

# Draft Memorandum

Date: November 2, 2022

To: Greg Pasquali, Carmel Partners

From: Sam Tabibnia and Molly Riddle, Fehr & Peers

**Subject: Alameda Admirals Cove Infill Project - Transportation Demand Management Plan**

The Alameda Admiral's Cove Project is required to prepare a Transportation Demand Management (TDM) Plan per the City of Alameda Ordinance No. 3309.<sup>1</sup> This ordinance requires that any development of new dwelling units that will result in a net increase of 110 vehicle trips per day onto the public street network, as determined by the Institute of Transportation Engineers (ITE) Trip Generation Manual, implement a TDM program designed to reduce the number of vehicle trips generated by the Project. The goal of the TDM Plan is to reduce the vehicle miles traveled (VMT) and vehicle trips, particularly single-occupant vehicle trips, by Project residents and visitors. This memorandum provides background on the TDM Plan, describes the Project, lists the TDM strategies that the Project shall implement, and quantifies their effectiveness.

## 1. Background

The Alameda Admirals Cove Infill Project Transportation Impact Analysis estimates that the Project would generate approximately 1,010 daily, 86 AM, and 87 PM peak hour net-new automobile trips.<sup>2</sup> As a result, per the City of Alameda Ordinance No. 3309 and consistent with the City's General Plan Policy ME-20, action (a), the Project is required to prepare a TDM Program to implement measures designed to change individual travel behavior and encourage greater use

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<sup>1</sup> City of Alameda (November 17, 2021). *Ordinance No. 3309*. Accessed from:

[https://library.municode.com/ca/alameda/ordinances/code\\_of\\_ordinances?nodeId=1123763](https://library.municode.com/ca/alameda/ordinances/code_of_ordinances?nodeId=1123763)

<sup>2</sup> Fehr & Peers (October 20, 2022). *Alameda Admirals Cove Infill Project – Transportation Impact Analysis*



of alternative modes of transportation to reduce single-occupancy vehicle trips, vehicle miles traveled, and parking demand. The TDM Plan will be reviewed and approved by the City's Planning Board.

## 2. Project Description

The Project would be located at 250 Mosley Avenue in Alameda. The Project site is currently occupied by four single-family attached housing units which would be demolished to accommodate a five-story residential building with 227 dwelling units and about 230 parking spaces, accommodated in a two-level parking garage and a surface lot. Parking would be accessed via driveways on Mosley Avenue to the north and Annapolis Circle to the south.

The Project would provide 172 long-term bicycle parking spaces accommodated in three separate storage areas located on the first and second levels of the parking garage. Short-term bicycle parking, 30 spaces in total, would be provided throughout the site, within 50 feet of the lobby entrance to the north (16 spaces), adjacent to a southeast entrance to the parking garage (eight spaces), and adjacent to a southwest entrance to the parking garage (six spaces) which is also near the west patio entrance. The Project would also provide pedestrian access via a sidewalk on the south side of Mosley Avenue, two pedestrian paths connecting to the existing sidewalk on Annapolis Circle, and additional paths providing internal pedestrian circulation of the site.

## 3. TDM Strategies

This section describes the proposed strategies in more detail and quantifies their effectiveness to the extent possible.

The strategies in this TDM Plan shall be directly implemented by the Project or indirectly through the Alameda Transportation Management Agency (TMA). **Table 1** lists the TDM strategies and their effectiveness based on the use of the Alameda County Transportation Commission (CTC) VMT Reduction Calculator Tool,<sup>3</sup> which is consistent with the research primarily compiled in the Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity (California Air Pollution Control Officers Association [CAPCOA], December 2021) and other available sources. The CAPCOA report is a resource for local agencies to quantify the benefit, in terms of reduced travel demand, of implementing various TDM strategies. Each strategy is described in detail in the following pages.

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<sup>3</sup> See <https://www.alamedactc.org/planning/sb743-vmt/> for more information.



The strategies in **Table 1** are primarily targeted at Project residents. While some of the strategies would also affect the travel behavior of residential visitors, this group is not directly targeted with TDM programs. Visitors would likely not be aware of TDM programs or visit frequently enough to make them cost effective.

The TDM strategies include both one-time physical improvements and on-going operational strategies. Physical improvements will be constructed as part of the Project and therefore have a one-time capital cost. Some level of ongoing maintenance cost may also be required for certain improvements. Operational strategies provide on-going incentives and support for the use of non-auto transportation modes. These operational TDM measures have monthly or annual costs and will require on-going management and oversight.

The Project residents will be members of the Alameda TMA, which will pool resources with other developments in Alameda to:

- Provide transportation information services to all the residents and workers through the TMA website and other sources
- Implement many of the operational strategies outlined below (as indicated in **Table 1**)
- Conduct annual commute surveys of residents

All Project residents will pay annual fees to fund the TMA activities and support supplemental transit services and trip reduction services for the residents. The annual TMA fees are estimated to be \$430 per unit per year.<sup>4</sup>

Annual assessments shall be adjusted annually in accordance with the San Francisco Bay Area Consumer Price Index for All Urban Consumers (CPI-U).

The TMA determines how residential assessments will be used to promote travel by non-auto modes. Future assessments received from Project residents may allow for additional transit services and future water shuttle services designed to serve between Alameda and Oakland and connect the Project site to the regional ferry services provided from Jack London Square in Oakland.

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<sup>4</sup> TMA fees calculated by adjusting the January 2021 TMA fee for measured inflation in the San Francisco-Oakland-Hayward area. The U.S Bureau of Labor statistics measured 8.0% inflation in the San Francisco-Oakland-Hayward area between January 2021 and August 2022.

**Table 1: TDM Plan Components**

TDM Strategy	Description	Established VMT and Vehicle Trip Reduction <sup>1</sup>	TMA Strategy <sup>2</sup>
A. Infrastructure Improvements	Various improvements including pedestrian improvements at the Mosley Avenue/Monterey Circle and Mosley Avenue/Singleton Avenue intersections (detailed description follows Table 1)	N/A <sup>3</sup>	No
B. Transit Passes	Provide one AC Transit EasyPass per residential unit, if provided by participation in the Alameda TMA	<1%	Yes
C. Limited Parking Supply	Project provides about 1.01 off-street parking spaces per unit, about 60 percent of the auto ownership in the City of Alameda		No
D. Unbundled Parking	Residents are required to pay for a parking space separately from their monthly rent	1-4%	No
E. Residential Parking Management	Restrict on-site parking to a maximum of one parking space per unit, thereby discouraging multiple car ownership		No
F. Designated Parking Spaces for Carshare	Offer to dedicate on-site carshare parking spaces	0-1%	No
G. Carpool and Ride-Matching Assistance	Assist Project residents in forming carpools	N/A <sup>3</sup>	Yes
H. Bicycle Parking Monitoring	Monitor usage of the bicycle parking facilities and increase supply if necessary	0-1%	No
I. Guaranteed Ride Home	Encourage residents to register for the free program	N/A <sup>3</sup>	No
J. TDM Coordinator	Coordinator responsible for implementing and managing the TDM Plan	N/A <sup>3</sup>	Yes
K. Marketing and Education	Active marketing of all non-automobile travel choices	N/A <sup>3</sup>	Yes
<b>Estimated Vehicle Trip Reduction</b>		2-7%	

**Notes**

1. The focus of the CAPCOA document is reductions to VMT but the research used to generate the reductions also indicates vehicle trip reductions are applicable as well. For the purposes of this analysis the vehicle trip reduction is assumed to equal the VMT reduction. See the cited CAPCOA research for more information and related information on page 8 of the BAAQMD *Transportation Demand Management Tool User's Guide* (June 2012).
2. TMA strategies are strategies that are either directly administered or promoted by the TMA.
3. The effectiveness of this strategy cannot be quantified at this time. This does not necessarily imply that the strategy is ineffective. It only demonstrates that existing literature does not provide a robust methodology for calculating its effectiveness. In addition, many strategies are complementary to each other and isolating their specific effectiveness may not be feasible.

Source: Fehr &amp; Peers, 2022.





A more detailed description of the TDM measures is provided below. All on-going operational strategies, such as providing transit passes shall be in place before the completion of the Project, unless noted:

- A. *Infrastructure Improvements* – The following infrastructure improvements implemented by the Project would improve bicycling and walking in the Project vicinity and would further encourage the use of these modes:
  - Installation of improvements to slow traffic and improve pedestrian visibility at the Mosley Avenue/Monterey Circle including curb extensions and a marked crosswalk on the east intersection approach.
  - Fair share contribution towards improvements to slow traffic and improve pedestrian visibility at the Mosley Avenue/Singleton Avenue intersection which may include installation of a traffic circle, MUTCD-compliant stop signs on all corners, and striped crosswalks and stop bars across all four intersection approaches.
- B. *Transit Passes* – If provided by participation in the Alameda TMA, the Project would provide all households with one AC Transit Easy Pass, which will grant access to all of AC Transit's services including Transbay buses (i.e., the San Francisco express commuter buses). The cost of the passes would be built into the mandatory Alameda TMA fee included in assessments on each unit. AC Transit Lines 19 and 96 have stops within a half-mile of the Project. Line 19 offers service to Downtown Oakland and the Fruitvale BART station and Line 96 offers service to Alameda Point, Downtown Oakland, and Oakland's Dimond District. Since the Project is not directly served by AC Transit buses and the effectiveness of the measure in reducing VMT and vehicle trips is rather low, the Project is not obligated to provide the transit passes if they are not provided through the Alameda TMA.
- C. *Limited Parking Supply* – The Project proposes to provide parking at a rate of about 1.01 spaces per residential unit. This is less parking than the current average automobile ownership rate of 1.64 vehicles per household in the City of Alameda.<sup>5</sup>
- D. *Unbundled Parking* – As required by the City of Alameda Municipal Code (Section 30-7.7), the cost of private residential parking in the Project parking facility shall be unbundled from the price of the housing unit such that potential renters or buyers shall have the option of renting or purchasing a dwelling unit at a price lower than would be the case if there were a single price for both the dwelling unit and the parking space. Unbundling the cost of parking provides a financial incentive for residents to reduce car ownership.
- E. *Residential Parking Management* – Parking would be restricted to a maximum of one space per unit thereby discouraging multiple car ownership. Exceptions will only be made for residents with management approved Reasonable Accommodation Requests. A Reasonable

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<sup>5</sup> U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates, Table B25044



Accommodation Request shall need to demonstrate a hardship wherein a household requires more than one vehicle per unit. Examples could include households with multiple disabled residents requiring vehicles or households with multiple residents with places of work inaccessible via transit.

- F. *Designated Parking Spaces for Carshare* – Offer to designate at least two on-site parking spaces for car-sharing (such as Getaround, Zip Car, etc.) for free. Monitor the usage of the car sharing spaces and adjust if necessary.
- G. *Carpool and Ride-Matching Assistance Program* – Offer personalized ride-matching assistance to pair residents interested in forming commute carpools. The Project could use services such as 511.org RideShare, ZimRide, Scoop, or Enterprise RideShare.
- H. *Bicycling Parking Monitoring* – Monitor the usage of both long-term and short-term bicycle parking throughout the Project site and provide additional bicycle parking if demand for bicycle parking is at or near capacity. Potential options may include converting automobile parking to bicycle parking if the automobile parking is underused.
- I. *Guaranteed Ride Home* - Encourage residents who work off-site to register for the Guaranteed Ride Home (GRH) program. Residents may be hesitant to commute to work by any other means, besides driving alone, since they lose the flexibility of leaving work in case of an emergency. GRH programs encourage alternative modes of transportation by offering free rides home in the case of an illness or crisis, if the employee is required to work unscheduled overtime, if a carpool or vanpool is unexpectedly unavailable, or if a bicycle problem arises. The Alameda County Transportation Commission offers a GRH service for all registered permanent employees who are employed within Alameda County, live within 100 miles of their worksite, and do not drive alone to work. The GRH program is offered at no cost to the employer, and employers are not required to register for their employees to enroll and use the program.
- J. *On-Site TDM Coordinator* – Designate a TDM coordinator either through the TMA or a dedicated on-site person responsible for implementing and managing the TDM Plan. The TDM coordinator would also be responsible for ensuring that all residents and visitors are aware of their transportation options and would serve as a point of contact regarding the TDM programs.
- K. *Marketing and Education* – Provide residents information about transportation options. This information would also be posted in a central location (e.g., the main building lobby) and provided on a Project website and be updated as necessary. In addition, new residents would receive this information as part of a “Welcome Packet” upon moving in. This information shall include:



- *Transit Routes* – Promote the use of transit by providing user-focused maps. These maps provide residents with wayfinding to nearby transit stops and transit-accessible destinations.
- *Transit Fare Discounts* – Provide information about local discounted fare options offered by the San Francisco Bay Ferry Service, BART, and AC Transit, including discounts for youth, elderly, persons with disabilities, and Medicare cardholders.
- *Car Sharing* – Promote accessible car sharing programs, such as GiG and Getaround by informing residents of car share services that are available in Alameda and applicable membership information.
- *Ridesharing* – Provide residents with phone numbers and contact information for ride sharing options including Uber, Lyft, and Alameda taxicab services.
- *Carpooling* – Provide residents with phone numbers and contact information for carpool matching services such as the Metropolitan Transportation Commission's 511 RideMatching.
- *Bikeshare/Scooters* – Educate residents about bikeshare/scooters, if they become available in Alameda.

As shown in **Table 1**, it is estimated that the TDM strategies described above would reduce VMT and vehicle trips by between two and seven percent. Actual reduction in VMT and vehicle trips may be higher, particularly since the Project would improve walking and biking infrastructure in the Project vicinity and implement marketing strategies that cannot be quantified.

Please contact Molly Riddle ([m.riddle@fehrrandpeers.com](mailto:m.riddle@fehrrandpeers.com) or 510-851-7719) with questions or comments.