ALAMEDA FERRY TERMINAL DRAFT PARKING PRICING STRATEGY

City of Alameda, updated December 2022

Figure 1: Main Street Ferry Terminal

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EXECUTIVE SUMMARY

Parking management and pricing is an effective tool for reducing congestion, supporting transit, and supporting active forms of transportation such as walking and bicycling. The City of Alameda (City) must begin paid parking at ferry terminals to help ensure available parking for ferry riders who need to drive, and to meet City goals related to mode shift and greenhouse gas emissions reduction. Ferry terminal parking payment is required by multiple City of Alameda adopted plans, including the General Plan (2021), Transportation Choices Plan (2018), and the Alameda Point Transportation Management Plan (2014). In addition, the Climate Action and Resiliency Plan (2019) includes parking management as a key strategy to reduce emissions from the single occupancy vehicle trips.

This document establishes two goals, each with a supporting strategy:

> **Goal 1: Reduce commute hour drive alone trips.**
>
> **Strategy 1:** At weekday commuter-oriented ferry terminals (Harbor Bay and Seaplane Lagoon), set a low, baseline $3/day parking fee to incentivize people to avoid driving alone to the ferry terminal, but without pushing them to avoid the ferry altogether, starting in spring 2023. Charge for parking by the hour or day (no monthly parking permit) to encourage people to take non-driving modes when convenient.
>
> **Goal 2: Maintain parking availability for ferry riders.**
>
> **Strategy 2:** Modify parking prices incrementally based on demand. At limited intervals (on a quarterly basis at most), shift parking rates up by $1.00/day if the parking lot is 90% full after last morning ferry, and reduce the rate by $1.00/day if the parking lot is 60% occupied or lower.

Paid parking should not begin at the Main Street ferry terminal until parking occupancies reach 85% two quarters in a row (currently 20% full on weekdays). The City should also consider a needs-based low-income daily parking pass program, and implement such a program whenever feasible. It should not allow daily parking rates to rise above $7/day unless such a program is established.

The proposed pricing structure starts at a low baseline. The recommended $3/day rate is on the low end of Bay Area transit lots with paid parking, which range from $2.00 (Golden Gate Ferry Larkspur) to $3.55 (BART Fruitvale, Lake Merritt, & Coliseum) to $5.50 (Caltrain) to $8 (Vallejo ferry) and $12.40 (West Oakland BART station). Parking around ferry terminals in San Francisco generally has higher costs, though the Richmond and Jack London Square ferry terminals offer free parking.

This strategy's low baseline daily fee is designed to ensure that the ferry is still a competitive option compared to driving to BART or all the way to San Francisco (see Figures 5 and 6). It is important to support ferry ridership as the Water Emergency Transportation Authority (WETA) continues to recover from pandemic ridership lows. Ridership began increasing significantly in early 2022 as due to increases

in weekday peak-hour ridership led by Seaplane Lagoon Ferry Terminal.[1] With improved ridership, parking lots are starting to fill: the Harbor Bay terminal was 88% full and Seaplane Lagoon 80% full on a recent November day. This occupancy speaks a need to manage parking in the coming months.

The City is in a good position to encourage alternate modes of transportation to the ferries, particularly the commuter-oriented ferries where this strategy calls for parking payment in the near term. A 2019 statistically significant survey found that two-thirds of residents say they could replace some car trips with walking or biking, and more than half believe they would drive less if biking and walking in Alameda were safer and more comfortable. All three ferry terminals are served by low-stress walking and biking facilities, and the City's draft Active Transportation Plan includes plans to upgrade and connect these facilities throughout Alameda. As of 2022, 40% of ferry riders already report walking and biking to the Harbor Bay Ferry Terminal and 33% to Seaplane Lagoon. Main Street had lower walking and biking numbers at 21%, but a significantly higher percentage (26%) reported carpooling to that terminal. AC Transit also has direct lines reaching the Harbor Bay and Seaplane Lagoon ferry terminals, although the Seaplane Lagoon line is still a trial.

After the low baseline fee is initiated, this strategy uses demand-responsive pricing to ensure open parking spaces for riders on later ferries. Adjusting parking prices based on demand, with the goal of creating parking availability, is an established best practice utilized by cities like Berkeley, Oakland, and San Francisco. The City of Alameda's General Plan calls for demand-responsive pricing to ensure open parking spaces, as does the Transportation Choices Plan. Alameda Municipal Code also supports adjusting parking rates to meet parking occupancy goals.

This Ferry Terminal Parking Pricing Strategy also aligns with recommendations from a 2015 study by WETA, which included paid parking at the Harbor Bay Ferry Terminal with rates starting at $2.50/day ($3.13 in today's dollars), and increasing when parking occupancy reaches 95%.

Figure 2: Harbor Bay Ferry Terminal

[1] Monthly Ridership & Recovery Report – September 2022, p. 17-20 of the 11/3/2022 WETA Board of Directors packet: https://weta.sanfranciscobayferry.com/sites/default/files/weta-public/currentmeeting/b110322aFULLrev.pdf

BACKGROUND

Ferry Terminal Information

Alameda manages parking lots at three ferry terminals, having taken over management from WETA in July 2021.

Seaplane Lagoon Ferry Terminal

- Direct weekday ferry service between Alameda and downtown San Francisco
- 400-space parking lot, including 9 disability spaces and 10 EV charging spaces
- Served by AC Transit Line 78 (a trial line) *– free with transfer to the ferry*
- Walking & biking access via the Cross Alameda Trail, the low-stress cross-town bicycling and walking corridor
- Space for 24 bikes in lockers plus 62 bikes on racks

Harbor Bay Ferry Terminal

- Direct weekday commute ferry service between Alameda and downtown San Francisco
- 250-space parking lot, including 6 disability spaces
- Served by AC Transit Line 21 *– free with transfer to the ferry*
- Walking & biking access via the Bay Trail walking/biking path in addition to sidewalks and regular bike lanes
- Space for 24 bikes in lockers plus 20 bikes on racks

Main Street Ferry Terminal

- Ferry service focusing on midday, evening, and weekend service to Oakland, then downtown San Francisco, as well as "short hop" trips to Oakland and back.
- 305 spaces in two lots at the ferry terminal, including 9 disability spaces; additional 121 spaces in the O'lot one quarter mile away (currently closed)
- No bus line (for people traveling to Oakland, AC Transit focuses on bus routes that go through the tube)
- Walking & biking access along walking/biking paths and bike lanes
- Space for 20 bikes in lockers plus 30 bikes on racks

How People Get to the Ferry

Preliminary findings from WETA's 2022 On-Board Passenger Survey[2] find that 40-50% of people report driving alone to the ferry terminals. Many people use active modes to get to the ferry, with 40% of people walking and biking to Harbor Bay Ferry Terminal, 33% to Seaplane Lagoon, and 21% to Main Street.[3] Carpool numbers at Main Street were high, possibly because people were doing recreational outings together. See Appendix I for survey details. Few people reported taking AC Transit buses, with only 2% taking the bus to Harbor Bay and less than 1% to Seaplane Lagoon. Accordingly, AC Transit data shows relatively low ridership to the ferry terminals: in September 2022, Line 21 (which serves Harbor Bay) had 1,923 riders and Line 78 (which serves Seaplane Lagoon) had only 160 riders. However, both

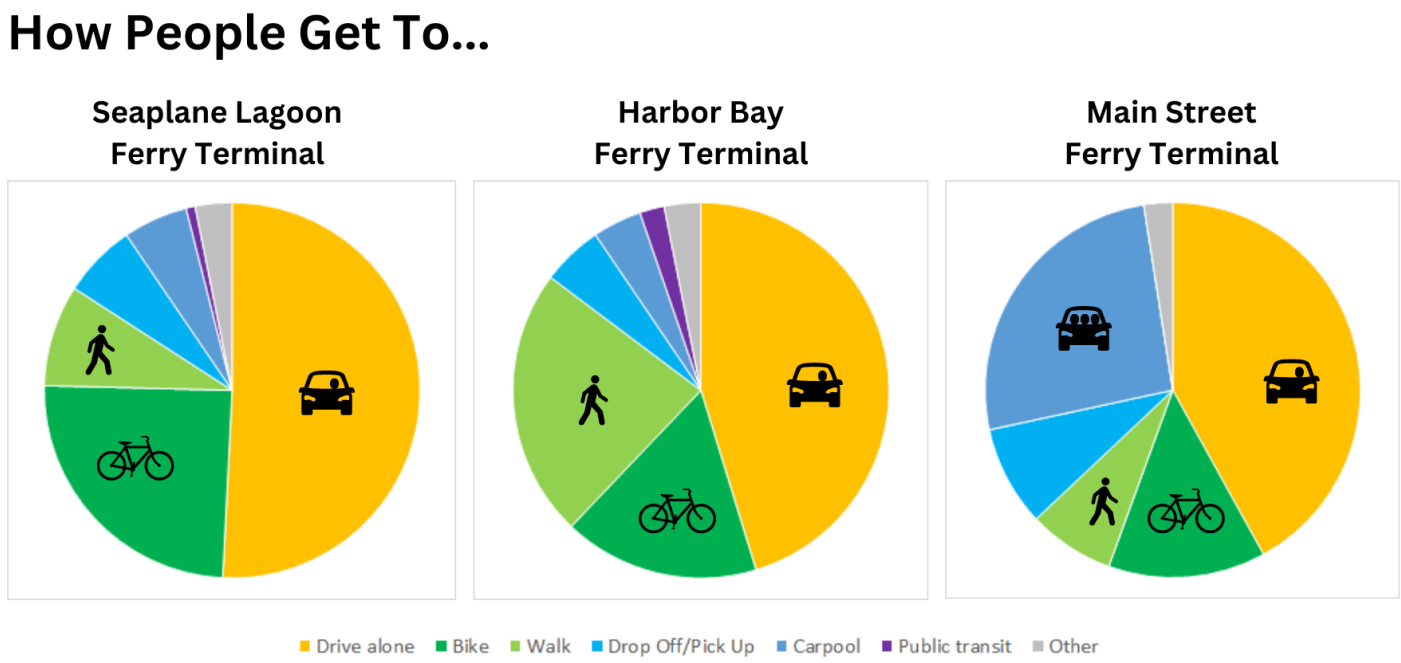
[2] The findings are preliminary and may change in the final report based on further data analysis. This data is for all weekday trips, including daytime and evening trips.

[3] In WETA's 2017 On-Board Survey, 23% of ferry riders walked or biked to the Main Street Ferry Terminal and 33% to Harbor Bay.

these numbers represent large increases over the year prior – 22% and 44%, respectively. The bus remains an important option, especially for riders with disabilities.

There is room to increase biking and walking rates beyond these numbers: a 2019 statistically significant survey[4] found that two-thirds of residents say they could replace some car trips with walking or biking. In addition, more than half believe they would drive less if biking and walking in Alameda were safer and more comfortable. The City has created a premier, cross-town, low-stress walking and biking facility leading to the Seaplane Lagoon terminal: the Cross Alameda Trail now spans three miles of Alameda, with more being constructed in 2023. In addition, major walking and biking improvements will be constructed on the western segment of Central Avenue beginning in 2023, making another important connection to Seaplane Lagoon. Harbor Bay is served by the Bay Trail shared path, in addition to sidewalk facilities and regular bike lanes. There is a shared-use path to Main Street. The City has plans to improve connections to these facilities from all over Alameda: the Final Draft Active Transportation Plan includes a connected, all-ages and abilities walking and bicycling network.[5]

Figure 3: Mode of Access, 2022 WETA On-Board Passenger Survey Preliminary Findings



[4] Survey by EMC Research: https://www.activealameda.org/files/sharedassets/transport/appendix-b-summaries-of-community-survey-and-public-engagement_nov22.pdf

[5] See activealameda.org. The Transportation Commission unanimously recommended this plan on November 16, 2022, and the City Council will consider adoption on December 7, 2022.

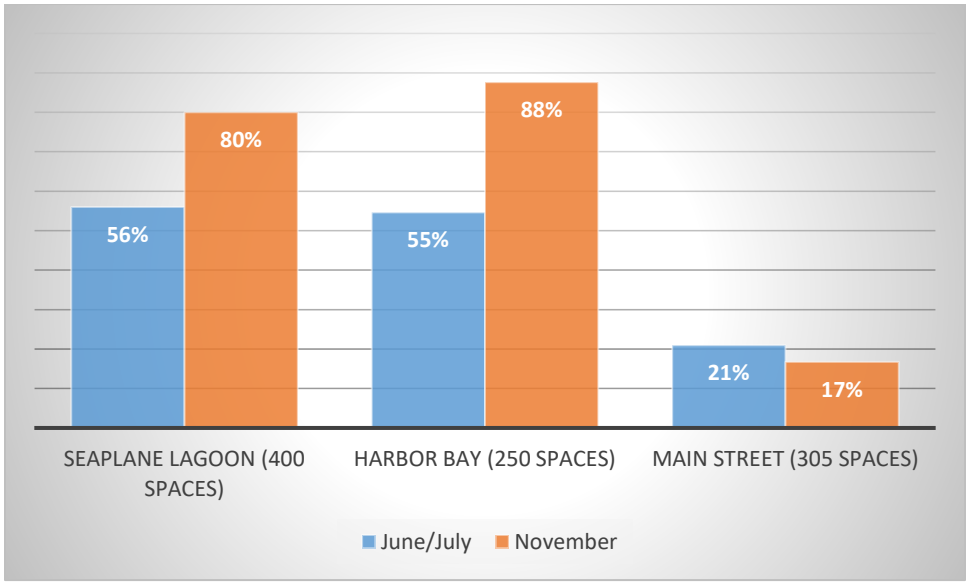
Ferry Ridership & Parking Lot Occupancy Increasing

Ferry ridership is increasing, and so is parking occupancy. WETA's September 2022 Monthly Ridership & Recovery Report states:

> *Beginning in March 2022, the system saw the largest increases in ridership since the start of the pandemic thanks to significant increases in weekday peak-hour ridership as more employers began implementing return-to-office plans. The agency finished Fiscal Year 2022 [July 2021-June 2022] with about 50% of 2019 pre-pandemic annual ridership—above budget projections for FY22. WETA's ridership recovery continues to outpace other regional transit operators in the first months of FY23 despite a September slump in ridership after the extraordinarily strong summer months… Weekday ridership continues to tick up—led by Alameda Seaplane.* [6]

In addition, in October 2022 WETA five new midday trips to the Seaplane Lagoon ferry schedule.[7] With this increased service and ridership, the Seaplane Lagoon and Harbor Bay ferry terminal parking lots were much fuller in November 2022 than they were over of the summer (see Figure 4 and data details in Appendix II). If this trend continues, these parking lots will begin filling up in the coming months, necessitating parking management via paid parking.

Figure 4: Parking Occupancy: Percent of Spaces Full Mid-Week, June/July vs. November 2022



A weekend parking occupancy count at the Main Street Ferry Terminal August found more parked vehicles than the weekday counts shown above, but still with plenty of space: 43% of spaces were occupied. See Appendix II for details on parking occupancy counts compared with ferry ridership.

[6] November 2, 2022 WETA Board of Directors packet, p. 17-20: https://weta.sanfranciscobayferry.com/sites/default/files/weta-public/currentmeeting/b110322aFULLrev.pdf
[7] https://sanfranciscobayferry.com/news/schedule-changes-october-2022

Nearby Transit Parking Lot Pricing Comparison

Current pricing at area parking lots serving public transportation centers varies from $2/day at the Larkspur ferry terminal to $8 at the Vallejo ferry terminal to $12.40 at BART's West Oakland station. A price survey is below.

Table 1: Current Pricing at Nearby Transit Parking Lots (sorted by distance from Alameda)

Location	Daily	Monthly (rounded)	General Paid Parking Hours	Notes
BART Fruitvale, Lake Merritt, & Coliseum	$3.55	$124	4:00 am - 3:00 pm Mon-Fri	Includes an 18.5% tax to the City of Oakland
Jack London Square ferry	Free (12 hours)	n/a	All days/hours	Parking is free with ferry transfer due to a long-standing agreement between City of Oakland and WETA
BART West Oakland	$12.40	$311	4:00 am - 3:00 pm Mon-Fri	See above
Caltrain system-wide	$5.50	$82	All days/hours	Only available to Caltrain monthly pass holders
AC Transit Richmond Parkway Transit Center	$3.00	n/a	Not listed	
Richmond Ferry Terminal	Free	Free		
AC Transit Ardenwood (Fremont)	Free	$50 (reserved spaces)		Monthly passes are sold out with no wait list.
Golden Gate Ferry (Larkspur)	$2.00	$20.00	5:00 am - 1:00 pm Mon-Fri	
Vallejo Ferry	$8	$50	All days/hours	
Valley Transportation Authority (VTA) Park and Ride Berryessa & Milpitas lots	$3.00	$50	All days/hours	

BART's current parking policy has a price cap of $3.00 plus any parking taxes required by cities. Staff consider this policy outdated and plan to bring an update to the BART Board of Directors within a year. In March 2022 the BART Board of Directors discussed a concept that had a $3 floor and $7 ceiling, with prices rising when lots reach 90% full.

The San Francisco Municipal Transportation Agency (SFMTA) piloted demand-responsive parking pricing in its SF*park* pilot that launched in 2010 and became citywide policy in 2017. Current policies for on-street parking state: "Citywide changes to the metered parking rates may be made no more often than once every four weeks, and typically are made once per quarter. In order to achieve the goal of at least one available parking space per block or lot, meter rates are adjusted with the goal of maintaining no

more than 80% occupancy on any given block or lot. Rates are adjusted using the following formula: when occupancy is 80 percent or above, the hourly rate is raised by $0.25; when occupancy is 60 percent or above but below 80 percent, the hourly rate is not changed; [and] when occupancy is below 60 percent, the hourly rate is lowered by $0.25." While the SFMTA doesn't have a written policy for price changes in off-street garages, they conduct demand-responsive pricing in garages on a quarterly basis, using an 80% occupancy threshold for price increases in $1.00/hour increments.

Alameda Policies for Demand-Responsive Parking Pricing

The 2021 Alameda General Plan calls for demand-responsive parking pricing at all ferry terminals (ME-23 b), and for prices aimed at meeting an 85% parking occupancy goal in on-street parking and surface lots (ME-21 a and c). The 2018 Transportation Choices Plan Projects also calls for paid parking at ferry terminals (projects 5 & 6) and demand-responsive parking pricing at paid parking citywide (project 7). Alameda Municipal Code also enables parking rate changes to support parking occupancy goals:

> *12-4.5. The City Council hereby establishes a range of acceptable hourly meter rates for public off-street lots between zero ($0.00) dollars and five ($5.00) dollars. The Public Works Director is authorized to adjust hourly parking meter rates within this approved range consistent with the goal of achieving an eighty-five (85%) percent occupancy target. Hourly rates may vary based upon the time of year, time of week, or time of day. Meter rate changes must be published a minimum of two (2) weeks in advance of implementation and shall be maintained on file at the Public Works Department.*

This strategy is consistent with the 2019 Climate Action and Resiliency Plan, the 2018 Transportation Choices Plan. The Alameda Point Transportation Demand Management (TDM) Plan (2014) states that public parking should not be free on Alameda Point and requires the City to charge for off-street parking lots and garages. The Alameda Point Conceptual Planning Guide (2013) says the parking program should incentivize the use of alternative modes of transportation including public transit, shuttles, biking, and walking.

FERRY TERMINAL PARKING PRICING STRATEGY

Pricing Structure

The City should have different pricing structures for its two ferry terminals that primarily provide weekday commute service to San Francisco (Harbor Bay and Seaplane Lagoon) vs. its terminal that focuses on weekend and evening travel and short hops to Oakland (Main Street).

Parking Pricing for Weekday Commuter Ferry Terminals

At the Harbor Bay and Seaplane Lagoon Ferry Terminals, which primarily provide weekday commute service to San Francisco, parking pricing strategies will help achieve two goals:

- **Reduce commute hour drive alone trips.** To help meet the City's commuter mode shift goals, a $3 minimum daily parking fee will apply on weekdays at the Seaplane Lagoon and Harbor Bay ferry terminals even if parking occupancy is low.
- **Ensure that parking spaces are available for all morning ferries.** If the parking lots begin filling up before the last morning ferry, the price will rise in order to open up parking spaces. Prices will only rise above the minimum rate when the lots are too full.

Table 2: Ferry Terminal Commuter Parking Pricing Plan

Rate type	Min.	Max*	Price reduction threshold	Price increase threshold	Maximum frequency of price changes
Daily	$3/day	$7/day	Price decreases $1.00 when occupancy is 60% or lower after last morning ferry (but not below $3.00)	Price increases $1.00 when occupancy is 90% or higher after last morning ferry (up to given maximum)	Quarterly
Hourly	$0.75/ hour	$2.50/hour	Set price based on daily rate, so that 4 hours at hourly rate equals the daily rate. Hourly rate will be set in increments of $0.25.		Quarterly

**** Maximum rate without a needs-based low-income daily parking pass.***

The paid parking hours should start the hour the first morning ferry leaves and last until commuters start to return, 6:00 am to 4:00 pm based on current schedules. The City could also consider 6:00 am to 3:00 pm.

The City should not set up a monthly parking permit program because this would incentivize daily automobile travel. Monthly parking permits create a sunk cost: once a person pays for a parking permit, there is no savings from walking, biking, or taking transit to work when it's convenient. A simple day rate means that people who often drive are more likely to try biking on a sunny day, or take transit when they aren't planning to run errands after work.

This strategy uses a 90% occupancy rate to trigger rate increases rather than the City's standard of 85% parking occupancy. This is because the needs for commuter transit parking lots are different than commercial parking areas: for these lots, the City's goal is to ensure open parking spaces up to the last morning ferry rather than at all times. The 90% occupancy trigger offers some cushion between quarterly occupancy counts, though the City could also consider using the 95% occupancy trigger recommended in WETA's 2014 study for Harbor Bay paid parking. Below are the number of spaces left at various parking occupancies.

Table 3: Options for Parking Occupancy Trigger for Price Increases

Ferry Terminal	Spaces available at 85% occupied	Spaces available at 90% occupied (recommended)	Spaces available at 95% occupied
Seaplane Lagoon (400 spaces)	60	40	20
Harbor Bay (250 spaces)	37	25	12
Main Street (305 spaces)	45	30	15

Parking Pricing for Weekend/Evening/Short Hop Ferry Parking

Service from the Main Street Ferry Terminal focuses on midday, evening, and weekend travel to Oakland and then San Francisco, and for "short hops" to Oakland and back. Parking pricing at this terminal will only aim to manage parking availability and will not have direct mode shift goals. This is because, in the case of recreational and occasional travel, parking pricing is less influential for daily habits. The short hop service is meant for commuters but not as significant as the services to San Francisco offered

Parking at the Main Street Ferry Terminal will remain free until parking lot occupancy reaches 85% for at least two quarters in a row. Current occupancy counts are far below this (21% in November 2022), so parking will remain free unless habits or service models change dramatically. The trigger is set to 85% rather than higher because it takes time to purchase and install paid parking infrastructure. In order to offset costs for payment infrastructure, once begun, parking payment will continue for at least two years even if parking occupancy dips lower.

Parking payment and pricing for the two lots right next to the Main Street ferry terminal will be done as one unit. The City also manages the 121-space O'lot one quarter mile away. If needed, this lot should be managed separately with the same policy triggers. The City should price weekday and weekend parking separately, based on parking occupancy, as well.

At this point, there is no weekend service at the Seaplane Lagoon or Harbor Bay ferry terminals and parking occupancy is very low. We expect parking to remain free in these lots on weekends. However, if for some reason the parking lots begin to fill up on the weekends, the City should implement pricing as outlined in Table 4.

Table 4: Ferry Terminal Non-Commuter Parking Pricing Plan

Rate Type	Minimum	Max.*	Price reduction threshold	Price increase threshold	Maximum frequency of price changes
Daily	Free until parking occupancy is 85% two quarters in a row. If pricing begins, the minimum is $3.00/day	$7/day	Price decreases $1.00/day when occupancy is 60% or lower at peak[8]	Price increases $1.00/day when occupancy is 90% or higher at peak	Quarterly *After two years, revert back to free parking if parking occupancy is below 60% for three quarters in a row (inclusive of quarters during the second year).*
Hourly	If pricing begins: $0.75/hour	$2.50/hour	Set price based on daily rate, so that 4 hours at hourly rate matches the daily rate. Hourly rate must be set in increments of $0.25.		Quarterly; see above.

**** Maximum rate without a needs-based low-income daily parking pass.***

Parking Pass for People with Low Incomes

The City should consider creating a needs-based low-income daily parking pass program, and implement such a program whenever feasible. It should not allow daily parking rates to rise above $7/day unless such a program is established. A low-income rate will improve access and equitability while still allowing the City to charge a market rate overall in order to manage parking demand.

The City should explore regional needs-based programs that this program could leverage to process proof of income eligibility. It would be likely managed via electronic payment. Regular mobile parking payment should be set up first so technical issues are resolved before taking on the more logistically complicated needs-based program.

Carshare Exemption

Point-to-point carshare services with fleets of cars used 100% for carshare should be able to allow customers to park in ferry terminal parking lots for free. At this point, the only service like this operating in Alameda is Gig Carshare. This aligns with multiple plans calling for support of carshare, including General Plan CC-9a: "Support and encourage vehicle sharing to reduce the demand for vehicle parking and increase access to mobility."

Quarterly Reports

The City should provide to the Transportation Commission quarterly reports including parking lot occupancy, ferry ridership numbers, and observed spillover parking issues.

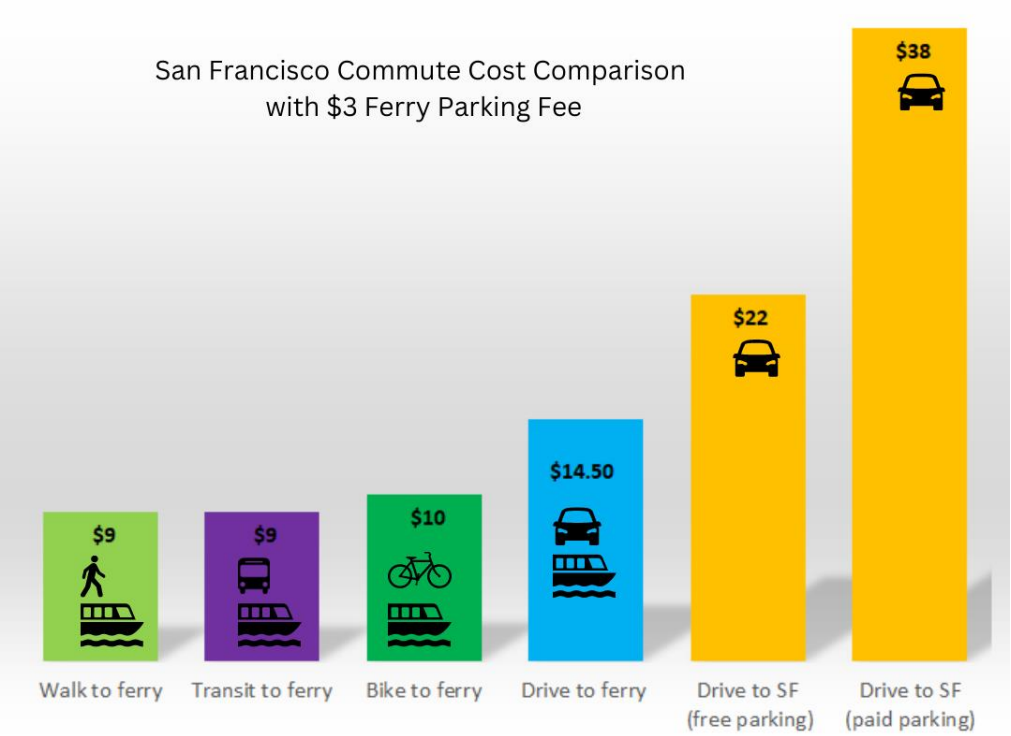
[8] "Peak" will be defined based on parking occupancy counts on different days/timeframes.

Trip Cost Comparison with Paid Ferry Parking

The $3/day baseline ferry commuter parking fee aims to create incentives for people to avoid driving alone to the ferry terminal without pushing them to avoid public transit altogether. The parking pricing rates will only rise above $3 if people are willing to pay higher prices to park at the ferry. If the City raises the price and it pushes people away from the ferry terminal, the City will reduce the price again.

Figure 4 shows that, with a $3/day parking fee, taking the bus, walking, or biking to the ferry terminals would be more cost-effective than driving. Yet driving to a ferry terminal would still be substantially less expensive than driving all the way to San Francisco. Table 6 shows that driving across the estuary to BART would be a comparable cost round trip. However, the closest BART stations currently charge $3.55 for parking, and BART is working towards a policy update that would raise parking rates when parking lots and structures start to fill up.

Figure 5: Daily Round-Trip Costs from Alameda to Downtown San Francisco*



**Costs include cost of car or bike ownership.*[9]

[9] Cost assumptions: $9 ferry round trip; free AC Transit bus rides with transfers; $1/day cost of owning a bicycle; $2.50 fuel/vehicle cost for 4 miles round trip driving to ferry; $7 Bay Bridge toll, $15 fuel/vehicle cost for 24 miles round trip to San Francisco, $16 parking cost example (early bird at Moscone Center Garage, the cheapest daily rate currently provided by municipal garages in the downtown/SOMA area). Gas/vehicle costs utilize the June 2022 IRS standard mileage rate of $0.625, rounded. Bicycle ownership per day is based on an estimate of $350/year, rounded to $1.00/day. There is wide variability in automobile and bicycle costs, and sunk costs (like vehicle or bicycle purchase) affect decision-making differently than marginal ones (like gas, transit fares, or daily parking fees). Nonetheless, these estimates provide context.

Table 5: Daily Round-Trip Costs, BART to San Francisco Embarcadero Station

Modes	Total Cost	Cost assumptions, round trip*
Lake Merritt BART via bike	$8.70	$7.70 BART, $1/day cost of owning a bicycle
Fruitvale BART via bike	$9.60	$8.60 BART, $1/day cost of owning a bicycle
Lake Merritt BART via car	$13.65	$7.70 BART, $3.55 parking, $2.50 gas/vehicle cost for 4 miles round trip
Fruitvale BART via car	$14.65	$8.60 BART, $3.55 parking, $2.50 fuel/vehicle cost for 4 miles round trip
West Oakland BART via car	$23.25	$7.10 BART, $12.40 parking, $3.75 fuel/vehicle cost for 6 miles round trip

Methods of Payment and Public Communications

Parking lot customers will have two options for parking payments: pay stations for in-person payment, and mobile payment that can be done after boarding a ferry. For both options, payments will be tied to the vehicle's license plate. This is convenient to users because there is neither a need to memorize a space number nor return to a vehicle with a receipt. It also makes enforcement efficient using License Plate Reader-enabled parking enforcement vehicles.

Pay stations will be positioned at pedestrian exit routes close to the ferry terminals. Mobile payment will be provided via an independent service (e.g. ParkMobile used in Berkeley and Oakland), which charges the user a small convenience fee. The service will allow users to pay by mobile application, web browser, or phone call. Parking enforcement technicians will be instructed not to enforce parking for 15 minutes after a ferry leaves so people have time to pay for parking after getting onto the ferry.

A mobile payment platform can also be used for managing digital parking permits. The City can explore using this to provide needs-based reduced-price options for low income ferry riders (this proposal limits daily parking rates to $7/hour unless such a program is created). The City will also eventually bring mobile payment to parking meters in commercial areas and the Civic Center Parking Structure.

Signs in the parking lots will inform drivers about payment options and remind them to note their license plate number (see Appendix IV for design direction).

The City should coordinate with WETA to create an outreach plan that lets ferry riders know about upcoming parking fees at least 3 weeks before the fees are implemented. This should include on-board communications in addition to flyers on vehicles, a press release, social media posts, web updates on WETA and City webpages, and other methods.

Cost and Revenue Estimate

Cost and revenue estimates show that this program should be net-positive for the City, especially after initial capital expenditures required to begin.

Item	Seaplane Lagoon Costs/Revenues	Harbor Bay Costs/Revenues	Ongoing
Paid parking revenues	$ 180,000	$ 120,000	Annual
Citation revenues	$ 99,000	$ 66,000	Annual
Pay station purchases	$ (36,500)	$ (21,900)	Up-front
Pay station data fees	$ (1,500)	$ (900)	Annual
Mobile payment provider	$ -	$ -	Annual
Parking signage	$ (5,000)	$ (4,000)	Up-front
Outreach design and printing	$ (1,500)	$ (1,500)	Annual
Enforcement ongoing	$ (65,000)	$ (65,000)	Annual
Enforcement capital	$ (71,000)	$ -	Up-front
Operator for maintenance, pay station management/collections, payroll costs only	$ (20,000)	$ (20,000)	Annual
Lot maintenance capital funds	$ (5,000)	$ (4,000)	Annual
Lot sweeping 2x/month	$ (9,600)	$ (4,800)	Annual
Parking occupancy data collection	$ (3,200)	$ (2,800)	Annual
Staff management for operations, enforcement, & demand responsive pricing	$ (20,000)	$ (20,000)	Annual
Net Year 1	**$ 40,700**	**$ 41,100**	
Annual net Year 2+ with no price/occupancy changes	**$ 153,200**	**$ 67,000**	

Uses of Revenues

Revenues from ferry terminal parking payments and citations will go into the City's Parking Fund, which supports parking management needs across the city. This parking fund includes all parking expenses and revenues such as parking meter collections and parking citations. This comprehensive fund allows the City to run the parking program cohesively and better achieve the program's goal to be financially self-sufficient without the need for General Fund support.

In turn, the City's parking fund will support ferry terminal parking lot enforcement (equipment and personnel), pay stations, signage, and parking occupancy data collection. The City will also likely use parking fund monies to pay for parking lot operators to manage cleaning, security, equipment maintenance, and more.

The parking fund is not yet revenue-positive due to deficits from pandemic years and recent capital and personnel investments for the City's new parking enforcement program (launched May 2022). In addition, major capital investments are needed to transition parking meters to 4G; repair and replace meters and pay stations; improve security at the Civic Center Parking Structure; and more.

The City expects this parking fund to become revenue-positive in the future, at which point the City Council can determine the best uses of the funds. This could include improved bicycle and pedestrian connections, bicycle parking, etc.

Managing Spillover Parking

When payment is introduced at Harbor Bay, the City should dedicate more enforcement to the existing Residential Parking Permit zone near that terminal (this program is managed by a Homeowners Association and enforced by the City).

Managing spillover parking around the Seaplane Lagoon ferry terminal is more complicated due to undeveloped streets with no curbs and informal parking. Before implementing paid parking at the ferry terminal, the City will alert nearby leaseholders so they can improve signage prohibiting public parking at their lease-held properties. The City should also institute a 2-hour time limit at the shared plaza at the Seaplane Lagoon Promenade so those spaces can be used by park visitors. Staff should then monitor parking occupancies on West Atlantic and other nearby streets, and establish time-limited areas as needed.

The City should consider a daily parking permit for all-day on-street parking aimed at business employees and customers. This would be purchased electronically via mobile app, browser, or phone. (This approach was recommended in 2020 by Dixon Resources Unlimited for Alameda Point parking planning.) The City would need more enforcement personnel to enforce these time limits and permits. A residential parking permit zone in this area may be inconsistent with the Alameda Point TDM Plan, which states that no public parking should be free, and per state law, residential parking permits function at cost-recovery-only prices. As Alameda Point is developed, the City should introduce hourly paid parking as well.

If the Seaplane Lagoon Ferry Terminal parking price reaches $7/day (i.e., if parking occupancy is over 90% for four quarters), the City should begin exploring possible sites for an overflow parking lot, with the goal of creating one when the price reaches $10/day. This will require marked, accessible walking paths as well as pay stations.

APPENDICES

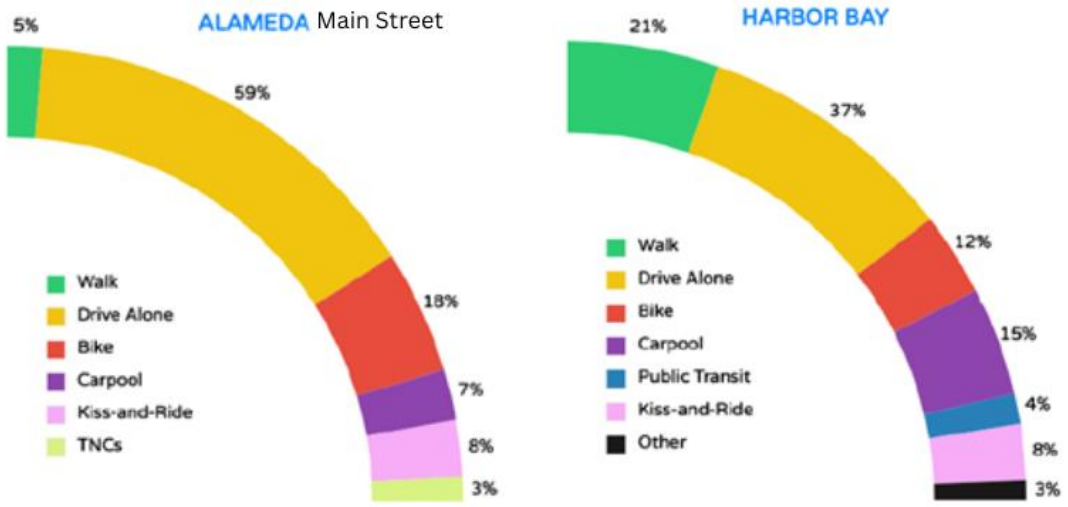
Appendix I: Mode of Access to Ferry Terminals

WETA is currently completing its 2022 WETA On-Board Passenger Survey Report. The findings below are preliminary and may change in the final report based on further data analysis. These counts are for all weekday trips, including evening and midday. Carpool was self-defined in the survey, so can mean 2 or more people in a vehicle.

Table 6: Mode of Access to Ferry Terminals, WETA 2022 Passenger Survey Preliminary Findings

Mode of Access	Seaplane Lagoon	Harbor Bay	Main Street
Drive alone	**51%**	**45%**	**41%**
Bike	**25%**	**17%**	**13%**
Walk	**9%**	**23%**	7%
Drop Off/Pick Up	6%	5%	**9%**
Carpool	6%	4%	**26%**
Public transit	1%	2%	0%
Shuttle	1%	1%	0%
Rideshare	1%	0%	2%
Other	1%	1%	0%
Write in	1%	1%	0%
Taxi	0%	0%	0%

Figure 6: Mode of Access to Ferry Terminals, WETA 2017 Passenger Survey



Appendix II: Parking Occupancy Counts Compared to Ferry Ridership

Summer weekday parking counts were conducted on Wednesdays and Thursdays between 1:00pm and 3:30 at all ferry terminal parking lots between June 29 and July 14, with two counts per lot. A Saturday count was conducted at Main Street on August 27 at 4:00 pm. All days were dry and temperate without major air quality issues.

On Wednesday, November 2, parking occupancy counts were conducted at the ferry terminal lots between 1:00 and 2:00 pm. While the air quality was good, the day was a dark, cool, and damp. It was the week before daylight savings ended (the first ferry would have left in full darkness), and it had rained the day prior.

Also on November 2, the Bay Ship parking lot adjacent to the Main Street Ferry Terminal was full and a cluster of cars were parked closer to that entrance than the ferry terminal. This phenomenon was not observed during the summer counts, and staff believe this caused the anomalous spike in the "parking occupancy % of ferry ridership" for Main Street that day.

The "parking occupancy % of ferry ridership" shows the relationship between parked cars and people taking the ferry, and the findings align with "drive alone" percentages in WETA's 2022 On-Board Survey. The percentage is calculated by dividing the parking occupancy count by the total ferry ridership up to the parking occupancy count (e.g., total ridership from 6:00 am to 2:00 pm for a parking occupancy count taken at 2:00 pm).

Table 7: Ferry Ridership & Parking Occupancy

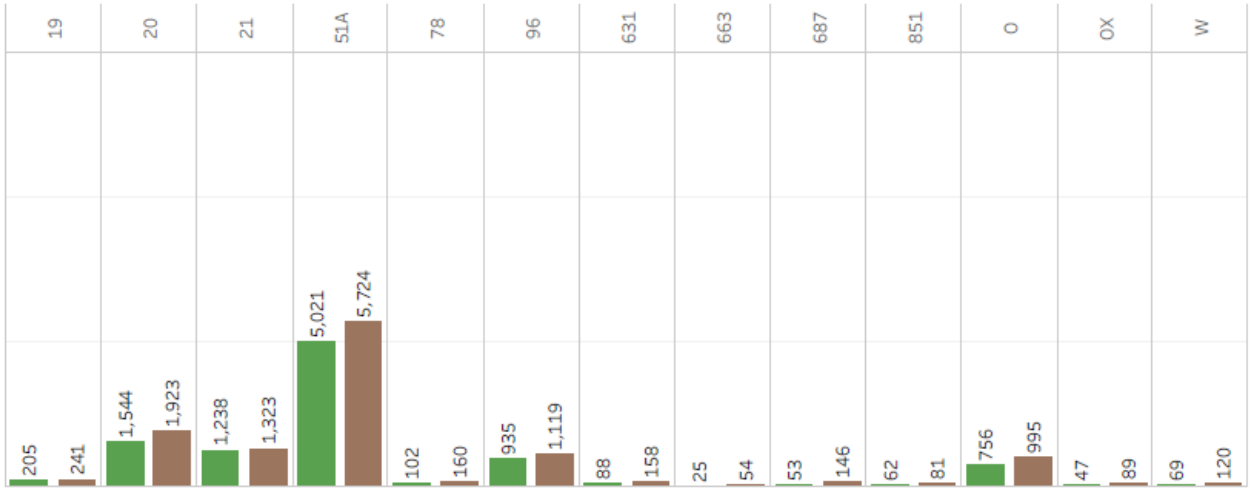
SEAPLANE LAGOON (400 spaces)	29-Jun	14-Jul	2-Nov
Ferry ridership all day	545	472	624
Ferry ridership up to parking count	468	393	552
Parking occupancy – # of parked cars	242	209	320
Parking occupancy % of spaces full	61%	52%	80%
Parking occupancy % of ferry ridership	52%	53%	58%

MAIN STREET (305 spaces)	29-Jun	14-Jul	2-Nov
Ferry ridership all day	179	187	91
Ferry ridership up to parking count	158	167	76
Parking occupancy – # of parked cars	65	63	51
Parking occupancy % of spaces full	21%	21%	17%
Parking occupancy % of ferry ridership	41%	38%	67%

HARBOR BAY (250 spaces)	20-Jul	28-Jul	2-Nov
Ferry ridership all day	343	349	438
Ferry ridership up to parking count	311	309	397
Parking occupancy – # of parked cars	153	120	219
Parking occupancy % of spaces full	61%	48%	88%
Parking occupancy % of ferry ridership	45%	34%	50%

Appendix III: AC Transit Ridership, September 2021 & September 2022

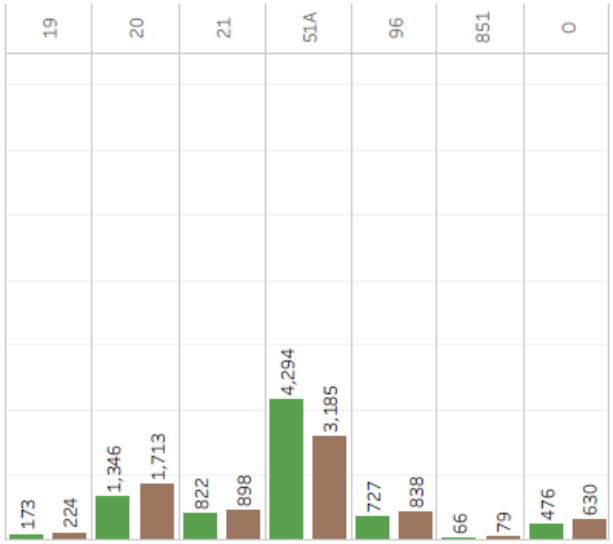
Average Weekday Ridership (September 2021 & September 2022)



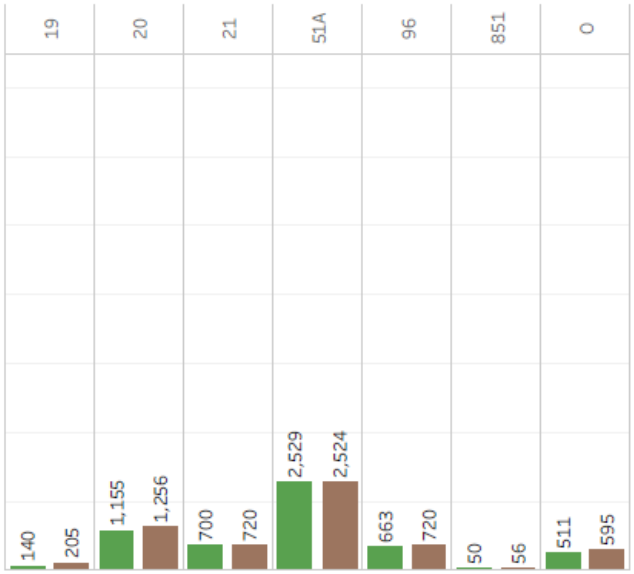
Weekday

	2021	2022
19	205	241
20	1,544	1,923
21	1,238	1,323
51A	5,021	5,724
78	102	160
96	935	1,119
631	88	158
663	25	54
687	53	146
851	62	81
O	756	995
OX	47	89
W	69	120

Average Saturday Ridership (September 2021 & September 2022)



Average Sunday Ridership (September 2021 & September 2022)



Saturday

	2021	2022
19	173	224
20	1,346	1,713
21	822	898
51A	4,294	3,185
96	727	838
851	66	79
O	476	630

Sunday

	2021	2022
19	140	205
20	1,155	1,256
21	700	720
51A	2,529	2,524
96	663	720
851	50	56
O	511	595

Appendix IV: Design Direction, Parking Lot Signs

Designs by Candice Miller. Not final designs. Messages about mobile payment options will be added.

WAYFINDING SIGNAGE 1 - OUTDOOR

WAYFINDING SIGNAGE 2 - INDOOR

WAYFINDING SIGNAGE 3

CITY OF ALAMEDA PARKING SIGNAGE CONCEPT 5 DESIGN | FEBRUARY 2022

Appendix V: Alameda Point TDM Plan & Conceptual Planning Guide

Excerpt from the Alameda Point Parking Management Action Plan prepared by Dixon Resources Unlimited, January 2020

Alameda Point Transportation Demand Management Plan (2014)

The 2014 Transportation Demand Management (TDM) Plan for Alameda Point includes the following TDM objectives:

1. To limit the supply of private parking and control the pricing of public parking to encourage the use of alternative modes of transportation, as part of a series of strategies that comprise the Plan with an overall objective of significantly reducing the number of automobile trips generated by Alameda Point land uses.
2. To ensure that Alameda Point has sufficient parking supply, meeting the needs of its businesses, employers and residents, within the context of a compact, walkable and transit-oriented community.

The TDM Plan also includes a Parking Management Strategy, summarized below in Table 3:

Table 8. TDM Plan Summary of Parking Management Strategies

Strategy	Summary
Zoning	• Elimination of minimum parking requirements and introduction of a maximum limit on private parking development (completed in 2014). • Utilization of public parking to accommodate periods of exceed demand. • City has the ability to influence parking demand in public parking locations. • Encourages the efficient use of parking via shared parking, valet, carpooling, and the encouragement of alternative modes of transportation.
Public Parking	• Off-street parking lots and garages will be priced with hourly paid parking rates that encourage long-term parking employees to participate in permit parking programs. • Parking permits will not reserve specific parking spaces. • On-street parking will be prioritized for short-term parking for adjacent land uses. • On-street parking will be regulated through a combination of metered parking and time restrictions.
Pricing	• Public parking will not be free in Alameda Point. • Parking revenue can fund the operations and maintenance of parking facilities. • Parking rates will be adjusted with consideration to price elasticity in order to influence behavior.

Alameda Point Conceptual Planning Guide (2013)

According to the 2013 Alameda Point Conceptual Planning Guide, the vision for Alameda Point includes a set of seven guiding principles outlined below in Table 2. These principles were developed together by the City and the community. Table 2 describes the seven guiding principles and their relation to the parking operation. The parking management recommendations included in this Action Plan are tailored to support the City's guiding principles for Alameda Point.

Table 9. Alameda Point Conceptual Planning Guide: Guiding Principles

Guiding Principles	Parking Management Considerations
1. Mixed-Use Districts with Distinct Focal Points: New development will consist of distinct districts, each centered on a civic, recreational, open space, or commercial focal point. While districts may have different focuses, each shall encourage a diversity of uses that supports pedestrian access to transit and everyday needs. Districts will be developed with compact blocks and pedestrian friendly streets that provide clear, comfortable pedestrian access to transit as well as commercial and residential areas. Development will support a diverse mix of uses that allows flexibility for the long-term revitalization of Alameda Point.	• The parking operation should be designed to accommodate a variety of land uses. • The parking system should have options for various user groups including residents, visitors, employees, business owners, and commuters.
2. Pedestrian, Bike, and Transit Oriented Environments: Development of Alameda's streets and neighborhoods follow well established patterns, with neighborhoods clustered around trolley car and transit stops that provide residents with easy pedestrian access to transit and commercial, residential, and recreational uses as well as employment generating uses along the shores. New development at Alameda Point will extend these land use patterns to encourage opportunities to perform day-to-day activities within walking distance of work, home, and transit links. New streets will extend the traditional grid system of the City and will be seamlessly integrated into the existing street network. The new street system will be pedestrian, bike, and transit oriented, designed to move goods and services for on-site businesses, support transit improvements, ferry service, a contiguous bicycle network as well as safe, easy, comfortable pedestrian access.	• The parking operation should prioritize pedestrian and transit use. • On-street parking and curb space can be designed to accommodate multiple uses, including commercial loading. • On-street parking supply should be prioritized for short-term parking. • Visitors driving to Alameda Point should be encouraged to "Park Once" and rely on other transit and walkability options to move about the area.
3. Generate New Economic Development and Employment Opportunities: The long term reuse of Alameda Point must focus on creating economic growth and development for the benefit of the whole community. Land use decisions and policy direction shall be guided by this principle. The City will actively seek and promote businesses, a range of industries, and economic development projects that provide significant sustainable employment opportunities. Future plans will preserve and maintain Alameda Point's ample supply of large industrial and warehouse space immediately adjacent to the water, which is a major foundation of local maritime businesses and significant regional economic advantage for the City.	• The parking program in Alameda Point should support economic development initiatives and support businesses. • On-street curb space should be prioritized for loading and short-term parking uses to optimize access in commercial areas. • Employees should have equitable and accessible parking and transportation options that do not discourage employment in Alameda Point. Public transportation should be prioritized through pricing.

Guiding Principles	Parking Management Considerations
	• The City should utilize paid parking technology to promote and incentivize businesses.
4. Districts with Distinct Character: Alameda has a reputation as a quiet, friendly island community with a deep appreciation of its architectural legacy and historical elements. Future plans will aim to preserve and reuse, to the extent feasible, buildings and features that reflect the architectural and military history of Alameda Point. Planning efforts will also encourage the development of new neighborhoods with distinct character. New developments may incorporate new architecture that reflect stylistic, technological, and environmental needs of the time.	• Parking infrastructure, equipment, and signage should be designed with consideration for aesthetics and the local context. • The parking program should minimize the visual impact of cars by consolidating parking supply in off-street and remote locations whenever feasible.
5. Housing Variety that Supports Diversity: Alameda Point will provide a wide range of housing options, both economically and aesthetically. A variety of dwelling types – houses, bungalows, courtyard housing, townhouses, and apartments – will provide housing for a diverse mix of ages, incomes, family types, and professional backgrounds that will ensure creation of a diverse and vibrant community.	…
6. Neighborhoods Connected with Open Space and Waterfront Access: New neighborhoods at Alameda Point will be woven together by a network of open spaces (parks, greenways, plazas, parklets, and preservation areas) that conserve and restore the natural ecosystem while providing associated recreational, health, and social benefits. The identity of Alameda Point will be enhanced through view corridors to the water and ample shoreline access, including water features, trails, trail amenities, waterfront visitor opportunities, and waterfront view corridors in new development. The street grid will also be used to take full advantage of views to the water and limit the privatization of waterfront properties.	• The parking program in Alameda Point should not preclude open space and waterfront access.
7. Achieve a High Standard of Sustainability: Future development at Alameda Point will be guided by incentives and standards that ensure the use of sustainable design strategies and technologies in infrastructure and buildings. The City will seek and encourage development that preserves and reuses natural and cultural amenities on the site, emphasizes energy and water conservation, contributes to reduction of greenhouse gases, and incorporates sustainable building	• Parking solutions should be environmentally conscious and should minimize congestion and greenhouse gas (GHG) emissions. • The parking program should incentivize the use of alternative modes of transportation including public transit, shuttles, biking, and walking.

Guiding Principles	Parking Management Considerations
strategies while providing a comprehensive open space strategy that benefits both wildlife and humans.	