

Transportation Commission

April 22, 2015

Item 5A

Action

Approve Harbor Bay Ferry Area Parking Recommendations

BACKGROUND

Based on additional comments received (Exhibits 7 and 8), staff has provided changes to this report, specifically recommendations. Changes to the report are shown in blue, including redactions which also include a strikethrough (e.g. ~~text~~).

The Harbor Bay Ferry Terminal is surrounded by residential neighborhoods, an undeveloped property, and Shoreline Park, which abuts the terminal to the north. Additional commercial properties are on Harbor Bay Parkway. The approximate boundaries of nearby homeowners associations are shown in the area map below (Figure 1). The ferry service runs on weekdays. The first ferry leaves the terminal at 6:30 am and the last ferry arrives at 8 pm.

Figure 1. Area Map



The City of Alameda has been working with the Water Emergency Transportation Authority (WETA), which is the agency that runs the ferry service, to provide more parking for ferry riders near the Harbor Bay Ferry Terminal. There are two main concerns regarding parking:

1. There is currently an insufficient supply of parking at this terminal due to the increased ridership caused by the recent BART strikes and improved economy.
2. Parking is spilling over into nearby neighborhoods, which include public and private streets.

DISCUSSION

In order to address the parking concerns, staff has taken a “phased”, or step, approach, which allows staff to make incremental improvements and adapt as needed towards a final goal. Long-term improvements, such as the conversion of the adjacent, undeveloped lot, require extensive analysis and coordination/approval, and would therefore, be reviewed at a later phase.

As a first step, staff improved access and visibility along Adelphian Way. Motorists were parking too close to corners/crosswalks and in front of fire hydrants. In December 2014, staff painted red curbs at the circled locations shown in Figure 2.

Figure 2. Red Curbs



In January 2015, staff installed no parking street sweeping signs on Adelphian Way. The signs prohibit parking along the landward, or home side, from 8 am to 11 am, on the first and third Fridays of the month.

Initial Recommendation

For the current phase, staff developed initial recommendations for Adelphian Way and Mecartney Road. These recommendations included:

1. On the landward side of **Adelphian Way**, between Mecartney Road and the crosswalk by the lagoon, remove the 2-hour parking restriction to provide 24 unrestricted parking spaces. The 7 parking spaces, from the crosswalk to Crendon Circle, would remain as 2-hour parking.
2. On **Mecartney Road**, between Adelphian Way and Sharon Road, shift the roadway markings to provide 32 unrestricted parking spaces along the south side of the street, i.e. the side closer to the ferry terminal. The bike lanes would not be removed.

Public Outreach

Staff began a public outreach process to solicit comments and adjust recommendations prior to finalization. Staff sent out notifications to those residing in the Headlands, Columbia, and Bay Colony areas; placed barricades with the notifications along Adelphian Way, along Mecartney Road, and at the Ferry Terminal; and on February 24,

2015, held a community meeting at Bay Farm Elementary School. The notifications and meeting notes have been provided as Exhibits 1 through 7.

From the community meeting and through email/phone correspondence, staff has learned the following as it pertains to the initial recommendations:

1. Residents want the ferry parking out of their neighborhoods.
2. 63% of individuals are not in favor of the Adelphian Way recommendation.
3. 84% of individuals are not in favor of the Mecartney Road recommendation.
4. Some residents would be more amenable to the Adelphian Way recommendations if they were temporary.
5. Residents are concerned about overnight parking on-street.
6. Motorists are leaving their vehicles in the ferry parking lot overnight.
7. Residents would like to see parking on Harbor Bay Parkway.
8. The Community of Harbor Bay Isle Owners Association, a master homeowners association on Bay Farm Island, is opposed to the initial recommendations and requests for enforcement of the 2-hour parking zones.
9. The Headlands Home Owners Association is opposed to the initial recommendations and requests for enforcement of the 2-hour parking zones **after an alternate solution for ferry parking is established.**

This item was originally scheduled to be heard by the Transportation Commission on March 25, 2015. Due to the rescheduling and additional time provided, staff was able to collect additional comments (Exhibits 7 and 8) and revise the recommendations. The residents and HOA's comments are summarized below.

1. They do not support the conditional changes to Adelphian Way as there are no long range solutions, and therefore, no end in sight for the temporary changes.
2. They are concerned about the impacts to recreational usage.

Staff has provided recommendations based on engineering analysis and comments received from the public.

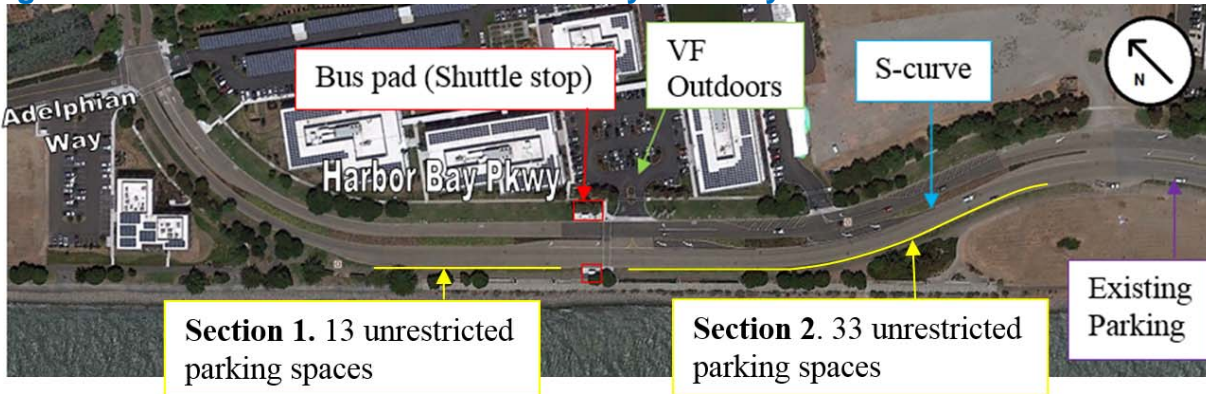
Final Recommendation #1: Parking Changes to Harbor Bay Parkway

Staff evaluated Harbor Bay Parkway and found that 46 unrestricted parking spaces could be added along the bayside (Figure 3). A conceptual drawing has been provided in Exhibit 9. Parking along the bayside would provide motorists with easy access to the path, which leads directly to the Harbor Bay Ferry Terminal. The parking would be prohibited from 10 pm to 6 am. Staff would work with WETA in promoting the use of this parking.

Any City approved changes are ultimately subject to the approval of Harbor Bay Isle Associates (HBIA) and The San Francisco Bay Conservation and Development Commission (BCDC). HBIA is the master developer of the planned community commonly called Harbor Bay Isle and BCDC is a commission that has regulatory responsibility over development in the San Francisco Bay and along the Bay. HBIA and BCDC have an agreement that prohibits parking along this section of Harbor Bay

Parkway. The agreement also has a provision for four travel lanes. Therefore, the recommended changes would require an amendment of the agreement.

Figure 3. Recommendation #1: Harbor Bay Parkway



Section 1

On Harbor Bay Parkway, coming from Adelphian Way, there is one travel lane, and the curb to median width is 20 feet. Prior to the end of the curve, the roadway begins to open, and eventually becomes 32 feet wide. Striping for two lanes of travel begins thereafter.

In order to not disrupt motorists and/or bicyclists navigating the curve, staff has recommended that the parking begin once the roadway becomes straight. This will allow for a consistent turn and will prevent potential sideswipes of parked vehicles. Hatched shoulder striping would be provided prior to the first parking space to guide motorists along the curve and indicate the area as no parking.

After the curve, the roadway would be kept as one 15 foot wide travel lane (one lane would be removed). This will allow for a 9 foot parking lane and a smooth transition to the recommended one lane S-curve in Section 2.

Along Section 1, thirteen unrestricted parking spaces would be added, and one no parking sign would be replaced with a no parking 10 pm to 6 am sign. Parking prohibition would begin 40 feet before the bus pad (red box in Figure 3) and end 20 feet after the crosswalk. This will maintain adequate visibility for pedestrians and access for the shuttles.

Section 2

This portion of roadway is currently two lanes. However, the removal of one lane will allow for more than sufficient room for a travel lane (15 feet) and parking lane (9 feet). This is true even along the S-curve, which is 32 feet wide curb to curb.

Along the straight portion of the roadway, ten unrestricted parking spaces would be added. Along the S-curve, twenty-three unrestricted parking spaces would be added. Four no parking signs would be replaced with no parking 10 pm to 6 am signs. The

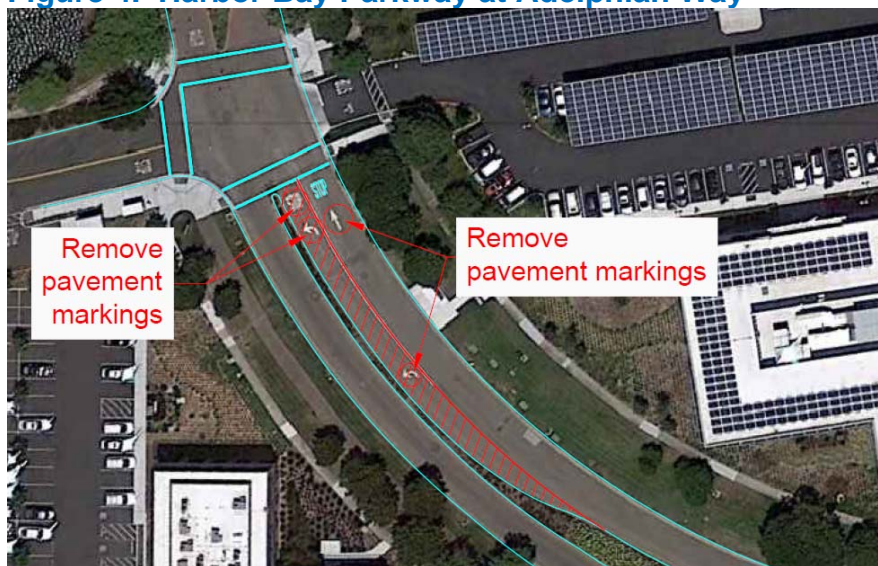
parking would end 40 feet before the driveway (of a future development) to maintain proper visibility.

Existing unrestricted parking begins east of the driveway. This parking extends for approximately 2,600 feet (130 parking spaces) and is underutilized. No parking 10 pm to 6 am signs can be evaluated with HBIA, BCDC, and the Alameda Police Department at a later time.

Expected Changes to Circulation

Staff expects an increase in U-turns on Harbor Bay Parkway at Adelphian Way by motorists wishing to park along the bayside. Staff found that it was not possible for a passenger vehicle to make a U-turn from the existing left turn lane, but it could be done properly from the existing through lane. Therefore, staff is recommending to remove the left turn lane as part of Recommendation #1. Motorists will be able to drive straight, turn left, and make U-turns from the existing through lane. Please see Figure 4. The red markings indicate changes.

Figure 4. Harbor Bay Parkway at Adelphian Way



Education and Enforcement (of Adelphian Way)

After Recommendation #1 has been approved by the appropriate bodies and installed on Harbor Bay Parkway, staff plans to work with WETA on educating the public. This includes, but is not limited to, the placement of posters on barricades on Harbor Bay Parkway, at the Ferry Terminal, and along Adelphian Way. The posters would announce the new parking changes, promote Adelphian Way as recreational parking, and warn of future citations on Adelphian Way for motorists parking longer than 2 hours. The educational period will last 2-4 weeks and enforcement would begin thereafter.

Follow-up Review of Spillover Parking

It typically takes 8 weeks for motorists' behavior to adapt and normalize after traffic changes have been made. After staff has determined that motorists' behavior has

normalized, staff will seek feedback from the appropriate HOA's to see if additional steps are needed.

At this time, staff is not recommending any physical changes to Adelphian Way. However, it has been brought to our attention that residents may want some unrestricted parking on Adelphian Way rather than in front of their homes (Exhibit 8). If spillover parking has not been addressed by Recommendation #1, **and with the support of the appropriate HOA's**, staff may revisit the idea of unrestricted parking on Adelphian Way.

No Parking Areas: Harbor Bay Parkway in front of VF Outdoors

Across the street from Section 1, the curb to median width is 27 feet by the crosswalk near the driveway of VF Outdoors and 20 feet where the road begins to curve. There is one fire hydrant by the bus pad and one prior to the curve. The City's required Fire Lane width is 20 feet. To maintain proper access and maneuverability for the Fire Department, staff does not recommend providing parking in front of VF Outdoors as it would result in an insufficient Fire Lane width (19 to 12 feet).

Additionally, if ferry riders were allowed to park here, staff expects that pedestrians would cross midblock, potentially at the curve. This behavior would not be beneficial to pedestrians and is not recommended by staff.

Initial Feedback

Staff sent these recommendations to the HOA's, HBIA, and VF Outdoors to solicit comments. Due to a short turnaround, some HOA's were unable to provide official responses. Full responses from these parties have been provided in Exhibit 8.

Two HOA's provided comments via email. Pauline Chow, of Columbia HOA, inquired whether the additional parking would be sufficient to address the spillover and believed that they would rather have motorists parking on Adelphian Way rather than in their neighborhood. The Headlands HOA "fully endorsed" the recommendations and provided two additional points: (1) they are still concerned regarding spillover parking on Creedon Circle and Sweet Road, and (2) they urge the City and WETA to pursue the acquisition of the adjacent dirt lot.

Staff met with representatives of HBIA and the Harbor Bay Business Park Association Board of Directors (HBBPA-BOD) to discuss the recommendations. They stated that "they will work cooperatively with the City of Alameda, BCDC, and WETA in their efforts to reach agreement on Ferry Terminal Parking Lot over flow and/or public access to the Shoreline Park."

Staff's attempts to reach VF Outdoors were unsuccessful as they were unresponsive. VF Outdoors had submitted concerns with staff's original recommendation for Harbor Bay Parkway (for the March Transportation Commission meeting). The concerns included (A) conflicts between parked vehicles and bicycles riding along the curve, and (B) the visibility of pedestrians crossing at the crosswalk on Harbor Bay Parkway. Both

of these concerns were addressed in the original recommendation, and continue to be addressed in the current recommendation.

Summary of Recommendation #1

1. Add 46 unrestricted parking spaces on the bayside of Harbor Bay Parkway
2. Remove the left turn lane for northbound Harbor Bay Parkway at Adelphian Way
3. Education of parking changes and then enforcement of existing parking restrictions
4. Continue to review spillover parking and provide additional improvements if needed

Final Recommendation #1: Conditional Parking Changes to Adelphian Way

~~The San Francisco Bay Conservation and Development Commission (BCDC) has regulatory responsibility over development in the San Francisco Bay and along the Bay. The City's 1990 BCDC permit prohibits parking on the Bayward side of Adelphian Way, between Mecartney Road and Creedon Circle, and restricts parking on the landward side to short-term parking. The 2-hour parking zone was established to provide parking for those who wish to access the shoreline. Since the BART strikes, which began in July 2013, motorists have been using most of the parking for extended periods of time.~~

~~Allocation of recreational parking is essential, but recreational usage on weekdays, during work hours, is likely to be low. Peak recreational usage is likely to be during the weekends, when the ferry is not in service.~~

~~By updating the 1990 BCDC permit, staff can balance the current needs of the area. Therefore, **staff's conditional recommendations for Adelphian Way are shown in Figure 3 and stated below:**~~

- ~~1. Change twenty-four 2-hour parking spaces to unrestricted parking,~~
- ~~2. Maintain seven 2-hour parking spaces, and~~
- ~~3. Prohibit all parking between the hours of 10 pm to 6 am.~~

~~The **conditions** of the recommendations are as follows:~~

- ~~A. If additional, sufficient off-street ferry parking is provided at a later time, then some, or all, of the unrestricted parking would be reverted to 2-hour parking (based on ferry parking demand).~~
- ~~B. At a later time, if it is determined that other improvements have significantly decreased the demand for on-street parking on Adelphian Way, then some, or all, of the unrestricted parking would be reverted to 2-hour parking.~~
- ~~C. The unrestricted parking may be maintained if it is determined by the City, WETA, and appropriate homeowners associations to be beneficial to the residents.~~
- ~~D. Staff evaluations should occur no sooner than 12 months from the last review or physical change.~~

Figure 3. Adelphian Way Recommendations



~~This recommendation is not intended to be a permanent solution. It is intended to be an early solution that provides relief while staff reviews longer range improvements. The conditions have been provided as a reflection of that intent and to address the concerns of the residents.~~

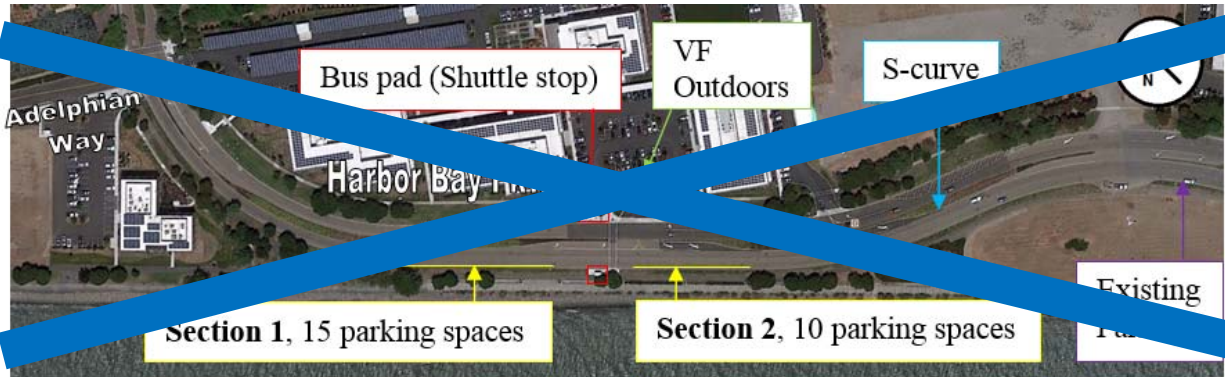
~~Although the residents in this area want ferry parking out of their neighborhoods, the enforcement of the current 2-hour parking restriction on the landward side of Adelphian Way is expected to move the parking from behind their homes to in front of them. Staff does not want to create an adverse situation. Recommendation #1 in conjunction with Recommendation #2 (parking on Harbor Bay Parkway) should help reduce spillover.~~

~~The designated location of the seven 2-hour parking spaces is based on the ability to provide access to motorists who want to go to Shoreline Park as well as the lagoon. Staff received more comments in favor of the recommended location than suggested relocations.~~

Final Recommendation #2: Parking Changes to Harbor Bay Parkway

~~Staff reviewed the request to provide parking on Harbor Bay Parkway and determined that 25 unrestricted parking spaces could be added along the bayside (Figure 4). Parking would be prohibited from 10 pm to 6 am. Staff would work with WETA in promoting the use of this parking. This recommendation is intended to be a permanent solution pending BCDC approval of the amended permit.~~

Figure 4. Recommendation #2: Harbor Bay Parkway



Section 1

On Harbor Bay Parkway, coming from Adelphian Way, there is one travel lane, and the curb to median width is 20 feet. Prior to the end of the curve, the roadway begins to open, and eventually becomes 32 feet wide. In order to not disrupt motorists navigating the curve, staff has recommended that the parking begin once the curb to median width is 28 feet (8 feet is required for parking). This change will allow for a consistent travel lane width throughout the turn and will prevent potential sideswipes of parked vehicles. Hatched shoulder striping would be provided prior to the first parking space to guide motorists along the curve and indicate the area as no parking.

The parking would end 50 feet before the bus pad (red box in the Figure 4) to allow for shuttles to properly pull into the shuttle stop. Where there are two lanes of travel, from left to right, the #1 lane would be 11 feet wide, the #2 lane would be 12 feet wide, and the parking lane would be 8 feet wide. Along this section, two no parking signs would be removed, and a total of fifteen unrestricted parking spaces would be added.

Section 2

The first parking space would begin 20 feet after the crosswalk to provide proper visibility for pedestrians. The last parking space would end prior to the S-curve. The travel lane and parking lanes widths would be the same as Section 1. Along this section, one no parking sign would be removed, and ten unrestricted parking spaces would be added.

Potential Changes to Circulation

Staff will monitor the changes to circulation and make improvements as necessary. Potential changes include an increase in U-turns at the intersection of Harbor Bay Parkway and Adelphian Way.

No Parking Areas: S-Curve

The curb to median width is 32 feet. Travel lanes along this curve, in a 35 mph zone, should be at least 14 feet wide, which is necessary considering the truck traffic along this corridor. This only leaves 4 feet, which is not enough for parking. Staff does not recommend providing parking along the S-curve.

No Parking Areas: Harbor Bay Parkway in front of VF Outdoors

~~Across the street from Section 1, the curb to median width is 27 feet by the crosswalk near the driveway of VF Outdoors and 20 feet where the road begins to curve. There is one fire hydrant by the bus pad and one prior to the curve. The City's required Fire Lane width is 20 feet. To maintain proper access and maneuverability for the Fire Department, staff does not recommend providing parking in front of VF Outdoors as it would result in an insufficient Fire Lane width (19 to 12 feet).~~

~~Additionally, staff expects that pedestrians would cross midblock, potentially at the curve, if ferry riders were allowed to parking along the landward side of Harbor Bay Parkway. This behavior would not be beneficial to pedestrians and is not be recommended by staff.~~

Under Consideration

During the public outreach process, staff received various suggestions. Below are suggestions that are still under review:

1. Provide motorcycle parking in the parking lot.
2. Have a shuttle/bus, e.g. new shuttle, business park shuttle, or AC Transit bus that drives around Bay Farm Island and stops at the Ferry Terminal.
3. Develop the adjacent lot into additional off-street parking; and maintain some of the undeveloped land as an open field in the form of a dog park, or ball park, so that the area can be used during a disaster/emergency.
4. Charge for parking in the parking lot.
5. Prohibit overnight parking in the parking lot.
6. Provide residential parking permits in the nearby public neighborhoods.
7. Install all-way stop signs at Adelphian Way and Sweet Road.
8. Install all-way stop signs at Adelphian Way and Mecartney Road.
9. Install all-way stop signs at Mecartney Road and Sharon Road.

Reviewed Items – Not Recommended (No Action Necessary)

This section includes items that staff has reviewed but does not recommend. No action is necessary by the Transportation Commission.

Not Recommend: Parking Changes on Adelphian Way

The City's 1990 BCDC permit restricts parking on the landward side of Adelphian Way, between Mecartney Road and Creedon Circle, to short-term parking. It is intended for recreational usage and currently signed for 2-hour parking. Since the BART strikes, which began in July 2013, motorists have been using most of the parking for extended periods of time.

Staff has evaluated and previously recommended to temporarily change twenty-four of the spaces to unrestricted parking and leave seven as two-hour parking. However, residents and HOA's were not in favor of the recommendations. Additionally, they were concerned that a temporary change would end up as permanent. At this time, staff does not recommend to make any parking changes to Adelphian Way.

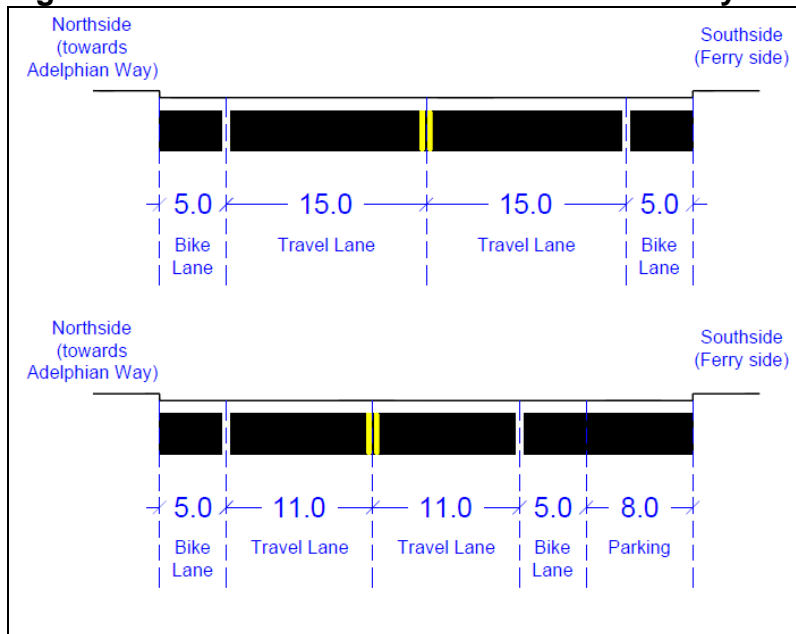
Not Recommended: ~~Provide~~ Parking ~~Changes~~ on Mecartney Road

Per the request of the Ad Hoc Ferry Access Committee, staff reviewed the possibility of providing parking on Mecartney Road. Based on engineering standards, staff determined that for the section of Mecartney Road between Adelphian Way and Sharon Road:

1. The existing travel lane width was in excess,
2. The existing travel lane width could be reduced to standard with consideration to the transit route,
3. The bike lanes would remain, and
4. The gained street width could be allocated to a new parking lane.

The existing and recommended lane widths are shown in Figure 5. This initial recommendation would have produced 32 unrestricted, on-street parking spaces. However, after reviewing public input (which was significantly opposed), potential motor vehicle-bicycle conflicts, and potential impacts to congestion and circulation at the already impacted intersection of Adelphian Way/Mecartney Road, staff has determined not to recommend this change.

Figure 5. Initial Recommendation for Mecartney Road



Not Recommended: Change Adelphian Way to a One-Way and Provide Parking

Staff received a request to change Adelphian Way, between the Ferry Terminal and Harbor Bay Parkway, to a one-way street to gain sufficient space to provide parking. The curb to curb width of Adelphian Way is 24 feet. Due to the curvature of the street, the one lane, one-way road would need to be at least 12 feet wide, which would provide sufficient space for parking. However, there is no sidewalk on the westside of the street (in front of the undeveloped property), and due to the vegetation in the planting strip, the sidewalk on the eastside of the street is not easily accessible. This would provide an adverse situation for any pedestrian, especially for persons with disabilities.

Additionally, one-way streets are typically provided in pairs so that traffic volume is split and proper circulation is maintained. The conversion of Adelphian Way and Aughinbaugh Way to one-way streets would complicate traffic circulation in the area. For these reasons, staff does not recommend converting Adelphian Way into a one-way street to provide parking.

FINANCIAL IMPACT

Any sign or striping changes would be charged to the normal sign and striping budgets. No additional funding is needed.

RECOMMENDATION

Approve the parking improvements for Harbor Bay Parkway. All approved recommendations are subject to the approval of the appropriate parties (e.g. HBIA and BCDC) and the amendment of the respective agreements and/or permits.

~~Approve the parking improvements for Adelphian Way and Harbor Bay Parkway. All approved recommendations are ultimately subject to the approval of BCDC and the amendment of the respective permit/s.~~

Respectfully submitted,

Alan Ta
Assistant Engineer

Gail Payne
Transportation Coordinator

Exhibits:

1. Notice 1 – Proposal to Paint Red Curbs
2. Notice 2 – Recommendation to Paint Red Curbs and Proposal to Install Street Sweeping Signs
3. Notice 3 – Recommendation to Install Street Sweeping Signs
4. Community Meeting Notice
5. Comments Received from the Community Meeting
6. Comments Received from Individuals Outside of the Community Meeting
7. Comments Received from Homeowners Associations
8. Comments Received for the Transportation Commission
9. Final Recommendations for Harbor Bay Parkway Conceptual Drawing