

2016

# Seaplane Lagoon Ferry Terminal Plan



City of Alameda

April 5, 2016

**Seaplane Lagoon Ferry Terminal Plan**  
**Alameda Point**  
**Project Summary**

March 7, 2016

**Project Description**

Introduction and Purpose

The Disposition and Development Agreement (DDA) signed between Alameda Point Partners (APP) and the City of Alameda envisions the development of a new ferry service between Alameda Point's Seaplane Lagoon and San Francisco. The Seaplane Lagoon ferry will create a transit hub at the heart of Alameda Point, encouraging Alameda Point residents and employers/employees and existing Alameda residents to be transit users.

The new ferry will not only help minimize peak-hour vehicle trips, but it will also significantly increase the possibility of attracting major commercial users to Alameda Point. A number of prospective commercial tenants that include higher-intensity employment uses, such as office uses, have indicated that the new ferry terminal and service is an important factor in locating at Alameda Point. Additionally, the location of the new ferry terminal at the foot of Pacific Avenue was planned carefully to minimize conflicts with recreational users within the 110-acre Seaplane Lagoon.

The City is coordinating with APP to construct a ferry dock and terminal within the Seaplane Lagoon. APP will contribute \$10 million toward the terminal development costs including the permitting and construction of the ferry terminal.. The target date for ferry operations to commence is 2020 but operations may commence sooner if vessels, the ferry terminal and operating funds are in place before that date. The City and APP are also collaborating in this effort with the Water Emergency Transportation Authority (WETA), which will operate the ferry service and manage the terminal facilities. A Memorandum of Understanding (MOU) between WETA and the City is being presented to Council in tandem with this Plan.

Background and Project Need

Public transportation on and off the island is a critical issue in Alameda. The closest existing ferry terminal to Seaplane Lagoon is the Alameda Main Street Terminal along the Oakland Alameda Estuary that serves Oakland's Jack London Square and Alameda. The Main Street ferry terminal service has limited ridership capacity during commute periods. It is not unusual for passengers to be left behind at Alameda during the morning commute, and parking demand at the facility currently exceeds available spaces. Ridership at the Alameda Main Street WETA terminal is currently at 94% of capacity and rose 12% in the last calendar year. Ridership demand is expected to further increase with the opening of Site A. The proposed project will also provide additional transit service to BART to meet current and anticipated future demand from Alameda Point which will serve to help mitigate traffic congestion in Alameda.

## Project Summary

The proposed project includes construction of a ferry terminal, including a pier, gangway and boarding float within the Seaplane Lagoon and associated facilities on land with parking, as described in detail below. A key driver in the location and design of the ferry terminal has been the need to avoid dredging, which would add additional levels of cost and review to the project. As proposed, the ferry terminal will not require dredging. While the ferry terminal site is physically south of the Site A property (Exhibit 1) APP will construct the ferry terminal as part of Phase 1 Site A development and provide interim landside improvements as described below. As Site B is developed over time, permanent landside improvements will be phased in according to the Town Center and Waterfront Plan.



## Project Components

WETA will be engaged in the ferry terminal design and will review plans as they are drafted to confirm WETA ferry terminal standards are met. The ferry terminal – consisting of both waterside and landside improvements – will include the following:

### Waterside Improvements (Exhibit 2)

- Abutment and pier at entrance to terminal to provide secure entry from land to pedestrian gangway
- A gangway will connect the pier to the boarding float; the length of the gangway will be determined by tides at this location
- A boarding float for entering and exiting the ferry vessel, which will be held in position by an arrangement of pipe guide piles and fender piles

### Landside Improvements:

- Improvements included in Site A development:
  - As a former Naval Air Station, the site currently has limited entry points. The landside improvements associated with Site A development will increase access to the waterfront and improve circulation throughout Alameda Point with an emphasis on multi-modal access to the ferry terminal (See Exhibit 3 through 5). The Site A development will include the following landside improvements:
    - Shoreline repairs or modifications, if necessary, where abutment ties into shoreline
    - Parking facilities for 400 vehicles at a temporary location
    - Passenger drop-off and pick-up or “Kiss and Ride”
    - Public access path connecting Site A to the terminal
    - New bike access routes and bike parking
    - Bus stop for drop-off and pick-up at the entrance to the ferry plaza
    - Shade structure at the entrance to the pier for a passenger waiting area
  
- Improvements to be included in future development:
  - As envisioned by the Town Center and Waterfront Precise Plan, the development of the area south of Site A will contribute a significant amount of commercial space to Alameda Point and further develop the Eastern Waterfront of Seaplane Lagoon to include low-rise shops and restaurants. As currently envisioned, this future development will also include a permanent ferry terminal buildout with permanent improvements and circulation features (Exhibit 6-8) added to the landside improvements associated with Site A development. Additional improvements may include:
    - Increased bus terminal infrastructure
    - Larger ferry passenger waiting area with additional amenities
    - Comprehensive development and landscaping along the Eastern Waterfront

### Ferry Service

Service will connect Alameda Point and San Francisco with at least three AM peak departures to San Francisco and at least four PM peak departures from San Francisco to Seaplane Lagoon. Off-peak and weekend service may be added as demand warrants.

The ferry terminal will be constructed by APP for the City. Once construction is completed and vessels and operating funds are secured, WETA will begin operating the ferry service. Operations and maintenance costs will be funded by a combination of passenger fares and operating subsidies obtained from transit funding programs (See Cost Estimate section).

### Ferry Implementation

- Design/Permitting – Consultants and contractors have been retained to shepherd the design/permitting process – Moffatt & Nichol for waterside improvements, BKF Engineers and April Philips Design Works for landside improvements and Rudder Law Group for permitting.
- Construction – In keeping with the Alameda Point DDA, APP will oversee the construction of both landside and waterside construction.

- Operation – WETA will be responsible for operations of the ferry according to the terms laid out in the Seaplane Lagoon Ferry Service Project MOU.

Delivery Schedule

After City Council approval of the Ferry Terminal Plan, permit applications will begin to be submitted to regulatory agencies. Permits are needed from the U.S. Army Corps of Engineers, Regional Water Quality Control Board, Bay Conservation and Development Commission, and potentially other governmental agencies. Construction is anticipated to begin in summer 2018 with completion of the terminal in the first quarter of 2019 (See below for a detailed schedule).

	2016				2017				2018				2019				2020	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Design																		
Permitting																		
Construction																		
Start Operations																		

**Cost Estimate**

Implementation of the Seaplane Lagoon ferry terminal requires funding for three primary costs:

- Ferry terminal construction
- Vessel procurement
- Ongoing ferry service operations, including maintenance of the facility

At this time, \$10 million is committed from APP pursuant to the DDA. The City and WETA are actively working to pursue additional capital and operating funding sources. There are several prospective funding sources that may be obtained to cover additional costs. Potential sources include:

- **Regional Measure 3 (RM3) funds** – Regional Measure 2 (RM2) was a ballot measure approved by voters in 2004. RM2 increased the tolls on the seven state-owned toll bridges in the San Francisco Bay Area by \$1.00. The increased toll revenue funds transportation projects that have been determined to reduce congestion or to make improvements to travel in the toll bridge corridors. A third Regional Measure (RM3) is expected to be added to the ballot in upcoming elections to further increase funds raised by Bay Area tolls for transportation improvements. Assuming voters approve RM3, RM3 funds would be expected to be available prior to 2020 and could be used by WETA to fund Seaplane Lagoon ferry operating expenses.

- **Federal TIGER grants** – Through the Transportation Investment Generating Economic Recovery (TIGER) competitive grant program, the Department of Transportation (DOT) is authorized to award up to \$500 million to road, rail, transit and port projects that will have a significant impact on the nation, a metropolitan area, or a region. Requests for funds to be used towards Seaplane Lagoon ferry capital needs will be included in the City of Alameda’s 2016 TIGER application.
- **State Proposition 1B funds** – State Proposition 1B, approved by the voters in November 2006, authorized the issuance of \$19.925 billion in state general obligation bonds for specific transportation programs intended to relieve congestion, facilitate goods movement, improve air quality, and enhance the safety of The State’s transportation system. In accordance with the City’s MOU with WETA, WETA commits to evaluate the feasibility of purchasing new vessels to support the Seaplane Lagoon service through State Proposition 1B.
- **Measure BB funds** – Measure BB was an Alameda County ballot measure approved by voters in 2014. The measure renewed the 0.5 percent Alameda County Transportation Commission Sales Tax approved in 2000 and increased the tax by 0.5 percent. This resulted in a 1 percent sales tax in the county dedicated to transportation expenses alone. The City will attempt to obtain Measure BB funds for the Seaplane Lagoon ferry operations and capital needs since the ferry would fit one of Measure BB’s key priorities of expanding mass transit.
- Other sources to be identified or developed.

Use of Funds	Estimated Cost	Potential Source of Funds
Terminal Waterside Costs <sup>(a)</sup>	\$13,000,000	APP, TIGER, Other regional funding
Terminal Landside Costs <sup>(b)</sup>	\$ 4,300,000	APP, TIGER, Other regional funding
Design/Permitting Fees <sup>(c)</sup>	\$ 900,000	APP
<b>Total Improvements</b>	<b>\$18,200,000</b>	
Vessel Procurement <sup>(d)</sup>	\$16,000,000	Prop 1B, Other WETA Sources
Annual Operating Subsidy <sup>(e)</sup>	\$ 1,800,000	Future regional funding, Other

(a) Moffatt & Nichol estimate; b) General contractor estimate; c) City/APP estimates; d) WETA estimate; e) 2019 operating subsidy per WETA estimate

Exhibits A – Q included

Exhibit A  
Ferry Terminal Location







Exhibit C  
Site A Phase 1 Overview Plan



Exhibit D  
Site A Phase 1 Circulation Plan

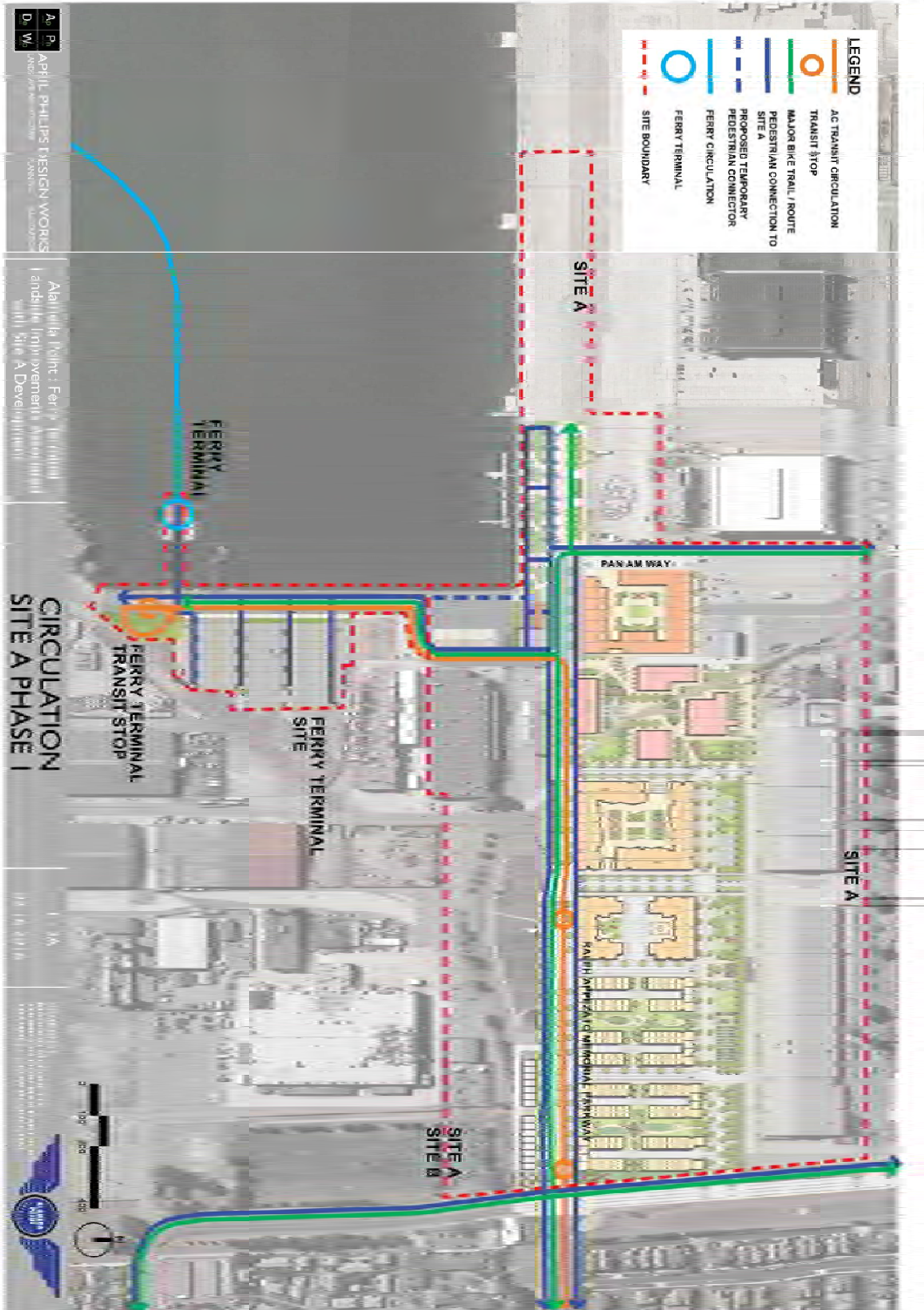


Exhibit E  
Site A Phase II Overview Plan

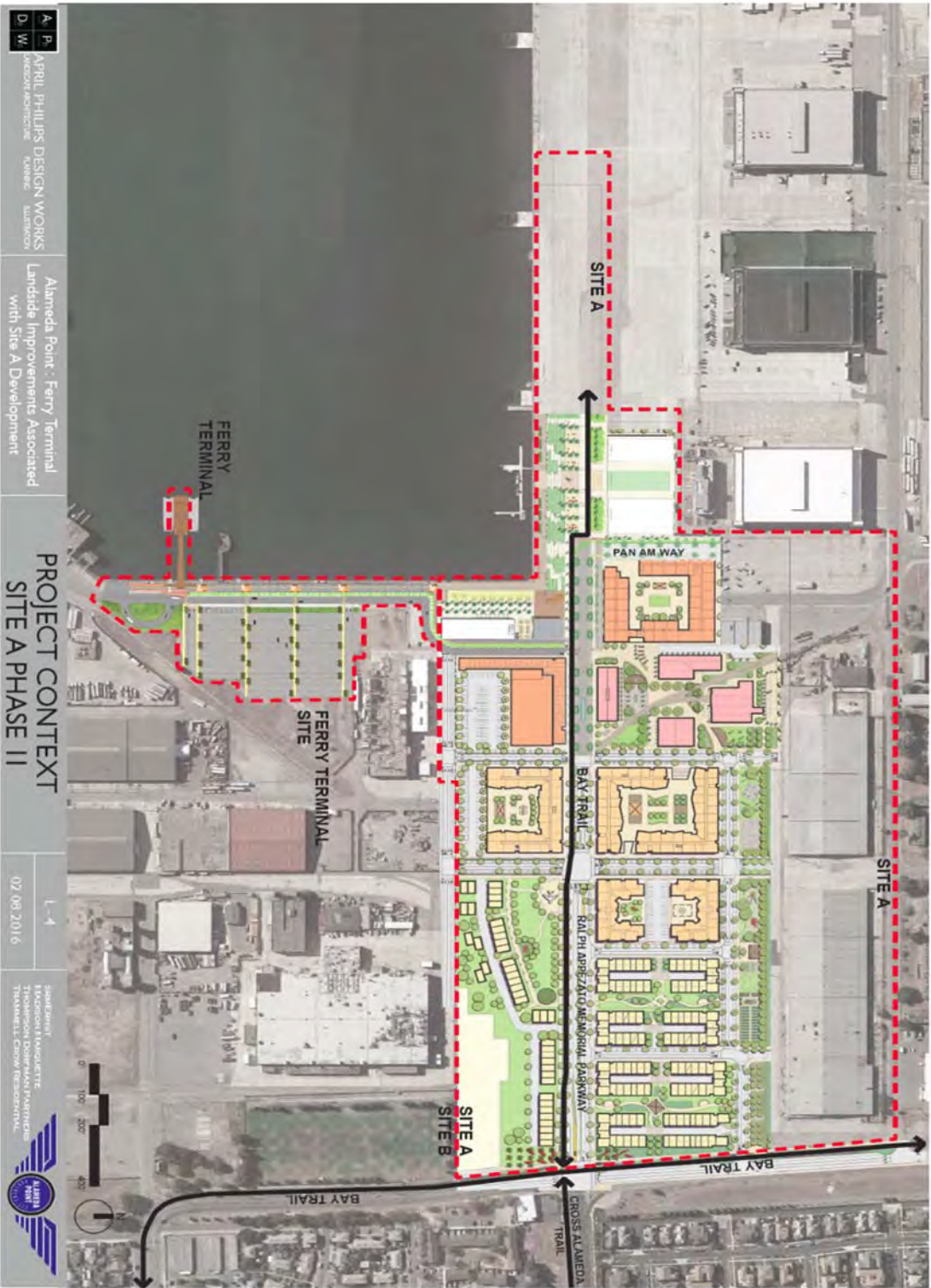


Exhibit F  
 Site A Phase II Circulation Plan

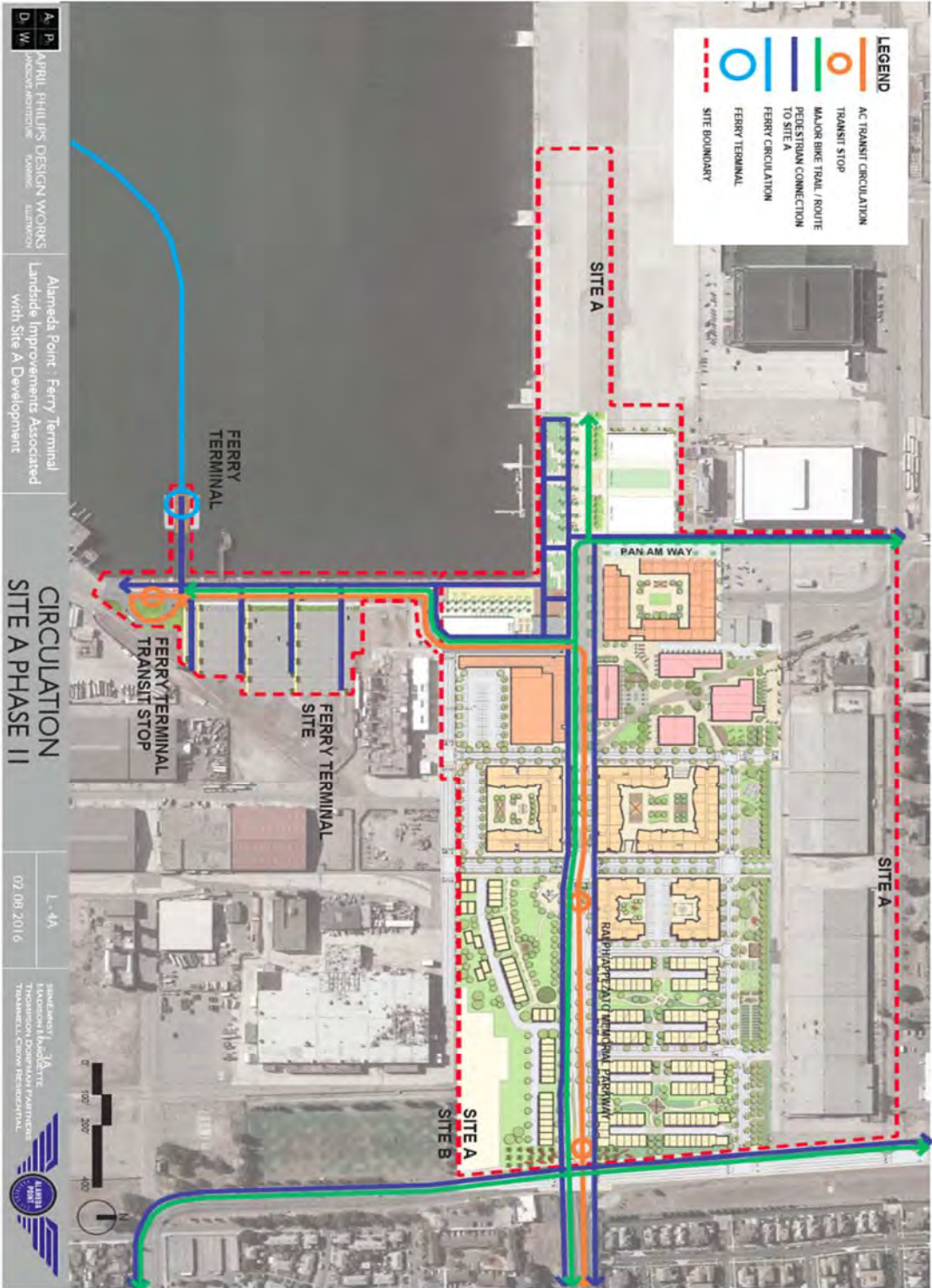


Exhibit G  
Site B Buildout Overview Plan



Exhibit H  
 Site B Buildout Circulation Plan

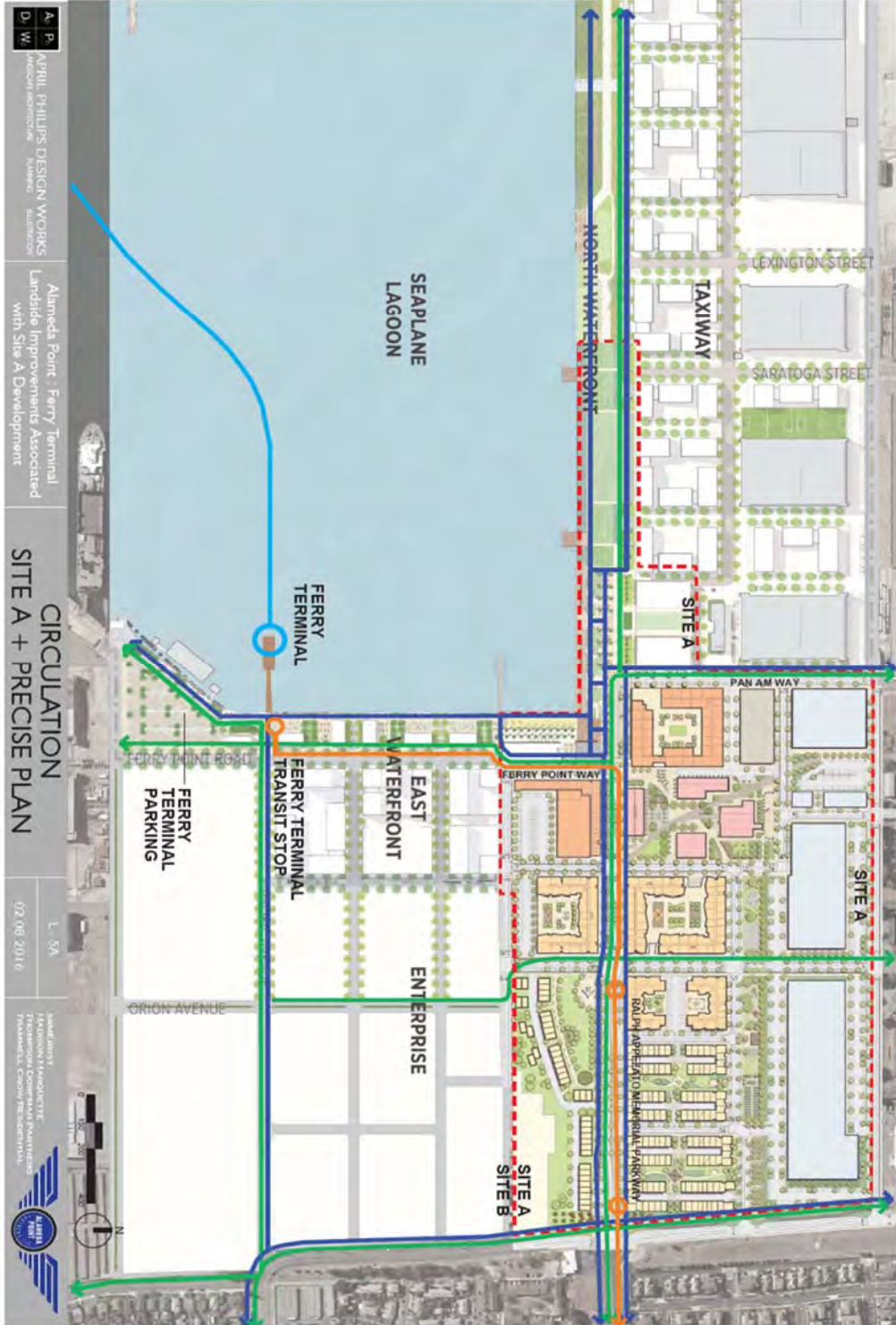


Exhibit I  
 Site A – Bay Trail (Precise Plan)

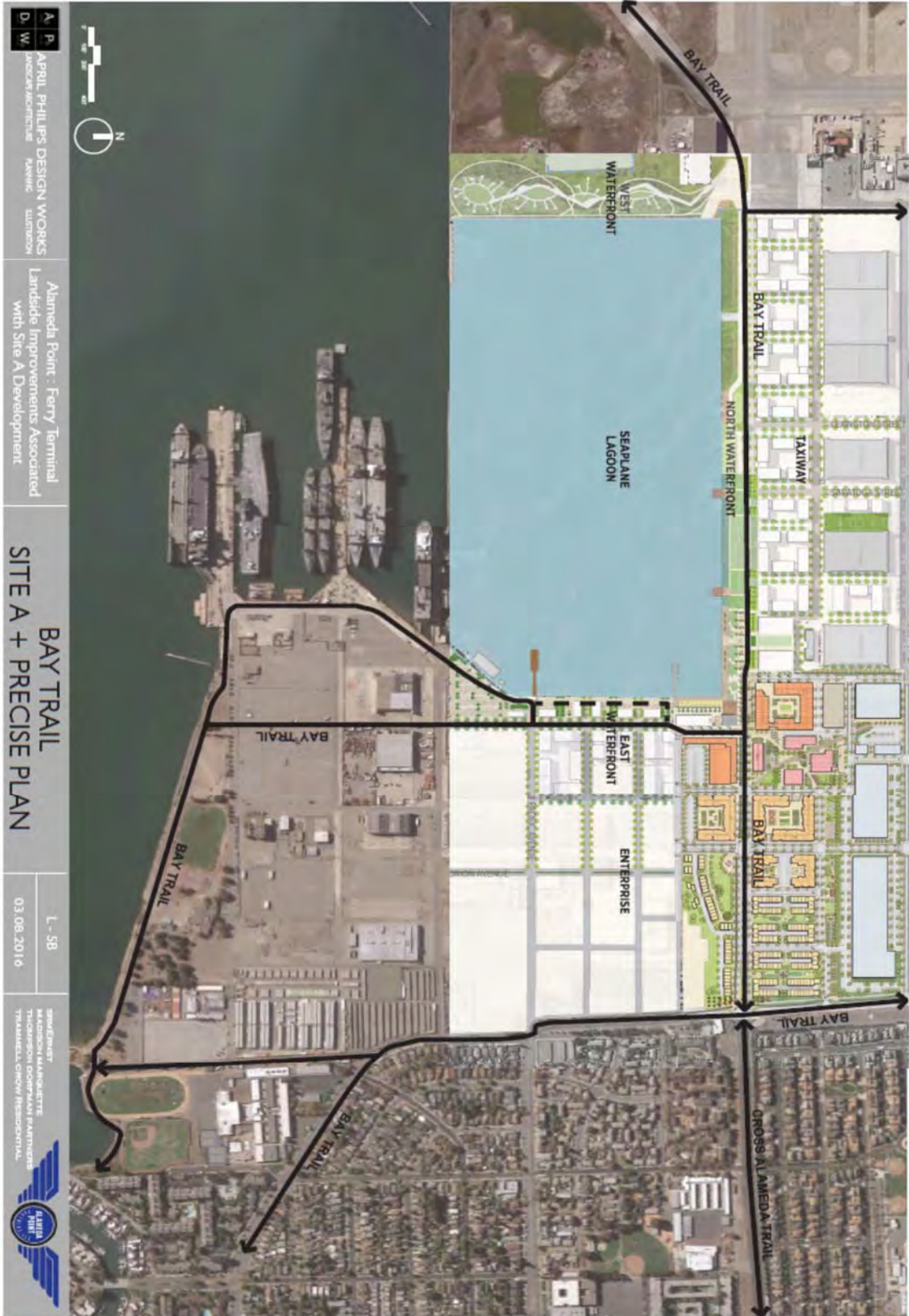
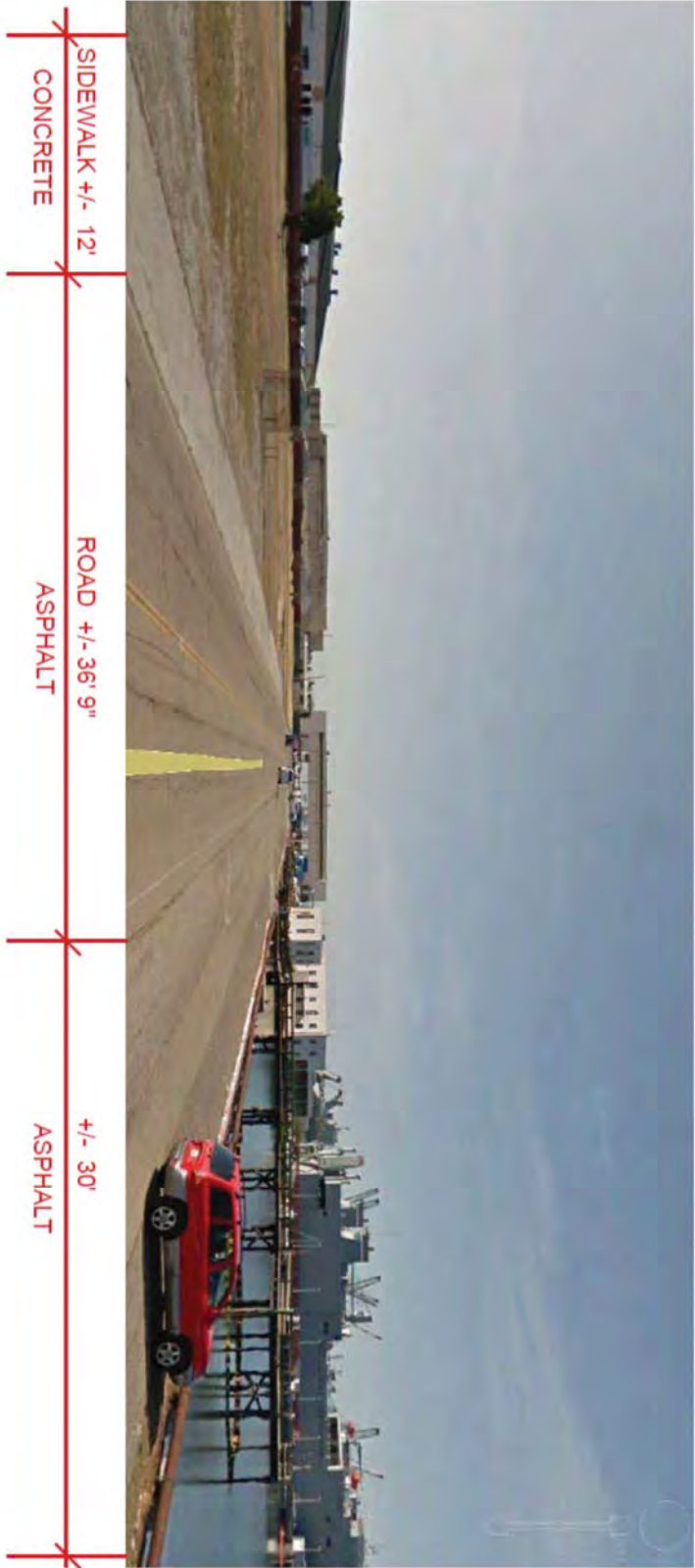




Exhibit J  
Aerial Overlay



Exhibit K  
Existing Section



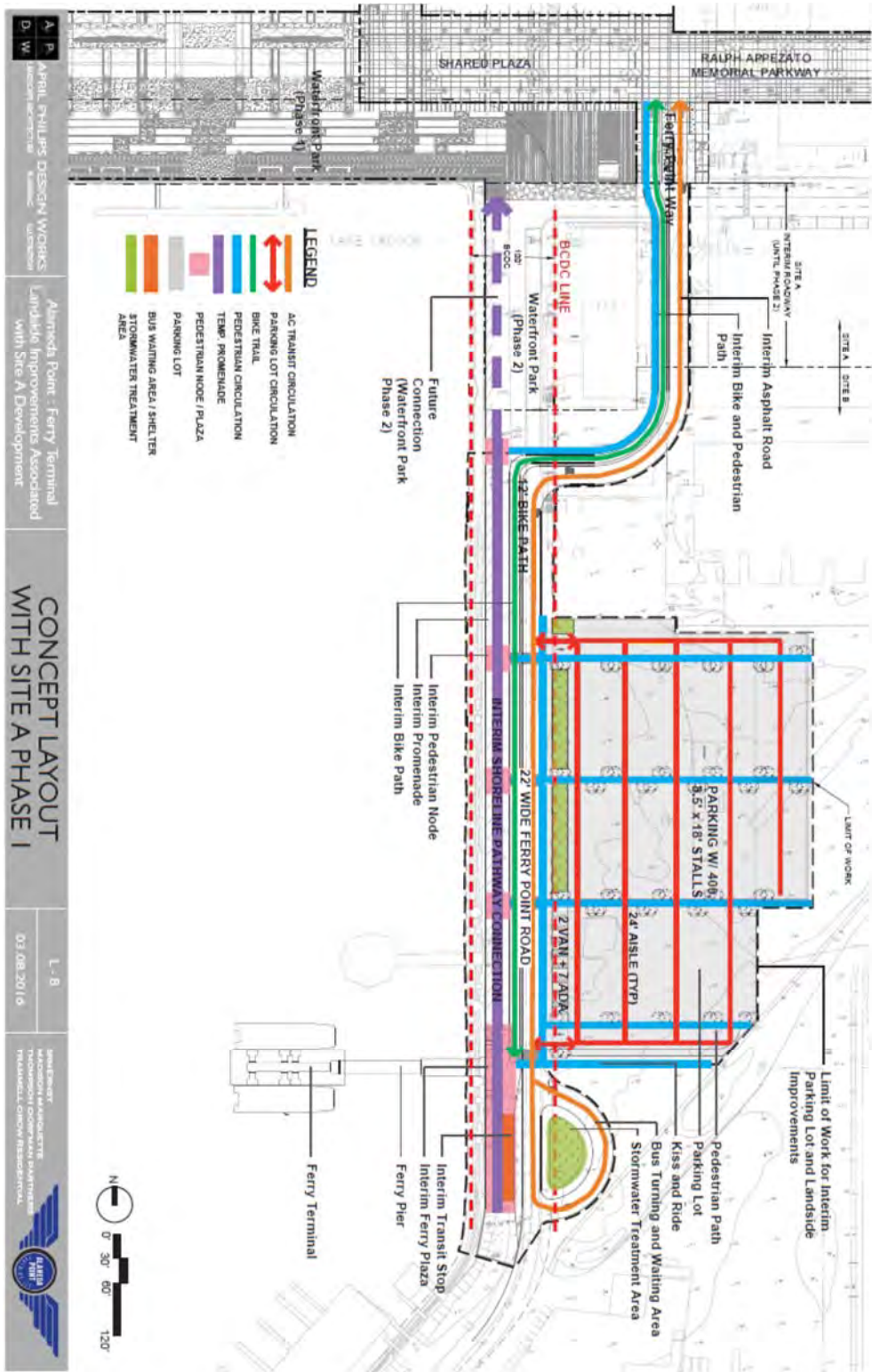
A P D W	APRIL PHILLIPS DESIGN WORKS ARCHITECTURE PLANNING DESIGN	Alameda Point : Ferry Terminal Landside Improvements Associated with Site A Development	EXISTING SECTION	L-7 03.08.2016	ENGINEER MADISON MADAGETTE PARITHEA TRAMMELL GROW RESIDENTIAL	
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Exhibit L  
Proposed Section



A P D W	APRIL PHILIPS DESIGN WORKS ARCHITECTURAL PLANNING ILLUSTRATION	Alameda Point - Ferry Terminal Landslide Improvements Associated with Site A Development	PROPOSED SECTION	L - 7A	SANDPAPER MADISON KAMONNETTE THOMPSON GOFFMAN PARTNERS TRAMWELL GROUP RESIDENTIAL
				03.08.2016	

# Exhibit M Concept Layout Phase 1



A. P. APRIL PHILLIPS DESIGN WORKS  
D. W. ARCHITECTURAL  
Landscape Architecture

Alameda Point - Ferry Terminal  
Landscape Improvements Associated  
With Site A Development

**CONCEPT LAYOUT  
WITH SITE A PHASE I**

L - B  
03.08.2016

M. B. BENTLEY  
ARCHITECTS  
THOMPSON CORP. PARTNERS  
TRAMMELL GROW RESIDENTIAL

Exhibit N  
 Site Plan Context- Phase 1

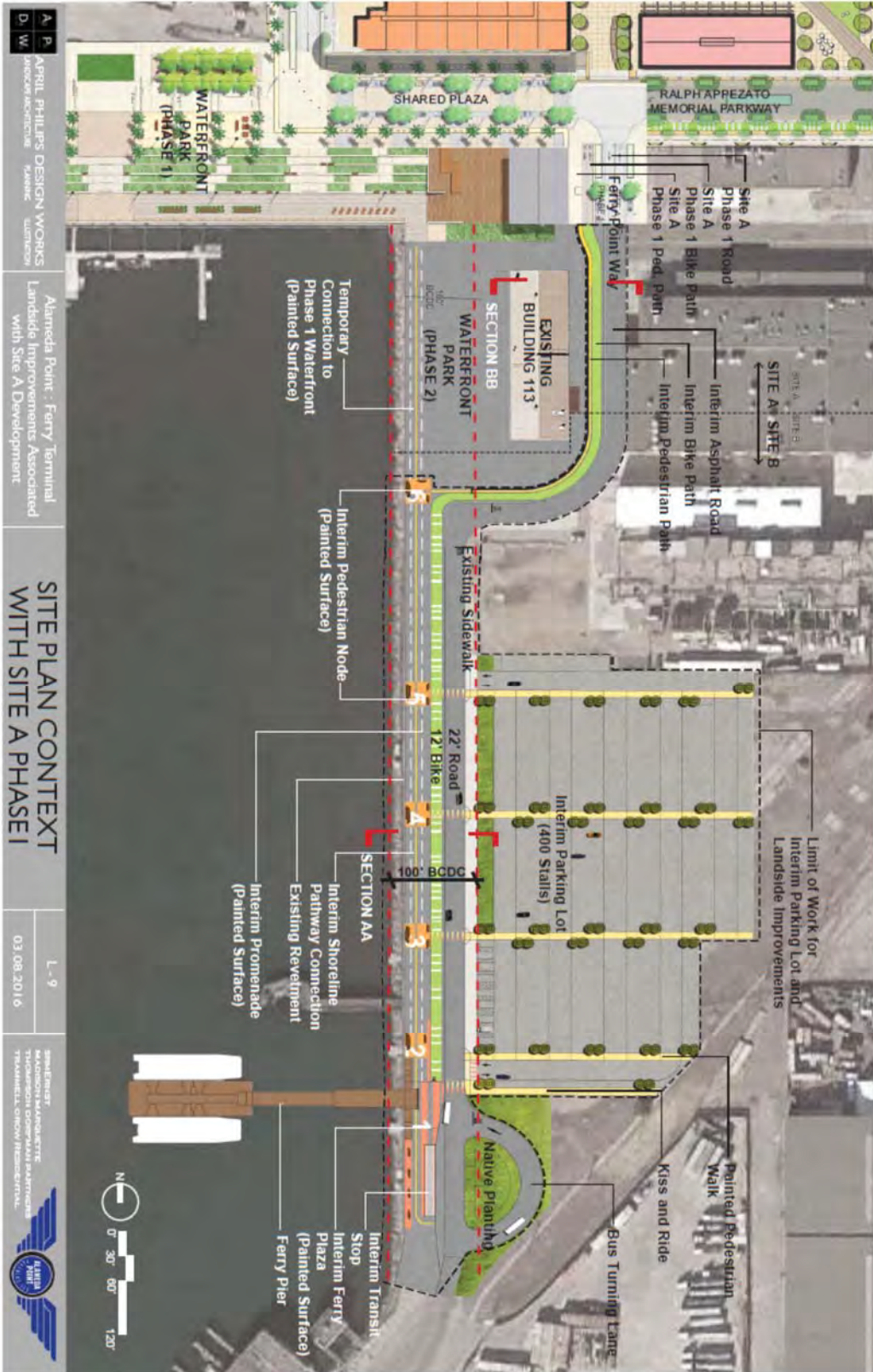
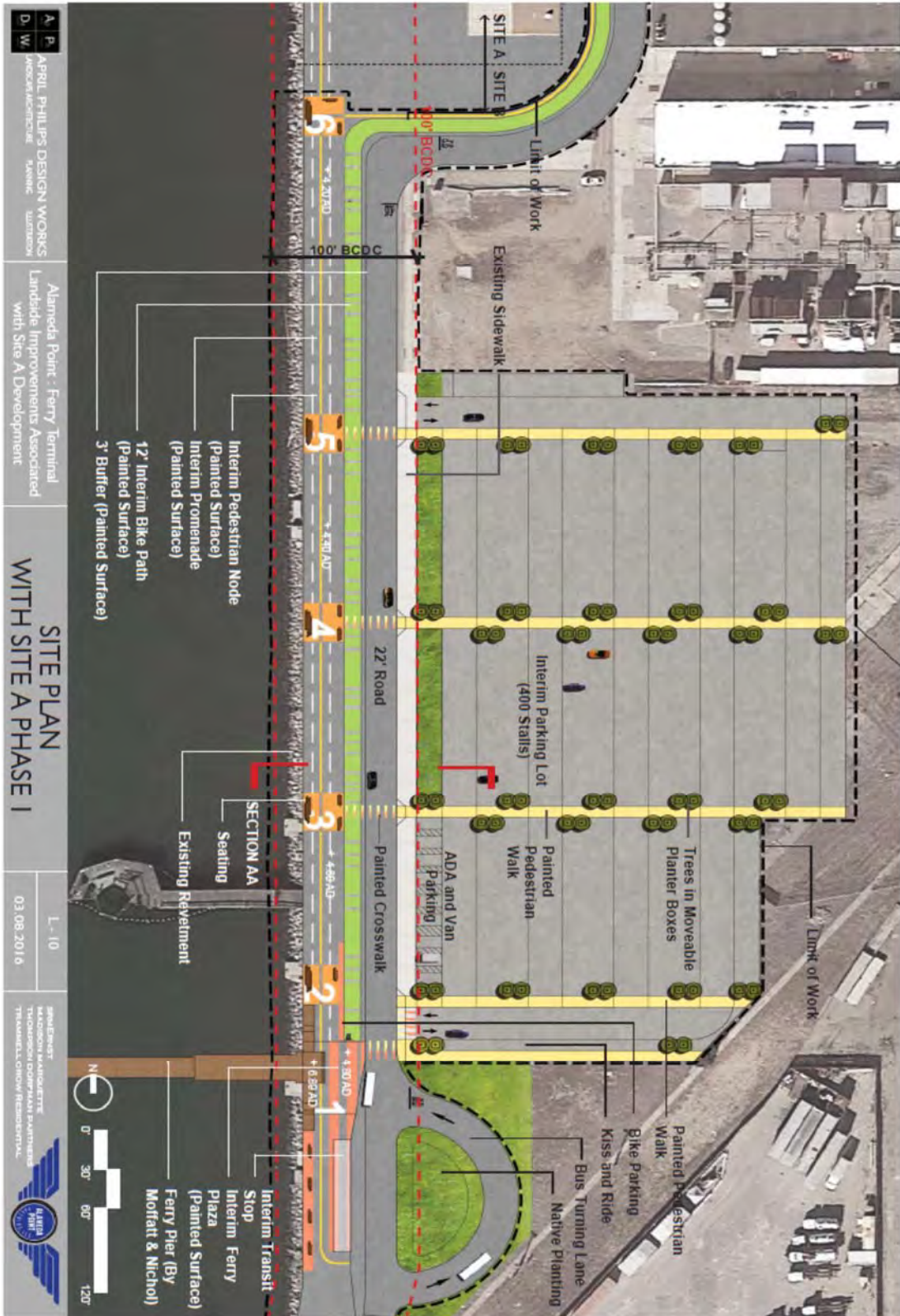


Exhibit O  
Site Plan – Phase 1



A/P APRIL PHILIPS DESIGN WORKS ARCHITECTURAL TANKA WASHINGTON  
D/W

Alameda Point : Ferry Terminal  
Landscape Improvements Associated  
with Site A Development

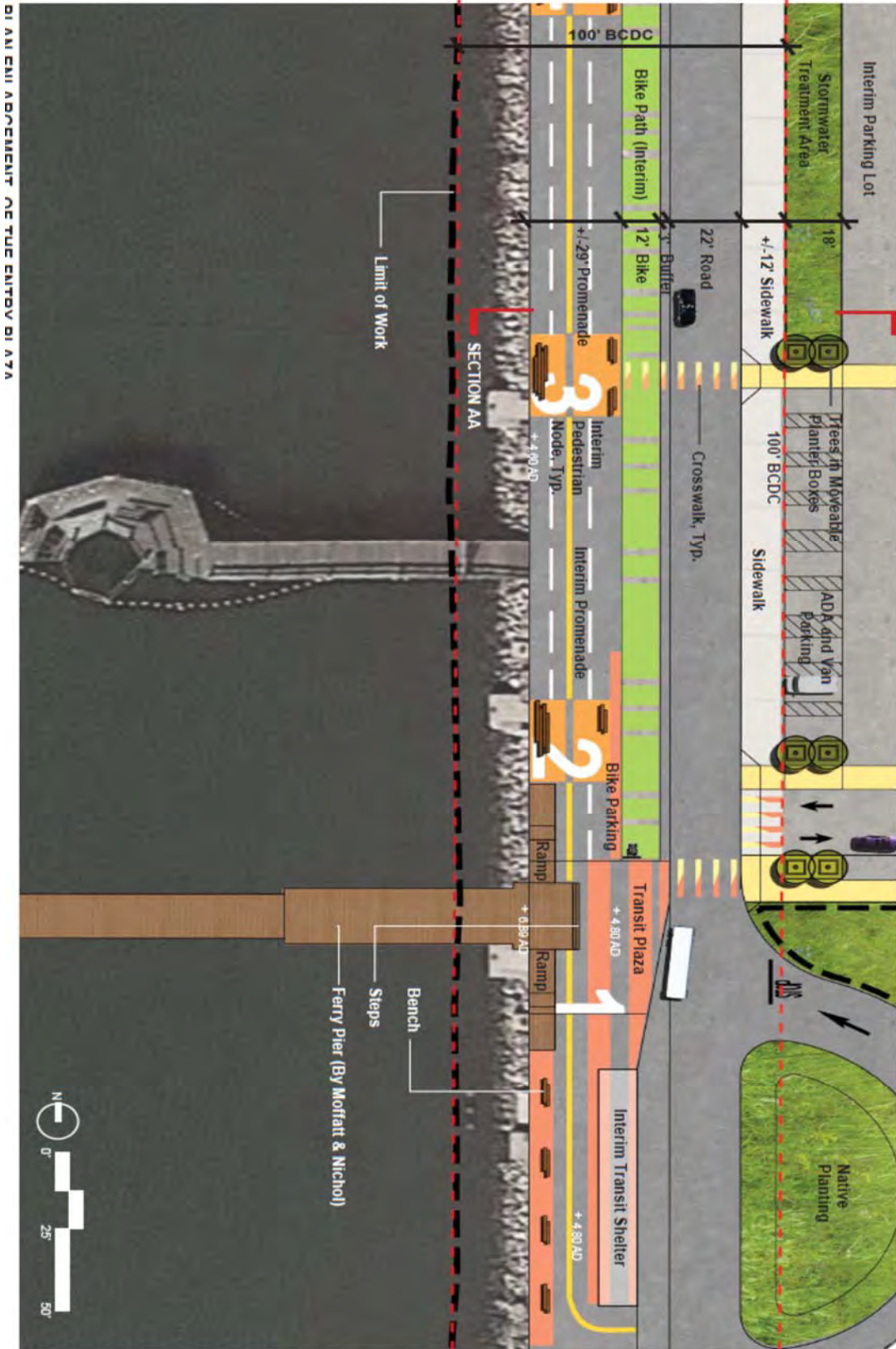
SITE PLAN  
WITH SITE A PHASE I

L-10  
03.08.2016

SPRINGER  
MADISON ARCHITECTURE  
THANANDA CHOW RESIDENTIAL

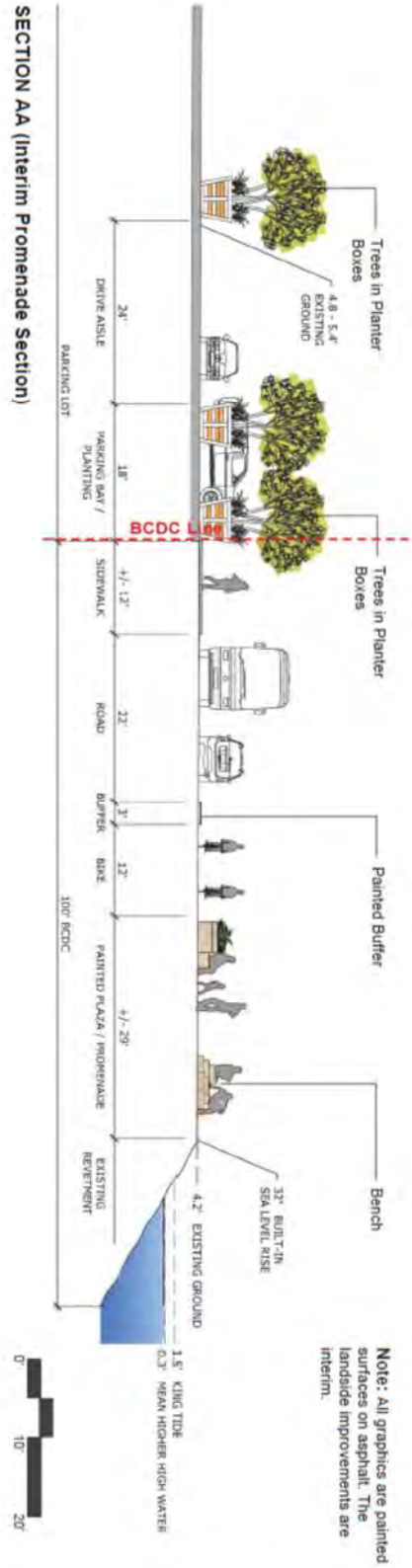


Exhibit P  
 Site Plan Enlargement Entry Plaza

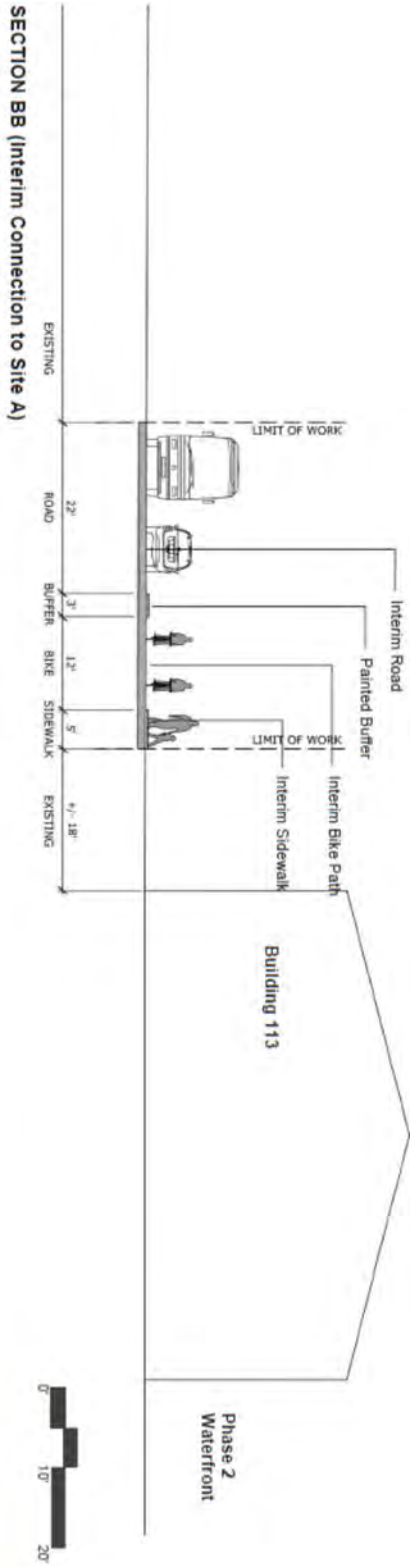


DI ANI CANI ADJACEMENT OF THE ENTRY DI A7A

Exhibit Q  
Site Sections



**Note:** All graphics are painted surfaces on asphalt. The landside improvements are Interim.



A P D W	ARUP PHILIPS DESIGN WORKS AMERICAN ARCHITECTURE ARCHITECT LUMBERA	Alameda Point - Ferry Terminal Landside Improvements Association With Site A Development	SITE SECTIONS		DATE: 03/05/2016	SCALE: 1" = 12'	PROJECT: ALAMEDA POINT FERRY TERMINAL LANDSIDE IMPROVEMENTS ASSOCIATION PHASE 1 DEVELOPMENT	



Exhibit Q  
Images



Interim Waterfront Trail & Plaza + Seating  
Nodes at 100' apart up to Phase I Site A

Interim Parking Lot with trees in boxes,  
painted crosswalks, and stormwater C3

	Alameda Point - Ferry Terminal Landscape Improvements Associated with Site A Development	PRECEDENT IMAGES	L - 13	
			03.08.2016	



Interim Bus Dropoff Ferry Waiting Pavilion  
with salvaged material seating

	Alameda Point - Ferry Terminal Landscape Improvements Associated with Site A Development	PRECEDENT IMAGES	L - 14	
			03.08.2016	