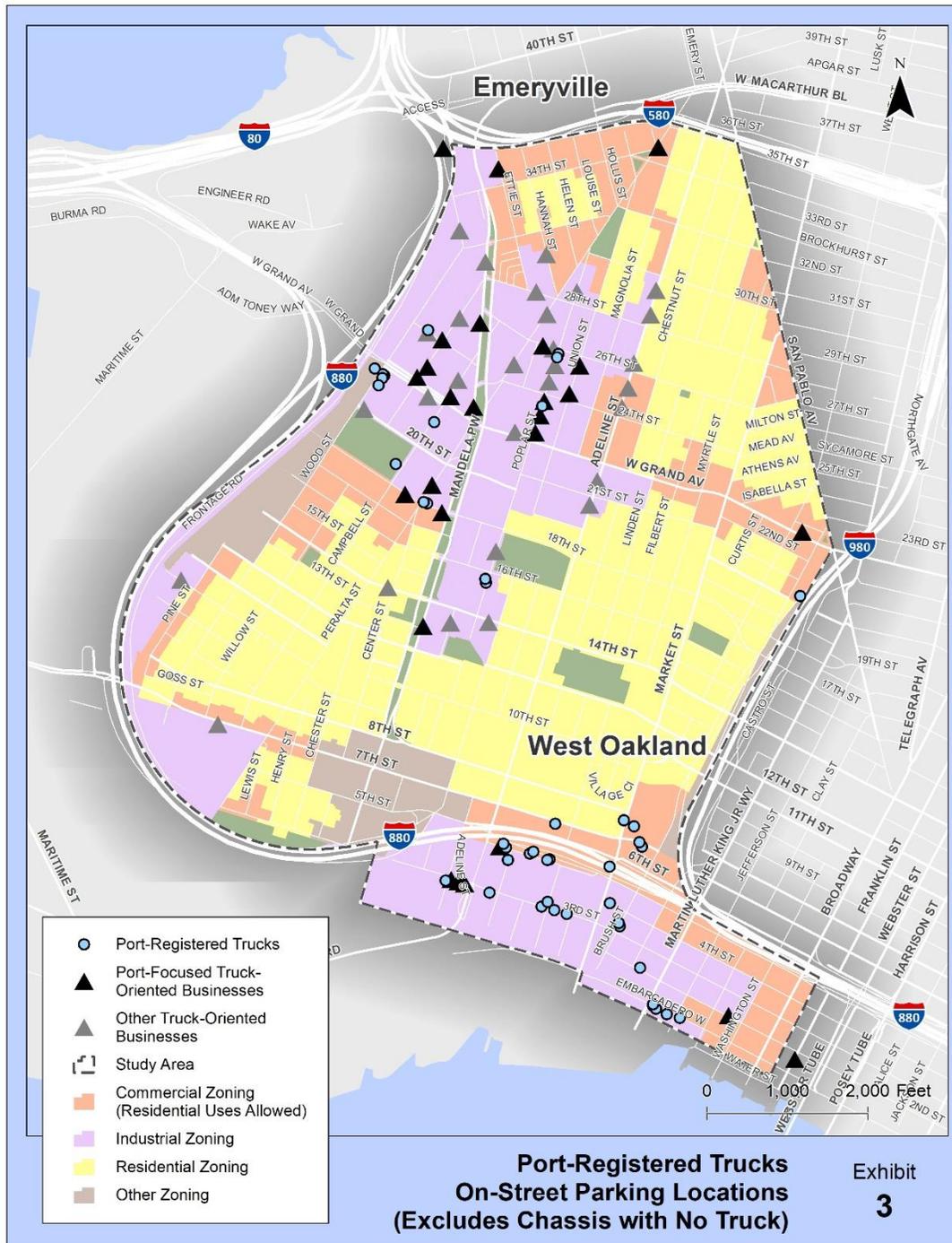
Source: Kittelson & Associates, Inc., 2018

Exhibit 2: Vehicle Types and Port/Non-Port Classification

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

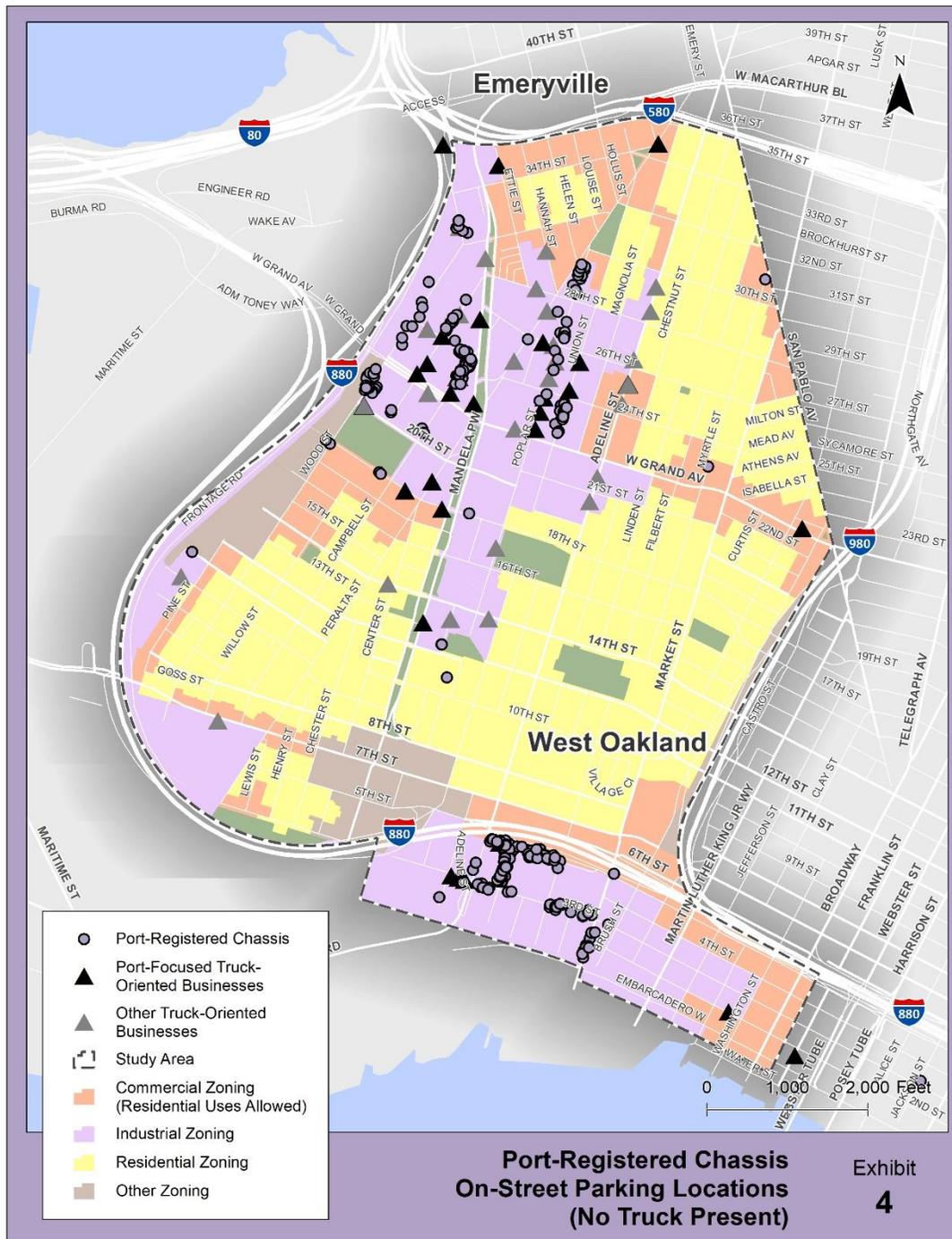
Source: Kittelson & Associates, Inc., 2017, initially created for Truck Parking Survey

Exhibit 3: Port-Registered Truck On-Street Parking Locations, 2015 – 2017



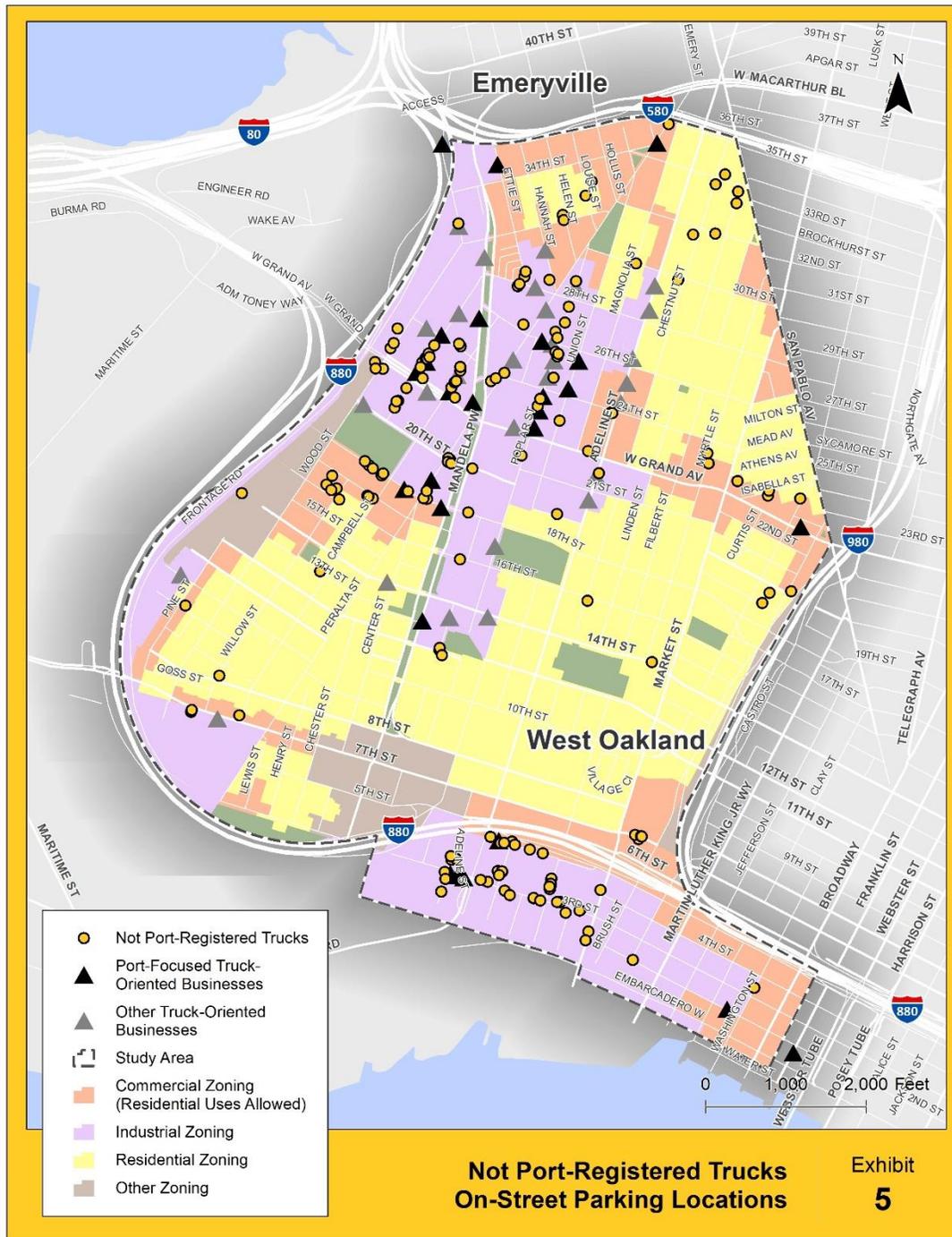
Source: Kittelson & Associates, Inc., 2018, parking data collected in 2015, 2016, and 2017

Exhibit 4: Trailer/Chassis On-Street Parking Locations, 2015 – 2017



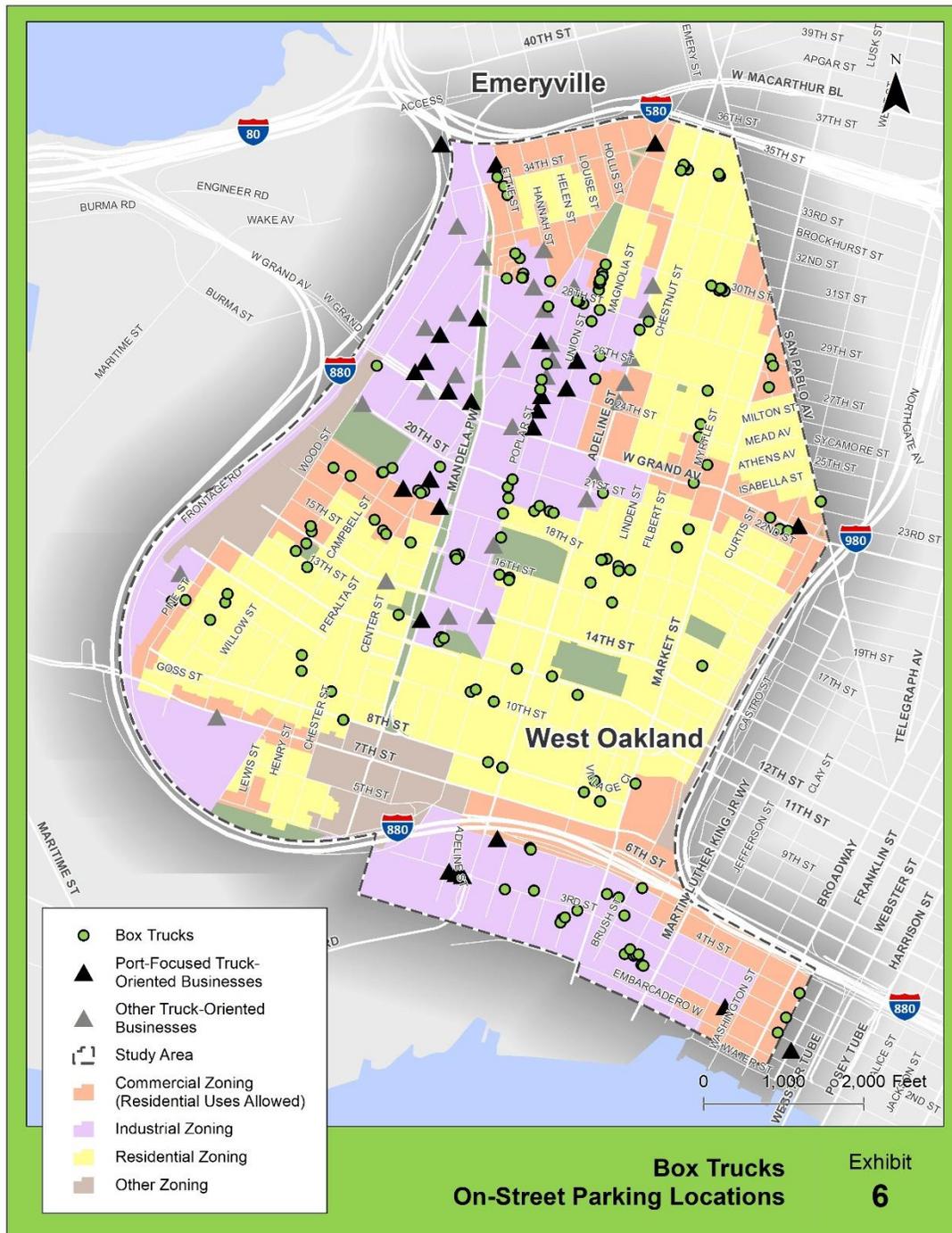
Source: Kittelson & Associates, Inc., 2018, parking data collected in 2015, 2016, and 2017

Exhibit 5: Non-Port Truck On-Street Parking Locations, 2015 – 2017



Source: Kittelson & Associates, Inc., 2018, parking data collected in 2015, 2016, and 2017

Exhibit 6: Box Truck On-Street Parking Locations, 2015 – 2017



Source: Kittelson & Associates, Inc., 2018, parking data collected in 2015, 2016, and 2017