







EMBARCADERO WEST RAIL SAFETY & ACCESS IMPROVEMENTS

COMMUNITY ENGAGEMENT REPORT SPRING/SUMMER 2024





Table of Contents

3
6
12
14
22
36
50
/-
41



Pop-up at the Jack London Square Farmers Market, June 30, 2024

Executive Summary

In Spring and Summer 2024, the City of Oakland Department of Transportation (OakDOT) launched a comprehensive community engagement initiative to guide the early draft design of Embarcadero West Rail Safety and Access Improvements. This report outlines the project's background, the approach to gathering community input, and the critical role that feedback played in shaping the proposed designs. The engagement process was designed to foster meaningful dialogue and capture a diverse range of perspectives. Feedback was collected through multiple channels, including a Community Design Workshop, pop-up events, stakeholder meetings, public presentations, emails, corridor walks with local businesses, and survey responses. Approximately 600 individuals were engaged, 231 surveys were submitted, and 885 comments were recorded and analyzed in this report. The summary below presents the key themes that emerged through community engagement. These takeaways provide a clear roadmap for the project's next steps and highlight the areas of greatest importance to local stakeholders.

Top 10 themes that emerged from all engagement activities during Spring and Summer 2024, in order of most to least common:



Safe Bike Connections: Protected bike lanes (i.e., bike lanes with hard separation from cars) connecting Jack London to Downtown, Lake Merritt, Brooklyn Basin, and West Oakland and major transit stops are a high priority. Some also specifically called out the need for bike signals and other improvements to provide safer crossings for bicyclist at intersections.



Train Horns: Establishing a quiet zone to reduce the disruption from train horns and improve the quality of life for residents and visitors is strongly desired.



Landscaping and Green Space: More trees and greenery are needed along Embarcadero West. People want drought-resistant plants and shade to make the space more inviting.



Art: The project should incorporate murals, sculptures, and art from local artists to reflect the community. There is also interest in creatively designed fencing/barriers, bike racks, benches, and signage.



Pedestrian Safety and Accessibility: There is strong desire for prioritizing pedestrian space and safety in the project design. Pedestrian safety is a top concern, with calls for high-visibility crosswalks, speed controls, and better lighting. Additionally, public spaces and amenities, such as benches, should be accessible for all.



Separation of Modes: The design of the shared street and the pedestrian and bicycle path on Embarcadero West should have clear separation between modes (bikes, pedestrians, and cars). People asked for physical barriers, grade separations, signage, and pavement markings and colors to prevent conflicts and ensure safety.



Parking and Loading: Parking enforcement should be consistent to maintain access and safety. Access to parking garages is critical, while long-term on-street parking is sometimes viewed as less important. Providing passenger and/or commercial loading zones is a priority for many local businesses.



Wayfinding and Signage: Clear signage is needed to help pedestrians, bicyclists, and drivers navigate the area safely. Many highlighted the need for effective wayfinding, regulatory and directional signage, and pavement coloring and markings.



Lighting: Improved lighting is needed for both safety and aesthetics. People want better lighting and some suggested integrating lights with public art and signage.



Business Impacts: Project impacts are a top concern for business owners and managers, especially during construction. While most owners and managers think Embarcadero West needs improvement, some are concerned that limiting vehicle access on Embarcadero West will impact day-to-day operations, reduce visibility, and make it difficult for customers to drive to their businesses.

This report provides a comprehensive overview of the key themes and community priorities that emerged from the engagement process. The overall sentiment reflects a strong interest in enhancing safety, connectivity, and creating a vibrant, accessible corridor. However, there are concerns about balancing safety improvements with the need to maintain practical access for businesses, vehicles, and pedestrians. We invite you to explore the full findings, which offer valuable insights into shaping a more connected and thriving Embarcadero West.

Project Background

Oakland's Embarcadero West is a vital transportation corridor with a rich history tied to the City's development, especially in the maritime and industrial sectors. Since the mid-19th century, Oakland has been a vital link between the Bay Area and the rest of the nation after becoming the western terminus for the Transcontinental Railroad. The corridor supports Northern California's largest port—the Port of Oakland and has become a vibrant part of the city's waterfront, blending residential, commercial, and recreational spaces. The area is a popular destination for both locals and tourists and connects transit riders to the larger Bay Area. As the region continues to experience economic and population growth, Embarcadero West is in need of significant infrastructure improvements to address safety and accessibility. Roadway design decisions made in the 1860's have resulted in this one-mile stretch of city street accommodating motor vehicles, bicyclists, pedestrians, and at least 65 daily freight and passenger trains a day, all without physical barriers separating these different modes of transportation. The street does not meet current rail safety standards, is not accessible for people with disabilities, and falls short of providing a safe and welcoming connection to the waterfront. The one-mile rail and roadway segment along



Depicts celebration at station on 3rd Street west of Broadway in 1910. Image source: Joseph R. Knowland collection at the Oakland History Room, Oakland Public Library. Online source: <u>Online Archive of California</u>.



At-grade crossing collision resulting in injury, 2021. Embarcadero West at Franklin Street.

Embarcadero West accounts for 20-25% of vehicle incidents along Amtrak's 160-mile route from San Jose to Auburn. These vehicle incidents result in injuries and death, create delay for passenger and goods movement, increase emissions from idling trains, and decrease air quality. In addition to the nearly 500 rail-related incidents that have occurred since 2016, there has also been crashes between cars, pedestrians, and bicyclists.¹ During the same time period, 43 people were injured in crashes that didn't involve trains.²

Since 2011, Embarcadero West has been studied and recommended for improvements to increase roadway safety and qualify the area as a quiet zone. The corridor has repeatedly come up in community engagement and in plans across multiple agencies. Multiple state and federal grants have been secured to fund this safety and access project. In the past three years, the City of Oakland has secured historic levels of state funding to complete the planning, engagement, design, and construction of this critical and long overdue project.

¹ See <u>Appendix A</u> for map of reported on-track incidents. Incident data provided by Union Pacific Response Management Communication Center (RMCC) 2017-2024, Amtrak Safety Incident Report 2016-2024, and FRA Accident Reports 2016-2024.

² Transportation Injury Mapping System (TIMS), Safe Transportation Research and Education Center, University of California, Berkeley. 2024. Data collected from 01/01/2016-12/31/2023. Data downloaded on 10/11/2024. Two collisions involving trains were removed from the data to avoid double counting. Note, 2022-2024 data is provisional and subject to change.

Project Area Timeline

1860s

Oakland emerges as a railroad hub after becoming the western terminus of the Transcontinental Railroad. Oakland becomes a vital link between the Bay Area and the nation.

In 1869, Embarcadero West becomes a shared street owned by the City of Oakland and accommodating Union Pacific Railroad trains alongside vehicles, pedestrians, and bicyclists share the same street without physical separation.

<u> 1920s - 1970s</u>

The Port of Oakland is established, and industry grows around the Port and railroad.

1980s - 2000s

Warehouses become loft housing and the population of Jack London grows as more trains provide service to the area to keep up with growing ridership.³

The Union Pacific-Southern Pacific merger consolidates parallel rail lines through Jack London Square onto the Embarcadero West rail corridor.⁴



First terminus of the Transcontinental Railroad, ~1869. Image Source: Oakland Public Library. Online Source: <u>Online Archive of California</u>



Port facilities at Oakland and Alameda, 1938. Image Source: Oakland Public Library. Online Source: <u>Online Archive of California</u>

W.P. Fuller and Co. Warehouse converted to lofts in 1997. Image Source: Photographed by Joseph Alvarado, July 4, 2023. Online Source: Historical Marker Database

³ https://www.capitolcorridor.org/downloads/CCJPAVisionPlanFinal.pdf

⁴ <u>https://www.up.com/investors/factbooks/factbook99/uprrhigh99.pdf</u>

<u>2010s</u>

Jack London Square draws large crowds through waterfront concerts, farmers markets, and events like Pedalfest.

In 2011, a Quiet Zone Study is completed which includes six at-grade crossings along Embarcadero West. This study identified safety improvements necessary for the qualification of a quiet zone.⁵

In 2016, Embarcadero West is identified as the "single greatest bottleneck" for Capital Corridor, a passenger train that runs from the Sacramento Area to the San Francisco Bay Area.⁶ This bottleneck for passenger trains occurs because many freight and passenger trains share the same tracks on Embarcadero West, they must slow down because of the existing outdated design, and because there are many vehicle incidents or collisions that force trains to stop (e.g., vehicles get stuck on the tracks).

In 2018, Alameda County Transportation Commission develops a Rail Strategy Study (RSS). The RSS included a list of high-priority rail crossings and corridors and a Grade Crossing Toolkit.⁷⁸ The Embarcadero West rail corridor is identified as a high-priority corridor and technical assessment is conducted. The Grade Crossing Toolkit, RSS priority list, and the proposed safety improvements for the corridor form the basis of the Embarcadero West Rail Safety and Access Improvements.⁹

The City of Oakland conducts engagement as part of the planning process to develop the <u>Oakland Walks Pedestrian Plan</u>, Let's Bike Oakland Bike Plan, the <u>Howard Terminal Transportation Plan</u>, and the <u>Downtown Oakland Specific</u> <u>Plan</u>. Through this engagement, draft Embarcadero West Rail Safety and Access Improvements designs are modified to ensure the project meets community needs and safety standards, which includes the addition of bike lanes on Embarcadero West.

2020s

The City of Oakland receives historic levels of state funding to construct the Embarcadero West Rail Safety and Access Improvements and other projects around the Port of Oakland. The City of Oakland conducts engagement and begins designing the project.



Eat Real Festival 2010 at Jack London Square. Image Source: <u>Flickr</u>

Amtrak train in Jack London Square, 2010. Image Source: <u>Flickr</u>

Draft rendering of bicycle and pedestrian path along Embarcadero West.

⁵https://s3-us-west-1.amazonaws.com/waterfrontballparkdistrict.com/10.%20Remainder/AR%200034848-%20AR%200034882.pdf

- ⁶ https://www.capitolcorridor.org/wp-content/uploads/2016/12/CCVIP-FINAL-REPORT.pdf
- ⁷ https://www.alamedactc.org/wp-content/uploads/2019/07/6.6_COMM_Grade_Crossing_Updatev_20180322.pdf
- ⁸ https://s3-us-west-1.amazonaws.com/waterfrontballparkdistrict.com/10.%20Remainder/AR%200062608-%20AR%200062688.pdf
- ⁹ https://www.alamedactc.org/wp-content/uploads/2020/02/4_RailSEP_Oakland_Grade_Crossings_Memo.pdf

Project Scope



Draft rendering of the proposed project improvements on Embarcadero West facing east towards Franklin Street.

Embarcadero West Rail Safety and Access Improvements will enhance safety, improve access to the waterfront, and increase train reliability for people and goods movement. It will also transform Embarcadero West into a more welcoming and connected corridor reflective of the surrounding community. Additionally, this project will install railroad safety infrastructure that could qualify the area to be designated as a <u>quiet zone</u>.¹⁰

¹⁰ A railroad quiet zone is an area where trains are restricted from routinely sounding their horns at railroad crossings. These zones are typically established in residential or urban areas to reduce noise pollution. To ensure safety, certain enhancements are made to the crossings, such as installing additional gates, flashing lights, or medians, to compensate for the lack of train horns and to prevent vehicles or pedestrians from crossing the tracks when a train is approaching. The goal is to create a safer and quieter environment without compromising safety.

Key proposed components include:

- Reconstruction and upgrade of eight atgrade crossings including new railroad and pedestrian crossing arms and equipment, directional signage, pavement delineation, high-visibility crosswalks, bulb-outs, and intersection safety lighting.
- **Installation of fencing** between intersections to provide physical separation between trains and all other road users.
- **Pursue a quiet zone** designation that does not require train horn use, with horns reserved for emergencies or other regulatory requirements.
- Conversion of the westbound lane to a shared street between Webster and Jefferson Street, designed to slow vehicle speeds. Traffic diverters (such as concrete islands and/ or bollards) would be constructed at each intersection to ensure right turns only for drivers on Embarcadero West driving west.
- Conversion of the eastbound lane into bicycle and pedestrian space between Clay and Webster Street, closing it to general-purpose vehicles while allowing emergency and authorized service vehicles, and eliminating left turns across the railroad tracks.

- Construction of protected bike lanes to connect major transit stops and the city's network of bike lanes.ⁿ
- Installation of new traffic signals at intersections approaching the railroad tracks. At the Broadway and Oak Street intersections with 2nd Street (as required by UPRR).
- Upgrades to street segments perpendicular to the rail corridor between Embarcadero West and 2nd Street, on Martin Luther King, Jr. Way to Oak Street, and on Market Street between Embarcadero West and 3rd Street.
- Reconstruction of a roadway connection that will be part of the overweight corridor and is specifically for overweight trucks between Middle Harbor Road and Market Street.
- Feasibility study for future grade separated crossings over Embarcadero West on streets between Adeline and Clay Street.

¹¹ For a map of the proposed bike lanes, see page 12 of the <u>Community Design Workshop Posters</u>.



Downtown Oakland Specific Plan Engagement (Arts & Culture Lab)

Engagement Goals & Approach to Community Engagement

Community engagement focused on design for Embarcadero West Rail Safety and Access Improvements began in Spring 2024. However, the City of Oakland has conducted previous engagement for transportation and planning initiatives inclusive and connected to the project area (see Project Timeline). Engagement efforts from 2017-2023 have helped generate community feedback that has been incorporated into the first design draft of this project. In reviewing this feedback, the project team also assessed if past engagement efforts were inclusive and identified less-represented stakeholders. This work informs the ongoing community engagement plan for this project.

A summary of past engagement is available in **Appendix B**.



Pop-up at the Jack London Brewing District Block Party, August 3, 2024

Community Engagement Strategy

The community engagement objectives identified for Embarcadero West Rail Safety and Access Improvements were guided by the <u>City of Oakland's standards on equitable community engagement</u> and by the outcomes of prior engagement as described in the section above (see Past Community Engagement Summary):

- Engage those who are historically "hard-to-reach", including:
 - Black and Hispanic/Latiné individuals and families
 - Lower income individuals and families
 - Persons with disabilities
 - Seniors
 - Youth
- Engage people who live, work, shop, or visit Embarcadero West and Jack London, including:
 - Residents
 - Service workers, small businesses, and large employers
 - Transit riders
 - Visitors
 - Transportation groups, such as Walk
 Oakland Bike Oakland, Transport
 Oakland, Bike East Bay, and the Bicycle and Pedestrian Advisory Commission
 - Partner agencies, such as Port of Oakland, Amtrak, Union Pacific Railroad, and AC Transit
 - Learn from stakeholders about who else needs to be engaged and what events, meetings, or other engagement strategies they would recommend
 - Understand key stakeholders' needs
 - Build widespread awareness of and support for the project.
 - Share information about the project and its many proposed improvements

- Gather feedback in response to key questions about project design elements such as:
 - How can we make this corridor an attractive, comfortable, and accessible street?
 - What business operations and loading needs do we need to consider in the designs?
 - Is the shared street design supported? How should the shared street be designed?
 - Is the pedestrian and bicycle path supported? How should the pedestrian and bicycle path be designed?
 - What protected bike lane connections are most important?
 - Is the rerouting of AC Transit Line 12 supported?
 - What type of benches, landscaping, and fencing should be included with the project?
 - How and where should artistic elements be included with the project?
- Incorporate feedback into draft designs at the 35% milestone.
- Document, analyze, and publish engagement strategy outcomes.

Summary of Engagement Activities

In spring and summer 2024, various engagement activities were organized to connect with businesses, residents, visitors, and key stakeholders in the Jack London District. Through this engagement, the project team was able to engage with about 600 individuals. These activities included:

- Building a project stakeholders contact list of over 650 contacts
- 5 Presentations to City Commissions, neighborhoods groups, and the <u>OakDOT</u> <u>Major Projects Community Advisory</u> <u>Committee (CAC)</u>
- 8 "Pop-ups" at local events
- Hosting the Embarcadero West Community Design Workshop with **112** attendees

- 36 one-on-one interviews and meetings with businesses and organizations in the project area
- Distributing a project survey that resulted in
 231 responses
- Spreading awareness of the project and engagement opportunities though social media, newsletters, and e-blasts, newspaper ads, sidewalk stickers, and through distributing brochures and posting fliers.



Community Advisory Committee Cohort 2 and OakDOT Staff, September 12, 2024

Identifying Stakeholders

The project team identified key stakeholders, gathered contact information, and developed a dynamic contact list to be updated throughout the project's completion. The comprehensive list of over 650 contacts includes businesses, organizations, residential and commercial properties, homeowners' associations, faith-based groups, schools, and maritime entities within the Jack London District, West Oakland, Chinatown, and Downtown. It also incorporates individuals who signed up for email updates.

For a complete list of businesses and organizations, please refer to <u>Appendix C</u> (contact information for individuals are excluded).



Community Advisory Committee Cohort 2 and OakDOT Staff—June 13, 2024

Presentations

The project team presented at five existing meetings to get feedback from the following key groups on the upcoming engagement plans and the early project concepts. Presenting at these meetings engaged approximately 40 people who asked questions and provided feedback. Many more attended these meetings and were able to learn about the project.

- May 2nd, 2024 Bicycle and Pedestrian Advisory Commission
- May 7th, 2024 Jack London Improvement District
- May 20th, 2024 Mayor's Commission on Persons with Disabilities
- June 13th, 2024 Community Advisory
 Committee for OakDOT's Major Projects Division
- June 25th, 2024 Jack London Neighborhood
 Council

What is the Community Advisory Committee for OakDOT's Major Projects Division?

OakDOT's Major Projects Division (MPD) facilitates a Community Advisory Committee (CAC) to provide insights on community needs and priorities for key transportation projects, while also serving as ambassadors by sharing project information within their networks.

The inaugural committee, launched in September 2023, was composed of ten local leaders representing diverse sectors, including advocacy organizations, cultural institutions, chambers of commerce, maritime interests, neighborhood associations, business districts, faith-based groups, and trades. These CAC members live, work, and/or serve communities in West Oakland, Chinatown, Downtown, and/ or the Jack London District.

Building on this framework, a second CAC cohort was recruited, committing to a twoyear term. These members, also rooted in the same Oakland communities, held their first meeting on June 13, 2024, at Oakland City Hall. The CAC meets quarterly, informing the project design and community engagement processes for the entire suite of OakDOT MPD projects through 2026. For more information, visit the Major Projects Division's CAC information page.

Engagement Events

POP-UP EVENTS

Between June 1st and August 6th, 2024, the project team tabled at nine (9) events, providing community members with visual renderings of the proposed improvements, project brochures, and promotional giveaways (swag) to raise project awareness. The project team engaged with approximately 380 people by tabling at these events. Below is a summary of the outcomes from tabling:



2024 Oakland Ferry Fest (June 1, 2024):

The 2024 Oakland Ferry Fest celebrated ferries and the community with music, food, games, and free ferry rides at Jack London Square.

- Location: Oakland, Jack London Square
- Approximate number of people engaged: 75 people



Jack London Square Farmers Market (June 23, 2024 & June 30, 2024):

The Jack London Square Farmers Market, established in 1989, offers local produce and food crafts every Sunday along Oakland's waterfront.

- Location: Oakland, Jack London Square
- Approximate number of people engaged: 60 people



StaceyFest (July 20, 2024):

StaceyFest honored the legacy of disability justice advocate Stacey Park Milbern with performances by disabled artists of color, a resilience fair, and community engagement focused on disability culture and solidarity.

- Location: Oakland, Frank Ogawa Plaza
- Approximate number of people engaged: 20 people



Jack London Brewing District Block Party 2024 (August 3, 2024):

The third annual Jack London Brewing District Block Party celebrated Oakland's craft beer scene with local breweries, live music, food, and vendors in a vibrant waterfront neighborhood.

- Location: Oakland, 5th Street between Harrison and Alice Street
- Approximate number of people engaged: 70 people

POP-UP EVENTS



The Port of Oakland Harbor Tour (July 12, 2024):

The Port of Oakland offers free 90-minute harbor tours once a month from May to October on a Blue and Gold boat, providing a unique view of the Oakland Seaport and its operations.

- Location: Oakland Jack London Terminal (Ferry Dock)
- Approximate number of people engaged: 14 people



National Night Out at DeFremery Park (August 6, 2024): West Oakland neighbors (and librarians) joined in summer fun with food, books, bounces, games, music, and community.

- Location: Oakland, DeFremery Park
- Approximate number of people engaged: 15 people



Oakland Pedal Brewfest (July 20, 2024): Pedal Brewfest, held at Snow Park by Lake Merritt, featured local craft brews, music, food, and bike-friendly activities. • Location: Oakland, Snow Park

- Location: Oakland, Show Park
- Approximate number of people engaged: 75 people



National Night Block Party (August 6, 2024):

The annual Neighborhood Crime Prevention Council's National Night Out event fosters community connections with food, music, and family-friendly activities to promote a safer neighborhood.

- Location: Oakland, Madison Street between 2nd and 3rd Street
- Approximate number of people engaged: 50 people



Community Design Workshop, July 17, 2024

Community Design Workshop: Embarcadero West Rail Safety and Access Improvements

On July 17, 2024, the project team hosted a Community Design Workshop from 5:00pm to 7:30pm, where 112 community members attended to engage with the project team and provide feedback on the proposed improvements and draft design. Attendees were invited to explore several project themed stations, including Rail Safety Design, Access and Wayfinding, Urban Design, and Overweight Truck Corridor to learn about the many detailed components of the project. The workshop also provided an opportunity to learn about related projects in the area, such as the 2nd Street Transit Hub and Bike Lane Connection, and the Port of Oakland's improvements to the 3rd Street and Adeline Street Corridors

The event featured remarks from Council President Nikki Fortunato Bas, Council Member Carroll Fife, and OakDOT Director Josh Rowan, who highlighted the significance of this transformative project. Food from a local restaurant was served and a table of kid-friendly activities was set up to engage a diverse range of attendees. Click <u>here</u> to view the workshop posters.

Additionally, the project team produced three videos showcasing the proposed improvements from different perspectives, allowing attendees to visualize the changes and their potential impact. These videos were later posted online and promoted on the project webpage and social media, garnering nearly 500 views at the time of this report's publication. To watch the videos highlighting the proposed improvements, visit www.oaklandca.gov/EmbarcaderoWest.

The success of the workshop underscores OakDOT's commitment to involving all residents, workers, visitors, young people, seniors, and families in the decision-making process to ensure the project benefits the entire community.

Embarcadero West Community Design Workshop Attendees

Attendee demographics were collected through an optional survey during registration. Since on-site registrants did not complete the survey, demographic information is incomplete, with an average of 46 respondents per question.

Most surveyed attendees were between the ages of 25 and 64, and identified as White, followed by Black/ African American, with smaller representation from other racial groups. Gender distribution was nearly equal those identifying as women and men, and English was the primary language spoken by all participants. Nearly all attendees reported having no disabilities. Personal vehicles were the predominant mode of transportation, though some attendees also used bicycles, public transit, or walked. The majority of attendees resided in the 94607 ZIP code, which is within the project area.



Community Design Workshop, July 17, 2024

Project Survey

The project team developed a survey to gather feedback and gauge community support of the project components. The survey asked respondents to review project materials and then to rate their level of support for the different components of the project. The survey also included (optional) demographic questions so that the project team could understand if inclusive and equitable engagement goals of reaching residents and those who are historically "hard-to-reach" were met. The survey was shared digitally through social media, emails, newsletters from the City of Oakland and the Jack London Improvement District, and through a QR code on sidewalk stickers. The survey was promoted at onsite visits with project area businesses and at community events including the Jack London Farmer's Market and National Night Out. A paper version of the survey was given to people who attended the July 17 Community Design Workshop. The survey was available in English, Chinese, and Spanish. A total of 231 survey responses were submitted from July 17 to September 4, 2024. Please refer to Appendix D for a copy of the survey that was distributed.



Community Design Workshop, July 17, 2024

Business Stakeholder Meetings

The project team visited businesses in the project area to inform them of the project, answer questions, gather feedback, and ask questions about their vehicle access needs, such as incoming/outgoing deliveries and waste pick-up. The project team was able to connect with employees, managers, and/or owners during in-person visits and conducted followup meetings by reaching businesses through phone calls and email. At the time of this report's publication, the project team has engaged with 36 businesses and organizations in the project area.

Promotion of Project, Survey, and Events

A variety of communication methods were used to promote the project, survey, Community Design Workshop, and pop-up events.

47 Social Media Posts:

- LinkedIn: City of Oakland
- X (formerly Twitter): City of Oakland, OakDOT
- Facebook: City of Oakland
- Instagram: City of Oakland, OakDOT, D3 (Councilmember Fife)

24 Sidewalk Stickers

Project Brochure and Workshop Fliers left at **3** locations:

- Little Free Library at 2nd and Alice Street
- Bike East Bay brochure table (Water Street)
- Various transit stops in Jack London

11 Email Blasts/Newsletters: Jack London Improvement District (JLID)

- West Oakland MPD Project's Distribution List E-Blast
- Planning & Building Department, City of Oakland
- District 2 Office

3 Local Newspaper Ads to promote the Community Design Workshop

- Oakland Post: Week of July 3-9, 2024
- El Reportero SF
- The Registry SF

Other Methods:

- Direct phone calls
- Direct email correspondence
- 3 videos showcasing proposed improvements from various perspectives



Instagram post on July 31, 2024





Project sidewalk stickers



Advertisement of the Community Design Workshop in the Oakland Post, Week of July 3-9, 2024

Summary of Feedback

In-Person Feedback Received

The following analysis is the result of many engagement activities designed to encourage dialogue and collect feedback on the current conditions and future design of Embarcadero West. This analysis draws from the comments collected during the Community Design Workshop, popping up at community events, meetings with key stakeholders, presentations, emails, and corridor walks to talk to businesses. The top key themes from 750 comments are presented below in descending order, starting with the most frequently mentioned feedback on improvements for Embarcadero West:



The project team engaged with a range of stakeholders, many of whom offered feedback about multiple topics. Table 1 organizes the primary themes that emerged during the community engagement activities and includes a summary of the key points raised for each theme. For more indepth descriptions of the feedback associated with each key theme, please refer to <u>Appendix E</u>.

Table 1 Summary of In-Person Feedback

URBAN DESIGN - 238 COMMENTS (32%)

Connectivity and Integration with Existing Plans (65 comments)	The desire for more greenery, including trees, plants, and landscaped areas, is a recurring theme. Sustainability is at the forefront of suggestions with requests for drought-resistant plants, stormwater catchment systems, and low- maintenance landscaping.
Public Art and Beautification (61 comments)	Many comments advocate for incorporating public art and local artist-designed elements into the streetscape. Suggestions include murals, sculptures, colorful fencing, and artist-designed bike racks and seating.
Wayfinding and Signage (37 comments)	Many highlighted the need for effective wayfinding and regulatory signage to improve safety and make it easier to navigate the area. Suggestions include directional signage, pavement coloring and markings, and maps.
Lighting and Safety (26 comments)	Enhanced lighting is frequently mentioned as a priority for both safety and aesthetic purposes, especially in areas that are less trafficked or used at night. There are also calls for lighting that integrates with public art and wayfinding elements.
Inclusive and Accessible Design (14 comments)	Many comments focus on making public spaces accessible and welcoming for everyone, including the unhoused, people with disabilities, and bicyclists of all ages. This includes concerns about avoiding anti-homeless design features and ensuring that public seating, bus shelters, and other amenities are usable by all.



Community Design Workshop, July 17, 2024



Community Design Workshop, July 17, 2024



Community Design Workshop, July 17, 2024

Department of Transportation

Pedal Brew Fest - July 20, 2024

Table 1 Summary of In-Person Feedback (Cont.)

BIKE SAFETY AND CONNECTIONS - 120 COMMENTS (16%)

Connectivity and Integration with Existing Plans (67 comments)	Stakeholders emphasize the importance of improving connections between existing and future bike lanes, particularly linking Jack London to Downtown, Lake Merritt, Brooklyn Basin, and West Oakland and major transit stops (e.g., ferry terminal and Amtrak). There is strong support for creating a bike connection along Embarcadero West to Oak Street, extending to locations like Lake Merritt BART Station and Laney College (via the Oakland Alameda Access Project). Some participants referenced the Oakland Bike Plan, advocating for a protected bikeway on 3rd Street. Despite noting heavy traffic congestion on 3rd Street during morning hours, many still advocate for 3rd Street as a bike route due to its width and connectivity to Mandela Parkway.
Protected Bike Lanes (43 comments)	There is strong support for the creation and extension of protected bike lanes. Many stated that separated, dedicated space for bicyclists across the bike network is a priority. Some noted that they have been in bike crashes or in near- miss collisions.
Additional Bike Infrastructure Improvements (21 comments)	Feedback includes specific design recommendations, such as the inclusion of lighting along bike lanes and enhancing safety for bicyclists at intersections by including bike signals and signage. Some also stated that bikes should have a speed limit and be separated from pedestrians.

VEHICLE ACCESS - 108 COMMENTS (14%)			
Parking (29 comments)	Most feedback shows support for prioritizing bicyclist and pedestrian safety and access over maintaining on street parking. Some suggested installing bike racks and bikeshare stations to prevent cars parking in red zones. Stakeholders emphasize the need to ensure parking restrictions are enforced to maintain business access and ensure pedestrian spaces remain clear.		
Loading Zones (20 comments)	Feedback emphasizes the importance of maintaining and improving designated loading zones for businesses and the produce warehouses. Suggestions include converting metered parking on Franklin Street to loading spaces and ensuring access for trash haulers and delivery vehicles. Stakeholders recommend designated spots for passenger drop-off, especially for ride-share services, to alleviate congestion and ensure safe, efficient access for both deliveries and customers.		
Proposals to Reduce Vehicle Access (11 comments)	Some advocated for removing vehicles from Embarcadero West entirely, arguing that pedestrian safety is a priority in addition to environmental benefits of reduced car traffic. Some also stated that they prefer not to drive on Embarcadero West because it feels unsafe or confusing.		
Impact on Businesses and Economic Viability (9 comments)	There is some concern that reducing vehicle access on Embarcadero West between Clay and Webster Street could negatively impact business operations, particularly loading zones, waste management, and overall traffic flow, while also reducing visibility for retail spaces. Businesses fear potential economic consequences as a result of changed vehicle access. Access to businesses during construction is a major concern.		
Two-Way Traffic from Oak to Webster Street (9 comments)	Some request that Embarcadero West remains a two-way street between Oak and Webster Street to ensure adequate access, particularly for businesses and residents in the area.		
4-Way Stops (7 comments)	There are multiple requests for 4-way stop signs at key intersections like 2nd Street & Broadway, Webster Street & 2nd Street, and other parts of the Jack London District to improve safety.		
Right Turns (5 comments)	40% of right turn comments raised concerns about forcing right turns at every intersection along Embarcadero West between Clay and Webster Street. This change is viewed as potentially creating a "barrier effect" and reducing visibility. 20% of right turn comments thought it was a great idea and asked to make it a unique focal point of the area.		



Community Design Workshop, July 17, 2024



Community Design Workshop, July 17, 2024

 Table 1
 Summary of In-Person Feedback (Cont.)

FENCING AND BARRIERS - 96 COMMENTS (13%)

Public art and design (38 comments)	Many comments underscore the value of incorporating art and color into fencing to boost visual appeal and minimize the "barrier effect." Feedback also emphasized that art incorporated into the fence should not compromise safety by impeding visibility or distracting drivers.
Bollards and Concrete Barriers (25 comments)	Supporters of bollards (15 comments) advocate for their use to enhance safety by creating a clear separation between vehicles, bicyclists, and pedestrians. Bollards are seen as essential for slowing down drivers and preventing unauthorized vehicle access to pedestrian zones. A small group (4 comments), preferred concrete barriers, describing them as a more durable and effective solution compared to fences and bollards. Those against bollards (6 comments,) argue that they could make the streetscape feel overly cluttered or compact, especially if placed too closely together.
Fencing Preference (20 comments)	There are opinions both for and against fencing. Four comments were in favor of fencing emphasized its ability to create a safer environment by reducing the risk of cars intruding onto the tracks. Sixteen comments stated that fencing creates a restrictive atmosphere, which could detract from the openness and accessibility of the area.

PEDESTRIAN ACCESS AND SAFETY - 75 COMMENTS (10%)

Pedestrian Safety (49 comments)	Pedestrian safety is a major concern, with many calling for high-visibility crosswalks at busy intersections like those near the Amtrak Station and key intersections such as Jackson Street and Madison Street. Speeding cars, especially on streets like Webster Street, pose a threat to pedestrians, and drivers often fail to stop at stop signs, making it unsafe to walk. Suggestions to improve safety include better lighting, adding raised crosswalks, installing speed controls, and ensuring that shared spaces are well designed to prevent conflicts between pedestrians, vehicles, and bikes.	
Accessibility and ADA Compliance (16 comments)	Stakeholder comments emphasize the need for ADA-compliant curb ramps, accessible railroad crossings, and improved infrastructure to accommodate individuals with mobility and vision impairments. Concerns about existing conditions include narrow sidewalks, poorly placed ramps, and the absence of detectable warning surfaces (DWS) at intersections, making navigation difficult for low-vision pedestrians. There are calls to remove unnecessary obstacles and to ensure accessible loading zones for paratransit services, providing safe access for people with disabilities.	
Sidewalk Improvements (6 comments)	Many expressed appreciation for widened and repaired sidewalks. Some also requested better drainage solutions to prevent tripping hazards.	
Bridge and Overpass Requests (5 comments)	Suggestions included building a new pedestrian bridge to safely cross Embarcadero West to provide safe crossings for pedestrians, especially when long trains block access or when vehicular traffic is heavy.	
SHARED STREET - 63 COMMENTS (8%)		
Separation of Modes (47 comments)	A recurring theme is the need for clear separation between pedestrians, bicycles, and vehicles. This includes suggestions for physical barriers, pavers,	

	planters, or grade separations to prevent connicts and ensure safety.
Without Physical Separation (7 comments)	Some stakeholders supported the shared street concept without strict separation.
ADA and Accessibility	Several comments highlight concerns about ADA access, with specific mention

of how the design might not accommodate people with disabilities.

(6 comments)

ENGAGEMENT - 46 COMMENTS (6%)			
Community Engagement (27 comments)	There is a call for additional community outreach and engagement, with specific references to ensuring that the voices of those directly affected by the changes, such as local businesses and residents, are heard and considered in the planning process.		
Produce Market Implications (16 comments)	Some stakeholders suggested the project team engage with the produce market vendors. Stakeholders are concerned about how changes might affect the produce market's operations. There is fear that if the market relocates, it could trigger a broader negative economic impact. Others also stated that the existing produce market operations make travel on 2nd Street, 3rd Street, and 4th Street feel unsafe or impassible.		

RAIL SAFETY - 43 COMMENTS (6%)

Train Noise and Quiet Zone Requests (35 comments)	A significant number of comments express a strong desire for a quiet zone. Residents are seeking relief from the disruptive noise caused by train horns, with calls to update studies to minimize train noise. Many have stated that quieter trains would greatly enhance the quality of life.
Infrastructure Improvements (5 comments)	Suggestions include adding tactile elements and speed bumps around railroad tracks to prevent driving on them and improve safety. There is also a call for adjustments to the location of gate arms to better accommodate pedestrians and bicyclists.



Comments from Jack London National NIght Out Block Party, August 6, 2024

TRUCKS - 21 COMMENTS (3%)			
Truck and Bike Route Conflict (14 comments)	There are concerns about the safety of bicyclists on streets designated for truck routes which are generally outside of the project area. Some suggest rerouting trucks to streets like 5th or 6th instead of 3rd to avoid conflicts with bike paths and residential areas. There are significant concerns regarding bicyclist safety on Market Street due to heavy truck traffic. Given the street's critical role as a direct route to West Oakland, many have suggested adding protected bike lanes to address these dangers.		
Truck Management (6 comments)	Concerns about how truck traffic will be managed once the Overweight Corridor are established. Additionally, the community called for designated truck corridors, traffic calming measures, and better truck driver training to ensure safe navigation through the neighborhood without disrupting local traffic and businesses.		

TRANSIT ACCESS - 19 COMMENTS (3%)			
Public Transit Enhancements (15 comments)	There are multiple requests to bring back the free B-Shuttle service and a general desire for improved and accessible public transit options and real-time bus information.		
Transit Changes (4 comments)	Some community members are worried about the relocation of bus stops from Embarcadero West to 2nd Street, fearing it might make access to local businesses more difficult. There are suggestions for specific bus routes that would better connect Chinatown with the ferry and train services.		

EMERGENCY ACCESS - 5 COMMENTS (1%)

Concerns were raised about fire department access and emergency response in Jack London Square, particularly in relation to fire truck clearance and emergency vehicle access to businesses. Some also mentioned the area's location in a tsunami evacuation zone and questioned whether there is an adequate plan in place for quick evacuations during emergencies like tsunamis.

In addition to the written and verbal feedback, feedback was also received in the form of voting with stickers during the Community Design Workshop. This feedback will be used to inform the project's urban design elements. A summary of this feedback can be found in <u>Appendix F</u>.

Feedback from Project Area Businesses and Organizations

The feedback described in the section above is inclusive of all engagement, including engagement with businesses and organizations in the project area. However, feedback from businesses and organizations in the project area was also reviewed separately since the proposed project directly impacts these stakeholders' day-to-day operations. At the time of this report's publication, the project team met with 36 businesses and organizations in the project area and gathered 64 comments. The key takeaways from this engagement, listed from most to least common, were:

- Access to, and visibility of, businesses during the project's construction is a top concern for nearly all businesses engaged.
- Changes to how vehicles drive in the area is a concern and some businesses think that turns should not be restricted and both sides of Embarcadero West should be open to general purpose vehicles. These businesses have shared their experiences of how difficult running a business in Oakland has been, especially since the COVID-19 pandemic, noting that there are fewer customers and more crime. Many also stated that most of their customers drive to their business. Any reduction in vehicle traffic is viewed as a risk to revenue.
- Greater beautification of the area is desired by businesses. Some of these businesses view the beautification improvements as a way to bring more people to the area.
- Businesses support improved traffic safety along the corridor, with some noting that they have witnessed vehicles stuck on the tracks and trains colliding with cars or pedestrians.
- Some businesses strongly support the proposed quiet zone.
- Some businesses have requested the 'B-Shuttle' (the free Broadway bus) service to be restored.

Survey Feedback

An anonymous 15 question survey was created to collect feedback on proposed project components and guide design development. The survey focused on key topics, including rail safety design, street network, access and wayfinding, urban design, the overweight corridor, and pedestrian path and the bike network. It also included standard demographic questions commonly used in City of Oakland surveys to assess if respondents represented the project area's residents. Written feedback was incorporated into the summary of feedback section of this engagement report. The survey was first distributed in paper form at the Embarcadero West Design Workshop, where participants were encouraged to complete it after visiting the information stations. Following the workshop, it was shared digitally via email, website links, QR codes, social media, and in hard copy at in-person pop-up events. The survey remained open from July 17 to September 5, 2024, collecting 231 responses, including 76 paper submissions. (For a copy of the survey, see <u>Appendix D</u>).

Rail Safety and Design

Across five rail safety questions, 87% of respondents expressed some level of support. Specifically, 94% were somewhat or very supportive of improved railroad track crossings at Embarcadero West intersections. For near-term traffic safety measures, such as refreshing street markings, replacing regulatory signs, and limiting traffic to local vehicles, 90% showed support. Additional findings included 86% support for railroad safety fencing, 84% for improvements enhancing passenger and freight rail reliability, and 84% for safety measures facilitating a future quiet zone in the Jack London District. Only 3% of respondents opposed the rail safety elements, while 9% remained neutral or unsure.

1 - Very Opposed	2 - Somewhat Oppose	3 - Neutral	4 - Somewhat Supportive	5 - Very Supportive	I'm not sure	
Improved railroad t	Improved railroad track crossings at intersections along Embarcadero West					
1 5% 10%		84%				
Railroad safety fend	ing on Embarcadero We	st				
3% 4% 7%	18%		68%			
Safety improvemen	its that support a future	Quiet Zone in the Jack	London District			
2 2 10%	10%		74%		2	
Safety improvements that support increased passenger and freight rail reliability						
1 2 11%	18%		66%		2	
12	1070		00%			
Implementation of near-term traffic safety improvements						
					_ 1	
11 7% 1	14%		75%			

Street Network, Access, and Wayfinding

In a section of the survey focused on street network, access, and wayfinding for Embarcadero West, there were four key questions. Overall, 84% of respondents were somewhat or very supportive of the proposed design components, with 5% opposed and 11% neutral or unsure. Specifically, 93% supported increasing pedestrian space on the south side of Embarcadero West. The shared street design on the north side, aimed at prioritizing pedestrians and reducing vehicle-train incidents, was backed by 85%, with 9% undecided. Removing vehicle turns over the railroad tracks to prevent incidents received 81% support, with 13% neutral. Rerouting AC Transit buses from Embarcadero West to 2nd Street had 75% support, with 18% neutral or unsure.

1 - Very Opposed 2 - Somewhat	Opposed 3 - Neutral	4 - Somewhat Supportive	5 - Very Supportive	l'm not sure			
Increased pedestrian space on the so	ıth (water) side of Emba	arcadero West					
1 5% 10%		82%		1			
Shared street design on the north (cit	/) side of Embarcadero '	West					
3% 2 6% 19%		67%		3%			
Removing vehicle turns over the railroad tracks on Embarcadero West							
3% 3% 10% 17%		64%		3%			
Rerouting AC Transit buses from Embarcadero West to 2nd Street							

	3% 4%	16%	19%	57%	2	
--	-------	-----	-----	-----	---	--

Urban Design

In the urban design section of the survey, which focused on incorporating artistic enhancements and placemaking elements into the project, 88% of respondents were somewhat or very supportive. Less than 1% were opposed, 11% were neutral, and no one was undecided, indicating strong overall enthusiasm for the proposed design elements.

1 - Very Oppo	osed 2 - Somewhat (Opposed 3 - Neutra	al 4 - Somewhat Supportiv	e 5 - Very Supportive	I'm not sure		
Incorporating artistic enhancements and placemaking elements into the project							
11%	18%		71%				

Overweight Corridor

In the survey segment addressing the overweight corridor and re-establishing a truck route connection from Adeline Street to the City's overweight truck route, aimed at diverting overweight trucks off 7th Street in West Oakland, 68% of respondents were somewhat or very supportive. Just over 1% were opposed, while 31% were neutral or unsure, indicating a potential need for additional public education and outreach on the proposal.

1 - Very Opposed	2 - Somewhat Opposed	3 - Neutral	4 - Somewhat Supportive	5 - Very Supportive	l'm not sure
Re-establishing an o	overweight truck route conr	nection from Ade	eline Street		
1 23%	17%		5	1%	8%

Pedestrian Path and Bike Network

In the survey segment focused on the pedestrian path and bike network connections, 87% of respondents were somewhat or very supportive, with 3% opposed and 10% neutral or unsure, possibly reflecting non-bicyclists who chose not to weigh in. The proposed connections on Embarcadero West from Clay to Webster Street (Connection 2) and from Webster to Oak Street (Connection 3) both received 88% support, with 3% opposed and 9% neutral or unsure. The bike lane connection on 2nd Street from MLK Jr. Way to Clay Street, and on Clay Street to Embarcadero West (Connection 1), garnered 84% support, with 3% opposed and 12% neutral or unsure. Connections 2 and 3 had a slight edge of support by 4%.

1 - Very Opposed	2 - Somewhat Opposed	3 - Neutral	4 - Somewhat Supportive	5 - Very Supportive	I'm not sure		
Protected bike lane connection (1) on 2nd St from MLK Jr. Way to Clay St							
3% 11%	18%		66%		1		
Protected bike lane	connection (2) on Embarca	adero West from	Clay St to Webster St				
2 1 8%	14%		74%		۱		
Protected bike lane	connection (3) on Embarca	dero West from	Webster St to Oak St				
3% 8%	15%		73%		1		
General							
The survey revealed overwhelming support and excitement for the overall project, with 96% of respondents somewhat or very supportive. Only 3% were neutral or unsure, and just 1% were opposed.							
		-	nthusiasm for the proje	-			
1 - Very Opposed	2 - Somewhat Opposed	3 - Neutral	4 - Somewhat Supportive	5 - Very Supportive	l'm not sure		
The overall project							
112 12%			84%		۱		

Additional Survey Feedback

In addition to the multiple choice questions, the survey also asked respondents if they would like to add any additional feedback about the project. About 60% of survey takers (or 135 people) responded to this open-ended question. Below is a summary of the responses:

- **35%** (47 comments) expressed support for a quiet zone to be implemented as part of the project.
- **22%** (30 comments) expressed general support or excitement for the project.
- 19% (26 comments) showed support for bicycle infrastructure, including:
 - General support for improving bicycle safety, with some specifically mentioning protected bike lanes and desire for two-way bicycle paths (17 comments)
 - Comments on the bicycle network (10 comments), such as, desire for more northsouth connections to Downtown and Lake Merritt, connections to West Oakland and Brooklyn Basin, and a preference to have bike improvements on 3rd Street and Embarcadero West, but not on 2nd Street.
- **10%** (13 comments) supported pedestrian improvements, including general support for more pedestrian space and safety, desire to prioritize pedestrian safety over goods movement, and improved safety at crosswalks.
- 10% (13 comments) showed desire for more urban design elements, including greenery, art, lighting, shade, and trash cans. Most of these comments (7 comments) expressed desire for trees and other landscaping. Others mentioned the importance of including art and using design that reflects the local community.
- 8% (11 comments) of comments included suggestions to reduce or eliminate vehicle access, providing more car-free zones. About half specifically mentioned that pedestrian and/or bicycle improvements should be prioritized over vehicles and other mentioned the desire for no cars to be on Embarcadero West.

- **7%** (10 comments) specifically mentioned 2nd Street. Most comments included a desire for more 4-way stops on 2nd Street, followed by comments showing concern or opposition to rerouting the bus route to 2nd Street. Other comments wanted to have better access to buildings on 2nd Street between Broadway and Webster Street, and a better passenger drop off area for the dialysis clinic on 2nd Street.
- 4% (5 comments) of comments expressed opposition to major components of the project or to the project generally. These comments stated that restricting vehicle access or limiting turns is a bad idea, and the fencing could be ineffective. Some stated that the project should not be considered until other parts of Oakland, such as East Oakland, are improved.
- **3%** (4 comments) of comments said they wanted the project to be constructed sooner than the current timeline.
- **3%** (4 comments) discuss the benefits or concern for businesses. Two comments stated that the project could provide additional space for outdoor seating for businesses or public space and could the outdoor dining experience could be improved by a quiet zone. One person sated that shopping in Jack London is currently unpleasant because of the train noise. Another person showed concern for businesses during construction.
- **2%** (3 comments) opposed bike lanes on Embarcadero West, with two respondents showing concern of high speed bicycles harming pedestrian safety
- Other comments that appeared less common covered a wide range of topics, including homelessness, air quality, desire for the B-Shuttle to return, and more consideration of West Oakland residents. All open-ended comments are listed in Appendix G.

Demographics of survey respondents



To which gender do you most identify? (n=165)



What is your annual household income? (n=119)



What zipcode do you live in? (n=170)



Do you identify as Middle Eastern, South West Asian North African (SWANA), or Middle Eastern North African (MENA)? (n=194)



Do you identify as Hispanic or Latine? (n=200)



What language(s) do you speak at home? (n=162)



Other languages included Spanish, Italian, Bengali, Farsi, Hebrew, Arabic, Russian, Portuguese, and Turkish. Those only noting one language included Chinese, Japanese, Igbo, and French

How old are you? (n=163)



Do you have a disability? (n=191)



How Community Feedback was Incorporated into the Project

The project team worked to incorporate feedback into the development of the project designs (35% designs) by reviewing and exploring the feasibility of key feedback themes that emerged from community engagement. Table 2 summarizes the feedback categories, description of feedback received from all community engagement, and how this feedback informed the project.

FEEDBACK RECEIVED THROUGH FEEDBACK CATEGORY HOW THE PROJECT TEAM ADDRESSED THIS FEEDBACK ALL ENGAGEMENT ACTIVITIES **Bike Safety and** Excitement for bike lanes that are The project includes connections to new and existing bike routes protected and separated from vehicle to the east, west, and north of Embarcadero West. Network traffic. Desire for a safe bike network that connects West Oakland, Jack A protected bike lane connection is proposed to extend on London, Downtown, Lake Merritt, and Embarcadero West from Webster Street to Oak Street, and on Brooklyn Basin, as well as major transit Oak Street from Embarcadero West to 3rd Street to connect to stops, including BART and the ferry a protected bike lane network installed through the Oakland terminal. Alameda Access Project. Feedback included support for A protected bike lane connection is proposed on Clay Street from removing parking on Embarcadero Embarcadero West to 2nd Street and on 2nd Street from Clay West between Webster Street and Oak Street to planned protected lanes on MLK Jr Way. This route is Street to provide protected bike lanes. part of the Green Loop as described in the **Downtown Oakland** Specific Plan (DOSP) adopted by City Council on 7/16/2024 and Preference for a protected bike lane amended on 7/30/2024. connection to planned MLK Jr Way protected bike lanes on EW instead of The proposed project includes markings to connect to existing 2nd Street. bike lanes on Clay Street and Washington Street. **Quiet Zone** Many expressed a strong desire for a The proposed project includes rail safety improvements that can quiet zone (i.e., no train horns sounding qualify the area as a quiet zone. in the project area). The project team is working with partners at Union Pacific Railroad, California Public Utilities Commission, and the Federal Railroad Administration to meet requirements to apply for quiet zone designation. Landscaping and Green Desire for more greenery, including The project team will continue to look for opportunities to add trees, plants, and landscaped areas. trees or landscaping where feasible. Space Some locations throughout the project will face constraints for tree placement due to emergency and operational access needs, as well as ensured visibility for rail operations. Ongoing maintenance of trees and landscaping will also be considered. Interim and final landscaping designs will be shared at a later design milestone. **Public Art and** Desire for the project to incorporate The project team will continue to work with the City's Cultural Beautification public art and local artist-designed Affairs team to look for opportunities to incorporate artistic elements. Many want the design enhancements and placemaking elements into the project

Table 2 How Community Feedback was Incorporated into the Project Design

milestone.

to reflect the Jack London District

aesthetic.

design. These proposals will be shared at a later design
FEEDBACK CATEGORY	FEEDBACK RECEIVED THROUGH ALL ENGAGEMENT ACTIVITIES	HOW THE PROJECT TEAM ADDRESSED THIS FEEDBACK
Pedestrian Safety	Many stressed the need to improve pedestrian accessibility and safety, and generally to make Embarcadero West more inviting to walk and roll through. They were concerned about drivers rolling through stop signs or speeding, which puts pedestrians in danger. Some also stated that they wanted more separation between bike lanes and pedestrian space. They suggested using vertical separation, markings on the ground, and signage.	The project proposes many elements intended to improve pedestrian safety and comfort. This includes wider sidewalks, additional lighting, increased pedestrian space, and infrastructure that meets ADA standards at all crossings. The proposed rail safety elements such as track fencing and gate arms will help clarify where pedestrians can travel safely and where to wait when a train is passing. Other amenities such as seating, street trees, and aesthetic improvements are being evaluated. The project team will continue to look for opportunities to emphasize safe navigation through shared or adjacent spaces through the use of materials, markings on the ground, signage, and education. The project team will consult with the ADA Programs Division , the Mayor's Commission on Persons with Disabilities , and the <u>At-Risk Users Group Race and Equity</u> Committee . Some locations throughout the project are constrained for space and may not be able to accommodate vertical elements, due to emergency and operational access needs.
Shared Street Design	Most individuals who provided feedback on the shared street design said they wanted more separation between vehicles and other road users, concerned that lack of separation would be a danger for pedestrians. A smaller number of people supported less strict separation, and others want the shared street to be a pedestrian- only space.	The project team will continue to look for opportunities to support and encourage safe navigation through shared or adjacent spaces with materials, markings on the ground, signage, and education. Water Street is a nearby successful precedent of space designed to be shared between pedestrians, drivers, and bicyclists. Elements such as sidewalk level driving lanes, 'cobblestone' textures, and strategically placed bollards will be incorporated on Embarcadero West. These elements and the altered driving network support that pedestrians have the right of way in the new shared street design. Some locations throughout the project will face constraints for vertical elements, due to emergency and operational access needs.
Fencing	The most common theme that arose when individuals provided feedback on fencing was to ensure that fencing could incorporate art and be easy to maintain. Many were concerned that if the fencing is ugly, it will create a barrier to the waterfront. Some were concerned that the fencing would make them feel unsafe, especially if you could not see over or through the fence. Others thought the fence would be ineffective at keeping people from going onto the train tracks.	The project proposes fencing along the tracks between intersections that will be no higher than 3 feet tall. This rail safety standard discourages unauthorized entry onto the tracks but ensures the visibility required for rail operations. It also preserves sightlines for drivers, bicyclists and pedestrians crossing at the intersections. Studies show that installing fencing reduces railroad trespassing. ¹² ¹³ Additional elements are being evaluated to further discourage unauthorized entry onto the tracks. Because the fencing is an important component of quiet zone eligibility, ongoing maintenance of the fencing is an important consideration. Final fencing designs will be shared at a later design milestone.

 $^{\rm p} {\rm https://www.sciencedirect.com/science/article/abs/pii/S0001457510003945? fr=RR-2&ref=pdf_download&rr=8b2277a01c27123fr=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=RR-2&ref=pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_download&rf=Pdf_downloa$

¹³ https://pmc.ncbi.nlm.nih.gov/articles/PMC10715501/

FEEDBACK CATEGORY	FEEDBACK RECEIVED THROUGH ALL ENGAGEMENT ACTIVITIES	HOW THE PROJECT TEAM ADDRESSED THIS FEEDBACK
Parking & Loading	Most comments about parking and loading highlighted two themes: (1) many are concerned about illegal parking that creates unsafe visibility issues. For example, parking too close to pedestrian crossings can make it difficult for drivers to see pedestrians; and (2) there is a desire for more designated commercial loading spaces and areas for passenger drop-off. The concern is that delivery trucks may block traffic, especially in the shared street design.	The project proposes design elements that help ensure visibility at pedestrian crossings, such as concrete bulb outs. Bulb outs increase the space for pedestrians at crossings at curb height, shorten crossing distances, and physically prevent drivers from parking close to the crosswalk. The 2023 <u>daylighting</u> law (Assembly Bill 413) that prohibits drivers from parking within 20 feet of a crosswalk or 15 feet of a crosswalk where a bulb out is present. These laws will be clarified by red painted curbs. The project proposes a shared street design that allows short term loading. Water Street is a nearby successful precedent of space that is used for commercial loading while maintaining through vehicle access at low volumes and low speeds. The shared street on Embarcadero West will see less vehicle volume than it does today because of the proposed change to the street network that will encourage local vehicle access only. The project team will continue to work with local businesses to understand their loading and access needs. This information will inform the proposed project's curb management plan. The curb management plan will be shared at a later design milestone.
2nd Street and the Produce Market	In addition to the comments about bike lanes on 2nd Street (as noted above), there were several other concerns raised about 2nd Street and the Wholesale Produce Market. Many have stated that it is difficult to travel on 2nd Street between Broadway and Webster Street in the morning because of produce market activity. Many are concerned that if cars and buses are re-routed to 2nd Street because of the project, this may cause traffic jams. At the same time, many acknowledge that the Wholesale Produce Market is a historic and economic asset of Oakland. They provide produce to local restaurants in Oakland, and if the produce market is impacted, this could impact other businesses. Many have also pointed out that 2nd Street does not have many four-way stops and there is poor visibility at intersections. This makes 2nd Street an uncomfortable street to travel on.	The project team will continue to work with local businesses to understand their loading and access needs. This information will inform the proposed project's curb management plan. The curb management plan will be shared at a later design milestone. The project team will also continue to engage with community and AC Transit to understand the best route for Line 12. A package of Near Term Improvements (NTI) has been developed in order to more quickly deliver safety improvements ahead of the capital project work. The NTI will include replacing faded markings, replacing missing regulatory signs, and installing new stop signs at some intersections in the project area. The exact locations for the stop signs will be determined at a later date and shared in project communications.

Table 2 How Community Feedback was Incorporated into the Project Design (Cont.)

FEEDBACK CATEGORY	FEEDBACK RECEIVED THROUGH ALL ENGAGEMENT ACTIVITIES	HOW THE PROJECT TEAM ADDRESSED THIS FEEDBACK
Engagement	There is a call for additional community outreach and engagement, with specific references to ensuring that the voices of those directly affected by the changes, such as local businesses, the historic produce market, and residents, are heard and considered in the planning process.	While the project team started with broad outreach to the community—including popping up at local events and hosting the Community Design workshop—the team also visited each business along the corridor to inform them of the project, gather feedback, and learn about their access needs. The project team will continue to work with local businesses to incorporate operations needs into the project design, share construction phasing details when available, and publicly communicate new traffic patterns and best ways to access Jack London throughout the project.
Lighting and Safety	Enhanced lighting is frequently mentioned as a priority for both safety and aesthetic purposes, especially in areas that are less trafficked or used at night. There are also calls for lighting that integrates with public art and wayfinding elements.	The proposed project includes additional and improved pedestrian scale lighting especially at intersections. Final locations of lighting fixtures and poles will be evaluated to not be obstacles for visibility. Final lighting design will be shown at a later design milestone.
Proposals to Restrict or Eliminate Vehicle Access	Some comments included suggestions to reduce or eliminate vehicle access, providing more car-free zones beyond what the project is proposing.	The project team is working to balance the needs for safety and access throughout the project. The project proposes removal of public vehicle traffic on the eastbound side of Embarcadero West from Clay to Webster Street. The westbound side of Embarcadero West is proposed as a shared street that encourages local vehicle access only. The project team is working with Oakland Fire Department to ensure the design is compatible with emergency access.
Impact on Businesses and Economic Viability	Comments from some residents, well- established businesses, and property managers stressed concern over the project's impact on economic activity of Jack London Square. Some stated that reducing through traffic on Embarcadero West between Clay and Webster Street could result in negative economic impacts. Others stated that the project would conflict with the business operations, such as incoming food deliveries or waste pick-up.	 Studies^{14 15} show that creating or improving active transportation facilities has a positive economic impact on nearby retail and food service businesses. The project team has secured significant external funding to deliver one of the largest ever investments in Oakland public space and streetscapes. The increased safety improvements between rail, vehicle, pedestrian, and bicycle uses will support access to the Jack London District and public waterfront. The project team will continue to work with local businesses to incorporate operations needs into the project design, share construction phasing details when available, and publicly communicate new traffic patterns and best ways to access Jack London throughout the project.

¹⁴·https://www.tandfonline.com/doi/full/10.1080/01441647.2021.1912849

¹⁵ https://pdxscholar.library.pdx.edu/cgi/viewcontent.cgi?article=1214&context=trec_reports

Community Feedback Outside of the Project Scope

Bike Lanes on 3rd Street

Some participants referenced the Oakland Bike Plan, advocating for protected bike lanes on 3rd Street. Despite noting heavy traffic congestion on 3rd Street during morning hours, many still advocate for bike lanes on 3rd Street due to its width and connectivity to West Oakland.

The Let's Bike Oakland Bike Plan shows recommended protected bike lanes on 3rd Street from the Merritt Channel to Market Street, and recommended buffered bike lanes on 3rd Street from Market Street to Mandela Parkway. These extents are outside of the scope of this project. While currently unfunded, bike lanes on 3rd Street are not precluded from future plans. The Port of Oakland currently has an <u>Arterial Roadway</u> Improvements Project that includes 3rd Street between Broadway and Market Street. The scope does not include bike lanes. The OakDOT project team will share the feedback received about future bike lanes on 3rd Street with the Port.

Restoring the Free Broadway Shuttle ("Free B-Shuttle")

There are multiple requests to bring back the **B-Shuttle service**. This free bus service connected Jack London Square to the Koreatown Northgate neighborhood and made stops along Broadway. Unfortunately, this free bus service was suspended due to the COVID-19 pandemic. Currently, there is no funding to restore this service. The project's funding sources must be spent on capital improvements and cannot be spent on maintenance and operations, including the B-Shuttle.

New Pedestrian Bridge

Some feedback included building a new pedestrian bridge across Embarcadero West.

The cost and constraints involved in constructing a new pedestrian bridge that meets ADA standards is outside the scope of this project. Studies show that pedestrian bridges will not be used if a more direct route is available.14 Separated crossings are most feasible where conditions allow for crossing over or under the roadway without having to provide long ramps or steps.

The project proposes improved wayfinding signage and other markings to help direct pedestrians, bicyclists, and drivers. Wayfinding to inform and direct pedestrians and bicyclists to the existing pedestrian bridges will also be included.

¹⁴ http://guide.saferoutesinfo.org/engineering/pedestrian_and_bicycle_bridges_and_tunnels.cfm

Next Steps

The Embarcadero West Rail Safety and Access Improvements project team will continue to engage stakeholders at all phases through this project's completion.

From Fall 2024 to Winter 2025, the project team will update draft designs to meet the next milestone of 65% design. They will continue to incorporate feedback from project partners and stakeholders.

In addition to new rail safety improvements, the project team is working on delivering near-term improvements to the Embarcadero West corridor. Near-term improvements will include replacement or installation of new signage, new red paint at curbs near intersections, new pavement markings, and more. These improvements will be delivered by Winter 2025.

The project team will share updated designs and solicit feedback on more detailed project

elements, including access and wayfinding, selection of materials for features such as benches and fencing, and opportunities for artistic enhancements and placemaking elements. Opportunities and activities to provide feedback on the project design will be shared at future events in the project area, with project partners including the Community Advisory Committee (CAC), on social media, and the project webpage. The project webpage will remain accessible through QR codes shared in project brochures and on sidewalk stickers placed along Embarcadero West.

This Community Engagement Report will be also shared through these channels.

Future phases, including information about the 100% design milestone and construction timelines, will also be shared when available.

Estimated Timeline

	2024	202!	5 2026	2027	2028	2029	2030
Project Design	35%	65% 100	6				
Community Engagement							
Near-Term Improvements							
Capital Construction							

Appendices

Appendix A

Reported On-Track Incidents on Embarcadero West





Embarcadero West Rail Safety and Access www.oaklandca.gov/EmbarcaderoWest



<u>ii (</u> 3

Appendix B

Summary of Past Engagement

2017 Pedestrian Plan, "Oakland Walks!"- Developed with input from the Pedestrian Advisory Group (PAG) and Technical Advisory Group (TAG), which included representatives from various community groups and city commissions. Feedback emphasized the need for traffic calming and improved lighting, particularly along Embarcadero West. The plan highlighted the importance of enhancing walkability, addressing uneven surfaces near railroad tracks, and prioritizing engineering solutions for safety improvements.

<u>2019 "Let's Bike Oakland" Plan</u> - The plan proposed multiple bike connections along Embarcadero West to improve connectivity and safety for bicyclists including:

- · Proposed bike path on Embarcadero West from Middle Harbor Shoreline Road to Clay Street
- Proposed separated bike lanes on Market Street from 3rd Street to Embarcadero West

The bike plan noted that the proposed bike infrastructure connecting to Howard Terminal may be adjusted based on the redevelopment plans for the ballpark.

2019 Howard Terminal Transportation Plan - Focused on inclusive outreach, particularly among marginalized Oakland communities, to address the impact of the proposed Waterfront Ballpark District. Feedback emphasized the need for safer streets, better walking paths, and improved bike infrastructure, along Embarcadero West. As a response to comments during the development of the Howard Terminal transportation plan and associated environmental impact report, the multi-use path was extended from Washington Street or Broadway to Webster Street.

<u>2024 The Downtown Oakland Specific Plan (DOSP)</u> - Highlighted the need for rail safety and pedestrian improvements along Embarcadero West. Proposing transforming the corridor into a quiet zone, additional suggestions included enhanced crossings and pedestrian pathways, addressing both safety concerns and the need for better connectivity to the waterfront and adjacent neighborhoods.

Other plans, including the Capital Corridor Vision Plan and ACTC Rail Safety Enhancement Program, also identified the need for significant infrastructure improvements along Embarcadero West. These plans focused on rail safety, pedestrian access, and accommodating increased bike traffic, with community feedback consistently emphasizing the importance of safer streets, enhanced crossings, and improved walking and biking conditions in the area.

Appendix C

Click <u>here</u> to download the project stakeholder list. Individual contacts are excluded.

Project Survey



Embarcadero West Rail Safety and Access Improvements

Thank you for attending the **Community Design Workshop: Embarcadero West Rail Safety and Access Improvements on July 17, 2024**. Please visit the project information stations to learn about the proposed project components before filling out the following survey.

Project Survey

This anonymous survey asks for your opinions on the proposed project components. Your responses will help to inform the development of the designs and will be summarized in a publicly available engagement report. Thank you for taking the time to fill out this survey.

This project includes many components that work together to improve safety and access on Embarcadero West. On a scale 1-5, how do you feel about the following project components? Circle your rating. Leave blank if you do not know or need more information.

Rail Safety Design	Very Opposed	Somewhat Opposed	Neutral	Somewhat Supportive	Very Supportive
Improved railroad track crossings at intersections along Embarcadero West	1	2	3	4	5
Railroad safety fencing on Embarcadero West	1	2	3	4	5
Safety improvements that support a future Quiet Zone in the Jack London District	1	2	3	4	5
Safety improvements that support increased passenger and freight rail reliability	1	2	3	4	5
 Implementation of near-term traffic safety improvements. These near-term improvements include refreshing the paint of existing street markings, replacing missing regulatory signs, and implementing strategies to encourage local vehicle traffic only. Strategies to calm traffic speeds include signage and markings that communicate a desired vehicle speed of 15 mph and that the road is for local vehicle traffic only. 	1	2	3	4	5

Project Survey (Cont.)

Street Network, Access, and Wayfinding	Very Opposed	Somewhat Opposed	Neutral	Somewhat Supportive	Very Supportive
Increased pedestrian space on the south (water) side of Embarcadero West	1	2	3	4	5
 Shared street design on the north (city) side of Embarcadero West similar to Water Street in Jack London Square, and restricting through vehicle travel on Embarcadero West The shared street design is proposed to prioritize pedestrian space, allow for passenger, paratransit, and commercial loading where needed, and ensure emergency vehicle access. Restricting through vehicle travel on Embarcadero West is proposed to reduce opportunities for vehicle-train and vehicle-track incidents, and support the shared street, protected bike lanes and pedestrian path designs. 	1	2	3	4	5
Removing vehicle turns over the railroad tracks on Embarcadero West to eliminate the movement most likely to result in vehicle-train or vehicle-track incidents.	1	2	3	4	5
Rerouting AC Transit buses from Embarcadero West to 2nd St to avoid delays associated with crossing the tracks	1	2	3	4	5

Urban Design	Very Opposed	Somewhat Opposed	Neutral	Somewhat Supportive	Very Supportive
Incorporating artistic enhancements and placemaking elements into the project	1	2	3	4	5

Overweight Corridor	Very Opposed	Somewhat Opposed	Neutral	Somewhat Supportive	Very Supportive
Re-establishing an overweight truck route connection from Adeline St to the City's overweight truck route to take overweight trucks off of 7th St in West Oakland	1	2	3	4	5

Project Survey (Cont.)

Pedestrian Path and Bike Network	Very Opposed	Somewhat Opposed	Neutral	Somewhat Supportive	Very Supportive					
SF Bay Ferry Ockland Alameda Water Shurie										
Protected bike lane connection (1) on 2nd St from MLK Jr. Way to Clay St and on Clay St from 2nd St to Embarcadero West	1	2	3	4	5					
Protected bike lane connection (2) on Embarcadero West from Clay St to Webster St	1	2	3	4	5					
Protected bike lane connection (3) on Embarcadero West from Webster St to Oak St	1	2	3	4	5					

General	Very Opposed	Somewhat Opposed	Neutral	Somewhat Supportive	Very Supportive
The overall project	1	2	3	4	5

Is there any other feedback you would like to add?

How did you hear about this project? Circle all the options that apply.

- Email •
- Sidewalk sticker •
- Flyer
- Social media post (Instagram, Facebook, X, etc.)
- Word of mouth

- OakDOT presentation
- Project video animation •
- Ferry Fest •
- Jack London Square Farmer's Market
- Port Harbor Tour
- Other: ___

Project Survey (Cont.)

The following demographic questions are optional. They help us to understand who we are reaching through our community engagement activities. All responses are anonymous.

Do you identify as Hispanic or Latiné?

- 🗆 Yes
- 🗆 No

To which race do you most identify?

🗆 Asian

 \Box Black or African American

Multiracial

 \Box American Indian and Alaska Native alone

 \square Native American or American Indian

 $\hfill\square$ Native Hawaiian or Pacific Islander

🗆 White

□ Other: _____

Do you identify as Middle Eastern, South West Asian North African (SWANA), or Middle Eastern North African (MENA)?

🗆 Yes

🗆 No

What language(s) do you speak at home? _____

To which gender do you most identify?

What is your annual household income? _____

How old are you? _____

What zip code do you live in? _____

Do you have a disability?

□ Yes

🗆 No

End of survey. Thank you!

Appendix E

Click <u>here</u> to download a spreadsheet of all comments collected from feedback (excluding feedback collected through the survey). This feedback was gathered during pop-up events, the Community Design Workshop, presentations, engagemet with businesses and organizations, and through emails received. Note, some comments written on sticky notes include "+1" or "+2" which indicates that additional stakeholders agreed with that comment. These comments were counted more than once if they included a note that others agreed with the comment.

Appendix F

Urban Design Feedback on Community Design Workshop



Examples of Public Seating: At the public workshop, attendees were presented with images of four different seating options (as shown above) and asked to vote on their favorite designs. Participants not only voted but also provided thoughtful feedback and recommendations for each option. They shared their preferences based on factors such as comfort, accessibility, aesthetics, and how well each seating option would fit within the overall environment of the Jack London District. Their input helped shape the discussion around design choices, ensuring that the selected seating would meet both practical needs and community preferences.

- Seat I: Concerns and Comfort (7 votes) received mixed feedback. While it garnered some positive comments about its back support, there were concerns about it becoming a spot often occupied by unhoused individuals, which made it less favorable overall. This seating option had limited appeal and was considered less ideal.
- Seat 2: Minimal Feedback (3 votes) received the least votes, indicating limited interest or feedback. No significant positive or negative points were raised in comparison to other options, but it did not stand out strongly.
- Seat 3: Inviting Design (33 votes) popular with participants, primarily due to its wooden construction, which was perceived as more inviting than metal seating. Its design resonated well with people, making it a more favored option.
- Seat 4: JLS Identity and Accessibility (41 votes) the most popular choice, with many liking its style and the way it reinforces the Jack London Square identity. However, some pointed out that the fixed distance between the seat and table could be less accessible. The wood and metal design however were praised for being attractive and inviting.

Appendix F

Urban Design Feedback on Community Design Workshop (Cont.)



Examples of Railroad Fencing: At the public workshop, attendees were shown images of four different railroad fencing designs (as shown above) and asked to vote on their preferred options. In addition to casting votes, participants provided detailed feedback, offering recommendations on factors like safety, aesthetics, and potential for artistic enhancement. Some focused on concerns such as the fence height, openness, and susceptibility to vandalism, while others highlighted opportunities for integrating public art into the designs. The feedback aimed to balance security with visual appeal, ensuring the final fencing choice would be both functional and community-friendly.

- Fence 1: Security Concerns (30 votes) was the most popular, but there were concerns about security, with feedback stating it was too easy to jump.
- Fence 2: Negative Aesthetics (0 votes) received significant criticism, as many participants felt it resembled a prison fence and would be too easy to tag with graffiti. This style was seen as unattractive and lacking in aesthetic appeal, making it unpopular with the group.
- Fence 3: Artistic Potential (27 votes) wellreceived, with many appreciating its potential for artist-designed panels, though some expressed concerns about the art potentially becoming dated. Participants liked the openness of the lower fence design, which maintained protection while feeling less confining.
- Fence 4: Height and Artistic Input (12 votes)

 was less favored, primarily due to its height, which made it feel too separated from the surrounding environment. However, there was enthusiasm for incorporating public artists into the design process, with suggestions for an artist competition to create more visually engaging and unique fencing. Despite this, concerns about tagging remained.

Appendix G

Click <u>here</u> to download a spreadsheet of all comments collected from the survey in response to the question, "Is there any other feedback you would like to add?"

Acknowledgements

Project Team



Project Webpage www.oaklandca.gov/EmbarcaderoWest

Learn More About MPD Projects www.oaklandca.gov/mpd

Contact Us mpd@oaklandca.gov