



City of Carson Report to Mayor and City Council

December 18, 2012
Unfinished Business

SUBJECT: CONSIDER MODIFICATIONS TO THE LIST OF DESIGNATED TRUCK ROUTES

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David C. Biggs

Approved by David C. Biggs
City Manager

I. SUMMARY

At the November 7, 2012, City Council meeting, staff provided the Planning Commission Resolution No. 12-2441, which recommended that the existing truck route network remain unchanged. As several members of the audience expressed concerns about the truck route designation on parts of Victoria Street and Main Street, Council directed staff to hold a workshop regarding these truck routes and to report back to Council with additional information. The workshop was held on December 10, 2012, and was attended by representatives of the trucking and warehousing industries as well as residents who live adjacent to Victoria Street and Main Street. The issues and alternatives regarding these truck routes are presented below.

II. RECOMMENDATION

CHOOSE one of the following actions:

1. APPROVE the Planning Commission's recommendation to maintain status quo regarding the list of designated truck routes.
2. DIRECT staff to prepare an ordinance amending the Carson Municipal Code to eliminate Victoria Street between Main Street and Central Avenue and/or to eliminate Main Street between Broadway and Victoria Street, from the list of designated truck routes.

III. ALTERNATIVES

TAKE another action the City Council deems appropriate.

IV. BACKGROUND

The Planning Commission conducted two workshops and held two public hearings to discuss the feasibility of modifying the citywide truck route system. The modifications that were considered were the possible elimination of portions of Victoria, Main, and Carson Streets and Santa Fe Avenue from the list of legal truck routes. After hearing public testimony and discussing the issues at length, the Planning Commission determined that it would be in the best interest of the City of Carson, as a whole, for these streets to remain on the truck route system.

The Commission voted to maintain status quo regarding the City's truck route system and approved Resolution No. 12-2441 (Exhibit No. 1).

When the Planning Commission resolution to maintain status quo on the truck route system was presented to City Council on November 7, 2012, several residents whose properties abut Victoria and Main Streets, testified that trucks traveling on these streets are impacting the residents by creating noise, structural shaking, rattling windows, and emissions. Conversely, several representatives of the trucking and industrial businesses testified that these streets are important to their operations and to remove them from the truck route network would result in an increase in fuel consumption, travel times, and costs for their operation. It was also stated that the elimination of a street from the truck route system would shift the trucks to another route and thereby transfer the adverse impacts to other residents. Council directed staff to hold a workshop and invite representatives of each affected group to discuss the issues and hopefully seek solutions.

It should be pointed out that if these streets were to be eliminated from the truck route system, trucks could continue to legally travel on the restricted streets if they were traveling to or from a location accessed by these streets. The California Vehicle Code states that trucks can use a street if it is a direct route to their destination. So trucks would not be eliminated from Main and/or Victoria Streets in totality if the streets were to be removed from the truck route system.

Truck Route Workshop

A workshop was held on December 10, 2012, to discuss the issue of the truck route designation on Main and Victoria Streets. Seventeen people attended, which included residents along these two streets and representatives of various trucking, warehousing, and industrial businesses. Representatives of the City's Public Works Engineering Division and a Sheriff's Deputy were also in attendance. The residents reiterated their concerns regarding the adverse impacts caused by the trucks, and industry representatives indicated that the elimination of these streets from the truck route system would negatively affect their business operations. The following items were discussed as possible actions that could be taken to alleviate the situation:

- The City of Carson could purchase the homes along Main Street and Victoria Street to create a buffer.
- Eliminate Main Street between Broadway and Victoria Street from the truck route system and facilitate the transfer of trucks to Broadway by reconfiguring the Broadway/Main Street intersection and improving the design of Broadway.
- Repair/resurface the pavement on Victoria and Main Streets to provide a smoother and quieter roadway.

- Reduce the speed limit for trucks on Victoria and Main Streets to reduce vibration and noise impacts.
- Conduct noise studies to determine if the noise levels generated by the trucks are in violation of the noise ordinance.
- Establish restricted hours for truck travel on Victoria and Main Streets.

Existing Conditions on Victoria and Main Streets

Victoria Street is an east-west truck route that extends from the east boundary of Carson at Wilmington Avenue to the west boundary of Carson at the I-110 freeway. It provides access to major industrial uses in the Dominguez Technology Center, which is located on the east end of Carson between Central and Wilmington Avenues, and to various industrial uses near Main Street. Main Street is a north-south truck route that extends from Torrance Boulevard to the north boundary of Carson at Alondra Boulevard. There are numerous industrial properties in the vicinity of these streets in addition to the residential neighborhoods that abut the two truck routes. Based on the locations of these industrial areas and the volumes of truck traffic observed on Victoria and Main Streets, it is clear that these streets serve as key truck routes through Carson.

Ramifications of Eliminating These Streets from the Truck Route System

If the segment of Victoria Street between Main Street and Avalon Boulevard or between Main Street and Central Avenue were to be eliminated from the truck route system, trucks that would otherwise use Victoria Street as a travel route would be shifted to other streets. It is anticipated that the streets that would be most-directly affected would be Albertoni Street and Del Amo Boulevard, both of which run adjacent to residential properties.

Albertoni Street abuts Carson Harbor Village, Colony Cove Mobile Estates, and the north edge of Stevenson Village. Del Amo Boulevard abuts the residential neighborhood on the north side of Del Amo Boulevard between Avalon Boulevard and Wilmington Avenue as well as Del Amo Park and the South Bay Pavilion. The requested elimination of Victoria Street from the truck route system could adversely affect the residential properties and other sensitive uses along Albertoni Street and Del Amo Boulevard, because truck volumes would increase on these alternate truck routes. In addition, it is likely that some of the re-routed trucks would use Avalon Boulevard, University Drive, and Central Avenue, which also run adjacent to residential properties and parks. While these roadways are not designated truck routes, they are frequently used illegally by truck drivers according to reports by concerned citizens and the Sheriff's Department.

With regard to Main Street, the segment of Main Street between Broadway and Victoria Street is being considered for elimination from the truck route system. If this request were to be implemented, trucks that would otherwise use Main Street as a travel route would be diverted to Broadway. The truck volumes would

decrease on Main Street, which abuts residential properties on the east side of the street, and truck volumes would increase on Broadway, which abuts only industrial and commercial properties. The elimination of this segment of Main Street from the truck route system could result in operational and safety problems at the intersection of Main Street and Broadway as northbound truck traffic would have to use a left-turn lane that currently has a stop sign, while turning from Main Street onto Broadway. These impacts could be alleviated by reconstructing the intersection and/or installing a traffic signal.

It should be noted that the truck route system cannot have dead-end street segments where a legal truck route feeds only into non-truck route roadways. So if the segment of Victoria Street between Main Street and Avalon Boulevard is eliminated from the truck route system, it would be necessary to designate the segment of Avalon Boulevard between Victoria and Albertoni Streets as a truck route. The other option would be to eliminate the entire segment of Victoria Street between Main Street and Central Avenue from the truck route system.

The request to eliminate Victoria Street between Main Street and Avalon Boulevard or between Main Street and Central Avenue from the truck route system would result in a decrease in truck traffic along this segment of Victoria Street, but, on the other hand, it would result in an increase in truck traffic on streets that run adjacent to other residential properties. The truck-related impacts such as noise, vibration, and pollution would be reduced along Victoria Street; however, they would increase along other affected roadways such as Albertoni Street, Del Amo and Avalon Boulevards, University Drive, and Central Avenue. It would also result in an inconvenience, an increase in costs, an increase in fuel consumption, and an increase in travel time for the truck operators and businesses that use Victoria Street as a truck access route.

Actions Taken to Reduce Truck Impacts

In response to the concerns expressed by residents, the City has taken the following actions in an effort to reduce the truck-related impacts:

- Installed “No Stopping Any Time” signs on the south side of Victoria Street between Main Street and Coleman Avenue.
- Coordinated with the truck-oriented commercial operations near the intersection of Victoria and Main Streets to discourage their customers and employees from generating unnecessary noise.
- Scheduled meetings of the Planning Commission and the Public Works Commission to consider an amendment to the Circulation Element of the General Plan to remove parts of Victoria and Main Streets from the list of streets designated as truck routes.

- Conducted grinding operations on Victoria Street east of Main Street and on Main Street south of Victoria Street to eliminate bumps and smooth out the pavement, thereby reducing the vibration impacts associated with trucks.

History of the Truck Route Designation for Each Street

It has been suggested that one or more of the streets under consideration have recently been designated as a truck route. A review of the files at the City Clerk’s office indicates that Ordinance No. 69-81, which was adopted by the City Council in April of 1969, listed the designated routes that could be used by vehicles exceeding a maximum weight of 6,000 pounds. Included on this list of legal truck routes are Main and Victoria Streets. So these streets have been designated as truck routes since 1969.

Truck Volumes

Traffic counts were taken to quantify the existing truck volumes on the truck routes that would be affected by revisions to the truck route system. The truck counts were taken during the afternoon when truck volumes are typically at their peak, as verified by 24-hour truck counts that were taken on Victoria Street. The existing truck volumes are shown in the table below.

Peak Hour Truck Volumes		
Roadway	Location	Truck Volume (trucks per hour)
Victoria Street	Main Street to Avalon Boulevard	116
Victoria Street	Avalon Boulevard to Central Avenue	132
Main Street	South of Victoria Street	54
Albertoni Street	Main Street to Avalon Boulevard	156
Del Amo Boulevard	East of Avalon Boulevard	114
Broadway	South of Victoria Street	68

Enforcement of Truck Route Regulations

Enforcement activities relative to the City’s truck route regulations are conducted by the Los Angeles County Sheriff’s Department. The primary type of enforcement activity is issuing citations for truckers who are traveling on non-truck routes without having a destination along these streets. As there is no way for an officer to know if a particular truck is illegally using a non-truck route when the truck passes by, the officer has to stop the truck and ask the driver to produce documentation to prove that the truck is being used for picking up or dropping off goods or providing a service in the area served by the street. If such documentation cannot be provided, then the truck driver can be cited for a truck route violation. With regard to trucks traveling on a legal truck route, the primary type of enforcement activity is issuing citations for overweight or oversized trucks.

Number of Residences on Each Street Segment

In an effort to determine how many residences are affected by the truck routes under consideration, the number of residential properties adjacent to each truck route was quantified, as summarized in the table below:

Residential Properties along Each Truck Route		
Roadway	Location	Number of Residential Properties
Victoria Street	Main Street to Avalon Boulevard	32 north side 35 south side
Victoria Street	Avalon Boulevard to Central Avenue	39 north side 0 south side 4 Apt Bldgs north side
Main Street	I-405 Freeway to Victoria Street	45 east side 0 west side
Albertoni Street	Main Street to Avalon Boulevard	1 Hotel north side 20 south side
Albertoni Street	Avalon Boulevard to Central Avenue	0 north side 42 south side
Del Amo Boulevard	Avalon Boulevard to Central Avenue	68 north side 0 south side
Del Amo Boulevard	Central Avenue to Wilmington Avenue	18 north side 0 south side
Broadway	Main Street to Victoria Street	0 east side 0 west side

Note: Apt Bldgs = apartment buildings

The residential information in the above table is provided to demonstrate that if trucks are shifted from Victoria Street, which has 67 residential properties between Main Street and Avalon Boulevard and 43 properties between Avalon Boulevard and Central Avenue (including 4 apartment buildings); an increase in truck traffic would likely occur on Albertoni Street, which has 62 residential properties and a hotel; and Del Amo Boulevard, which has 68 residential properties between Avalon Boulevard and Central Avenue.

Summary of Options

In summary, there are several options relative to the possibility of revising the truck route designations on Victoria and Main Streets. The options are outlined below:

Victoria Street

V1 - Maintain status quo by keeping the truck route designation on Victoria Street.

V2 - Eliminate the segment of Victoria Street between Main Street and Avalon Boulevard from the truck route system and add Avalon Boulevard between Victoria and Albertoni Streets to the truck route system.

V3 - Eliminate the segment of Victoria Street between Main Street and Central Avenue from the truck route system.

Main Street

M1 - Maintain status quo by keeping the truck route designation on Main Street.

M2 - Eliminate the segment of Main Street between Broadway and Victoria Street from the truck route system.

V. FISCAL IMPACT

If Main Street is eliminated from the truck route system, the recommended reconstruction of the intersection and a signal installation at the Broadway/Main Street intersection would cost an estimated \$350,000.00 to \$400,000.00.

VI. EXHIBITS

- 1. Planning Commission Resolution No. 12-2441 and truck route map. (pgs. 8-10)

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Prepared by: Richard Garland, Traffic Engineer

TO: Rev09-04-2012

Reviewed by:

City Clerk	City Treasurer
Administrative Services	Public Works
Community Development	Community Services

Action taken by City Council	
Date _____	Action _____

CITY OF CARSON
PLANNING COMMISSION
RESOLUTION NO. 12-2441

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON RECOMMENDING THAT THE CITY COUNCIL ACCEPT THE PLANNING COMMISSION'S RECOMMENDATION TO MAINTAIN THE EXISTING DESIGNATED TRUCK ROUTES AS SHOWN ON EXHIBIT TI-6 IN THE TRANSPORTATION AND INFRASTRUCTURE ELEMENT OF THE GENERAL PLAN.

THE PLANNING COMMISSION OF THE CITY OF CARSON, CALIFORNIA, HEREBY FINDS, RESOLVES AND ORDERS AS FOLLOWS:

Section 1. In response to a petition and various additional requests from residents to modify the truck route system in Carson, two joint workshops of the Planning Commission and Public Works Commission were held on March 23 and June 14, 2011, to discuss the feasibility of modifying the truck routes. Public hearings were then held at the Planning Commission to receive further testimony. The modifications that were considered were the possible elimination of portions of Victoria Street, Main Street, Carson Street, and Santa Fe Avenue from the list of legal truck routes.

The public hearings were held on October 11, 2011 and July 10, 2012, at 6:30 P.M. at City Hall, Council Chambers, 701 East Carson Street, Carson, California. Notices of the time, place, and purpose of the aforesaid meetings were duly given.

Section 2. Evidence, both written and oral, was duly presented to and considered by the Planning Commission at the aforesaid meetings.

Section 3. The Planning Commission finds that:

- a) The truck route system in Carson was properly established, as documented in the Carson General Plan and the Carson Municipal Code, and has been in place since the year 1969.
- b) The Transportation and Infrastructure Element of the General Plan states the city has many trucks on its streets due to the types of industrial and commercial uses in the City. There are no specific counts of trucks as opposed to other types of vehicles on City streets but it is estimated that trucks make up 10-25% of the vehicles over 24 hours. The volume of trucks, the impacts of truck traffic on land uses, and the conflict between trucks and other vehicles are major issues for the City.
- c) Although a limited number of residents testified and suggested that truck routes create problems for the adjacent residences, such as noise, structural shaking, rattling windows, and emissions, these impacts would be transferred to other streets and other residents if the subject streets were to be eliminated from the truck route system. In addition, the elimination of a street from the truck route system would result in an inconvenience, increased costs, an increase in fuel consumption, and an increase in travel time for the truck operators and businesses that use the truck routes.



- d) After considering the pros and cons associated with eliminating streets from the truck route system, it was determined that would be in the best interests of the City of Carson, as a whole, for Victoria Street, Main Street, Carson Street, and Santa Fe Avenue to remain on the truck route system.
- e) The City of Carson has taken reasonable measures to alleviate truck related impacts on truck routes that are adjacent to residential uses, such as utilizing rubberized asphalt for re-paving projects and conducting grinding operations to smooth out the pavement and eliminate severe bumps.

Section 4. The Planning Commission further finds that the proposed action will not have a significant effect on the environment pursuant to Section 15061 (b)(3), General Rule Exemption of the California Environmental Quality Act Guidelines(CEQA), and that the proposed action is exempt from further environmental review.

Section 5. Based on the aforementioned findings, the Commission hereby recommends recommending that the City Council maintain the existing designated truck routes as shown on Exhibit TI-6 in the Transportation and Infrastructure Element of the General Plan attached as Exhibit A.

Section 6. The Secretary shall certify the adoption of this Resolution and shall transmit copies of the same to the City Council.

Section 7. This action shall become final and effective fifteen days after the adoption of this Resolution unless within such time an appeal is filed with the City Clerk in accordance with the City's procedures.

PASSED, APPROVED AND ADOPTED THIS 24th DAY OF July, 2012.

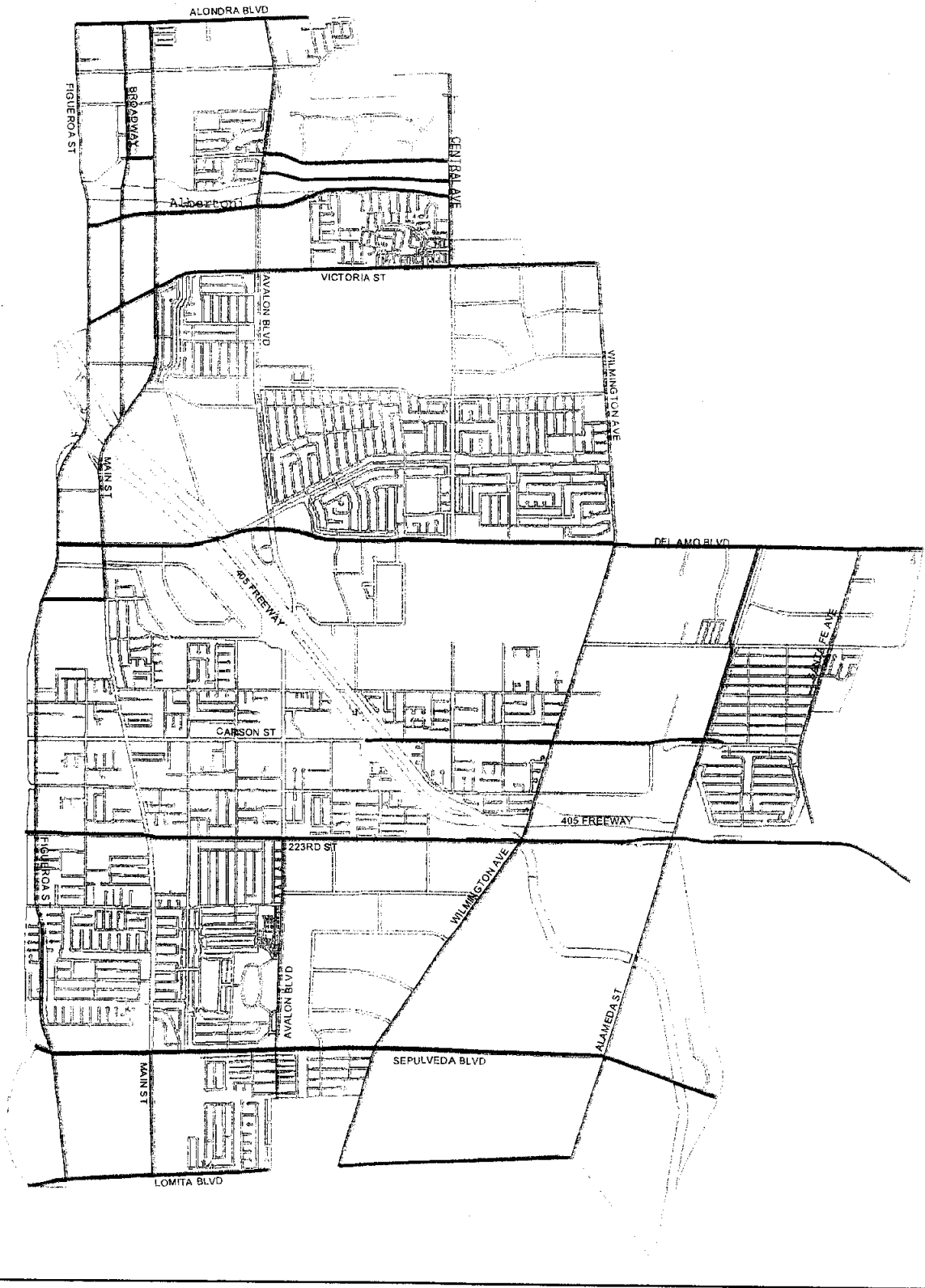


CHAIRMAN

ATTEST:



SECRETARY



City of Carson Truck Routes

Updated: 05/15/2007
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