



# 2018

(Update to 2016 Plan)

## Seaplane Lagoon Ferry Terminal Plan



City of Alameda

September 4, 2018



**UPDATED**  
**Seaplane Lagoon Ferry Terminal Plan**  
**Alameda Point**

September 4, 2018

Introduction and Purpose

On June 16, 2015, the City Council approved a Disposition and Development Agreement (DDA) with the private developer, Alameda Point Partners, LLC (APP), for the Site A development at Alameda Point, consisting of a 68-acre mixed-use project at the gateway of Alameda Point. As part of the backbone infrastructure included with the Phase 1 development of Site A consistent with the Master Infrastructure Plan for Alameda Point, APP and the City agreed to cooperate in the design, permitting and construction of a new ferry terminal at Seaplane Lagoon (Seaplane Lagoon Ferry Terminal) and APP agreed to contribute \$10 million towards its development. In accordance with the DDA [Article 5.2(b)(1) through (3)], a Ferry Terminal Plan shall be developed with a reasonable conceptual design and the Parties' best estimate of the schedule and costs based on available information. Consistent with the DDA and Ferry Terminal Plan, the City will obtain third party permits and approvals necessary for construction and operation of the Seaplane Lagoon Ferry Terminal and APP is responsible for completing the construction of the new terminal.

On April 5, 2016, the City Council approved the Ferry Terminal Plan and a Memorandum of Understanding (MOU) between the City of Alameda and the Water Emergency Transportation Authority (WETA) to provide a framework for collaboration on funding, operations, and maintenance of the \$18.2 million Seaplane Lagoon Ferry Terminal based on then current cost estimates. The MOU outlined that WETA was responsible for obtaining funds for operations and the procurement of the required vessels and the City was responsible for procuring sufficient funds for the development of the new Seaplane Lagoon Ferry Terminal. Both parties agreed to cooperate with each other in obtaining funds for these purposes.

Since significant progress has been made since the City Council approved the conceptual Ferry Terminal Plan in 2016, changes to the budget and funding plan have occurred, and WETA has requested modifications to the MOU, the City, in concert with APP and WETA, has updated the Ferry Terminal Plan and amended the MOU for City Council approval on September 4, 2018.

The City's adopted plans for Alameda Point and the DDA 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.



### Progress Update Since 2016 Ferry Terminal Plan Approval

The following provides an update on progress made since the City Council approved the conceptual Ferry Terminal Plan in 2016:

- In June 2016, City staff submitted conceptual designs for the Seaplane Lagoon Ferry Terminal to the Bay Conservation Development Commission (BCDC) Design Review Board (DRB) for review of the design and public access elements. The DRB supported the design at that time with recommendations for a canopy and other interactive elements on the promenade outside the ferry and to proceed with final approval with no additional DRB review.
- In October 2016, WETA approved the procurement of the necessary vessels to expand service in the Central Bay, including for Seaplane Lagoon and approved the WETA Strategic Plan, which envisions 15-minute ferry service to and from San Francisco from the west end of Alameda.
- In March 2017, the City was awarded an \$8.2 million grant for the construction of the Seaplane Lagoon Ferry Terminal for the upcoming fiscal year 2019/2020 from the Alameda County Transportation Commission (ACTC), resulting in a total of \$18.2 million in funding for the Seaplane Lagoon Ferry Terminal.
- On March 6, 2018, the City Council authorized the City Manager to enter into an agreement with Marcy Wong Donn Logan (MWDL) Architects for architectural and engineering services for the design of the Seaplane Lagoon Ferry Terminal in advance of the closing of Site A to jump start the design and permitting process to meet the timeline for completion of construction in FY 2019/2020.
- On March 15, 2018, the City transferred land for Phase 1 of Site A to APP. With the closing, APP paid \$10 million towards the costs incurred for permitting, design and construction of the Seaplane Lagoon Ferry Terminal, including associated parking and landside improvements.
- During the April 2018 to July 2018 time period, the City obtained all of its required City approvals from the Planning Board and Historical Advisory Board for all aspects of the Seaplane Lagoon Ferry Terminal.
- Since March 2018, City staff and its design team, in cooperation with WETA and APP, have also made significant progress on obtaining the final design and permitting approvals required by outside regulatory agencies, such as BCDC.
- Based on the updated designs and current market conditions, the City, APP, WETA and its design team have updated previous cost estimates from multiple sources, which have indicated that the total cost of the Seaplane Lagoon Ferry Terminal is likely to exceed the previously estimated \$18.2 million by \$4 million for a total of \$22.2 million, due primarily to significant annual construction cost escalation.
- On June 5, 2018, the voters of the Bay Area approved RM3, a bridge toll increase measure that resulted in significant funding for capital and operational funds for WETA to implement its



Strategic Plan, including new peak hour service to San Francisco from the new Seaplane Lagoon Ferry Terminals.

- On June 19, 2018, due to the increased costs, the City Council adopted a budget for FY 2018/2019 that included \$2 million in additional funds for the Seaplane Lagoon Ferry Terminal, resulting in \$20.2 million in total funding for the project.
- On August 2, 2018, the WETA Board discussed a request from the City for an additional \$2 million to help cover the increased costs and complete the needed funding for the Seaplane Lagoon Ferry Terminal. The WETA Board voiced general support for helping the City with the final required \$2 million, but made specific requests that they asked WETA staff and the City to address and respond to before returning for an action item at their next Board meeting on September 6, 2018.

The remainder of this plan has been updated to reflect the changes summarized above.

#### 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. For WETA, the additional capacity resulting from the Seaplane Lagoon Ferry Terminal is necessary to achieve the envisioned 15-minute peak service as included in the WETA Strategic Plan. The Main Street terminal is also operationally limited due to its configuration as a one-side float. In addition, access to the Main Street terminal has always been challenging given its isolated location, which drives many ferry riders to drive alone to the terminal due to a lack of bus service and below average bicycle and pedestrian infrastructure. The new Seaplane Lagoon Ferry Terminal will be closer to the residential areas of Alameda and significant improvements in bicycle and pedestrian infrastructure connecting Seaplane Lagoon Ferry Terminal with Site A and the rest of Alameda are or will be shortly under construction. Additionally, ridership demand is expected to further increase with the opening of Site A, which is now under construction. The proposed Site A project will also provide additional transit service between the Seaplane Lagoon Ferry Terminal and 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 A), 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

The Seaplane Lagoon Ferry Terminal project – consisting of both waterside and landside improvements – includes the following:

#### Waterside Improvements (Exhibit B, C)

- 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
- A canopy over the pier to provide protection from the elements while passengers are waiting for the ferry

#### Landside Improvements (Exhibits D – F):

- Improvements included in the current Seaplane Lagoon Ferry Terminal project:
  - 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
  - Lighted roads, paths, bikeways and parking lot

- Improvements to be included in future development of Site B: (Exhibits G-H)
  - 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 added to the landside improvements associated with the Seaplane Lagoon Ferry Terminal project. Additional improvements will include:
    - Increased bus terminal infrastructure
    - Larger ferry passenger waiting area with additional amenities
    - Comprehensive development and landscaping along the Eastern Waterfront
    - Relocation of the parking lot to its permanent location to the south, once the new streets have been constructed

#### Ferry Service

Service will connect Alameda Point and San Francisco with four to six AM peak departures to San Francisco and up to 12 PM peak departures from San Francisco (Ferry Building and Mission Bay) to Seaplane Lagoon, resulting in 20-minute service between Seaplane Lagoon and San Francisco. Off-peak and weekend service may be added as demand warrants.

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 primarily from the recently approved RM3 toll increase. WETA intends to commence operations from Seaplane Lagoon Ferry Terminal once it is completed in early 2020, assuming there are no delays in the release of RM3 funds to WETA due to a recent lawsuit challenging the measure.

#### Implementation Roles

- **Design/Permitting** – A team of consultants and contractors have been retained by the City to shepherd the design/permitting process – MWDL for waterside design, architecture and project management, COWI for waterside engineering, BKF Engineers for landside civil engineering, Groundworks for landscape architecture and HT Harvey & Associates for permitting. WETA has been engaged in the ferry terminal design and has reviewed and approved plans as they were drafted to confirm WETA ferry terminal standards are met.
- **Construction** – In keeping with the Alameda Point DDA, APP will oversee the construction of both landside and waterside construction as a construction manager, similar to their oversight of the other Site A public infrastructure. The City and WETA will maintain oversight of APP and the contractors as well.
- **Vessel Procurement and Operation** – WETA has procured the necessary vessels and is responsible for operations of the ferry according to the terms laid out in the MOU.



### Delivery Schedule

After City Council approval of the updated Ferry Terminal Plan, the City will work with its consultant team to finalize permit applications with the regulatory agencies. Permits are needed from the U.S. Army Corps of Engineers, Regional Water Quality Control Board, Bay Conservation and Development Commission. The float component of the waterside improvements is a long lead-time and will be procured immediately following the City Council approval of this update to the Ferry Terminal Plan. The remaining waterside and landside construction, including installation of the float, is anticipated to begin in summer 2019 with completion of the terminal in the first quarter of 2020.

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

### Funding Plan

Implementation of the Seaplane Lagoon Ferry Terminal requires funding for three primary components of the project: (1) vessel procurement; (2) ongoing ferry service operations; and (3) ferry terminal construction. The following provides a summary of the proposed costs and funding for each component:

- **Vessel Procurement** – on October 6, 2016, WETA approved a \$30 million contract to construct two 400-passenger vessels for their planned system expansions to Richmond, Seaplane Lagoon and Mission Bay that will be delivered 16 to 24 months from the award of contract in 2018.
- **Operations** – If RM3 withstands the current legal challenge, WETA is currently planning on operating ferries from Seaplane Lagoon in early 2020 (upon completion of the Seaplane Lagoon Ferry Terminal) during the peak hours funded primarily with fare box revenues and RM3 monies.
- **Ferry Terminal Construction** – As described above, the total cost of the Seaplane Lagoon Ferry Terminal increased since April 2016 when the Ferry Terminal Plan was approved from \$18.2 million to approximately \$22 million. Sources of funding include \$10 million from APP, \$8.2 million from ACTC, \$2 million from the City, and tentatively \$2 million from WETA for a total of \$22.2 million in funding. The following table provides a summary of the currently estimated sources and uses of funds for the design and construction costs of all aspects of the new Seaplane Lagoon Ferry Terminal:

USES OF FUNDS		SOURCES OF FUNDS				
		Total	APP	ACTC	City	WETA (tentative)
<b>Hard Construction Costs</b>		<b>\$22,200,000</b>	<b>\$10,000,000</b>	<b>\$8,200,000</b>	<b>\$2,000,000</b>	<b>\$2,000,000</b>
Float Fabrication & Transportation		\$5,908,000	\$5,908,000	\$0	\$0	\$0
Contingency	0%	\$0	\$0	\$0	\$0	\$0
Subtotal		\$5,908,000	\$5,908,000	\$0	\$0	\$0
Other Waterside Improvements (Pier, Gangway, Float Superstructure)		\$6,784,000	\$0	\$6,784,000	\$0	\$0
Contingency	10%	\$678,400	\$0	\$678,400	\$0	\$0
Subtotal		\$7,462,400	\$0	\$7,462,400	\$0	\$0
Landside Improvements		\$4,000,000	\$0	\$737,600	\$1,933,288	\$1,329,112
Contingency	10%	\$400,000	\$0	\$0	\$0	\$400,000
Subtotal		\$4,400,000	\$0	\$737,600	\$1,933,288	\$1,729,112
<b>Total Hard Costs</b>		<b>\$17,770,400</b>	<b>\$5,908,000</b>	<b>\$8,200,000</b>	<b>\$1,933,288</b>	<b>\$1,729,112</b>
<b>Soft Costs</b>						
Design, Engineering, Inspections and Fees		\$3,400,000	\$3,173,400	\$0	\$0	\$226,600
Contingency	10%	\$340,000	\$273,288	\$0	\$66,712	\$0
Construction Management Fee (% of Hard & Soft Costs)	3%	\$645,312	\$645,312	\$0	\$0	\$0
<b>Total Soft Costs</b>		<b>\$4,385,312</b>	<b>\$4,092,000</b>	<b>\$0</b>	<b>\$66,712</b>	<b>\$226,600</b>
<b>TOTAL USES OF FUNDS</b>		<b>\$22,155,712</b>	<b>\$10,000,000</b>	<b>\$8,200,000</b>	<b>\$2,000,000</b>	<b>\$1,955,712</b>
Net Available Balance		\$44,288	\$0	\$0	\$0	\$44,288



Exhibit A  
Ferry Terminal Location





Exhibit B  
Waterside Improvements

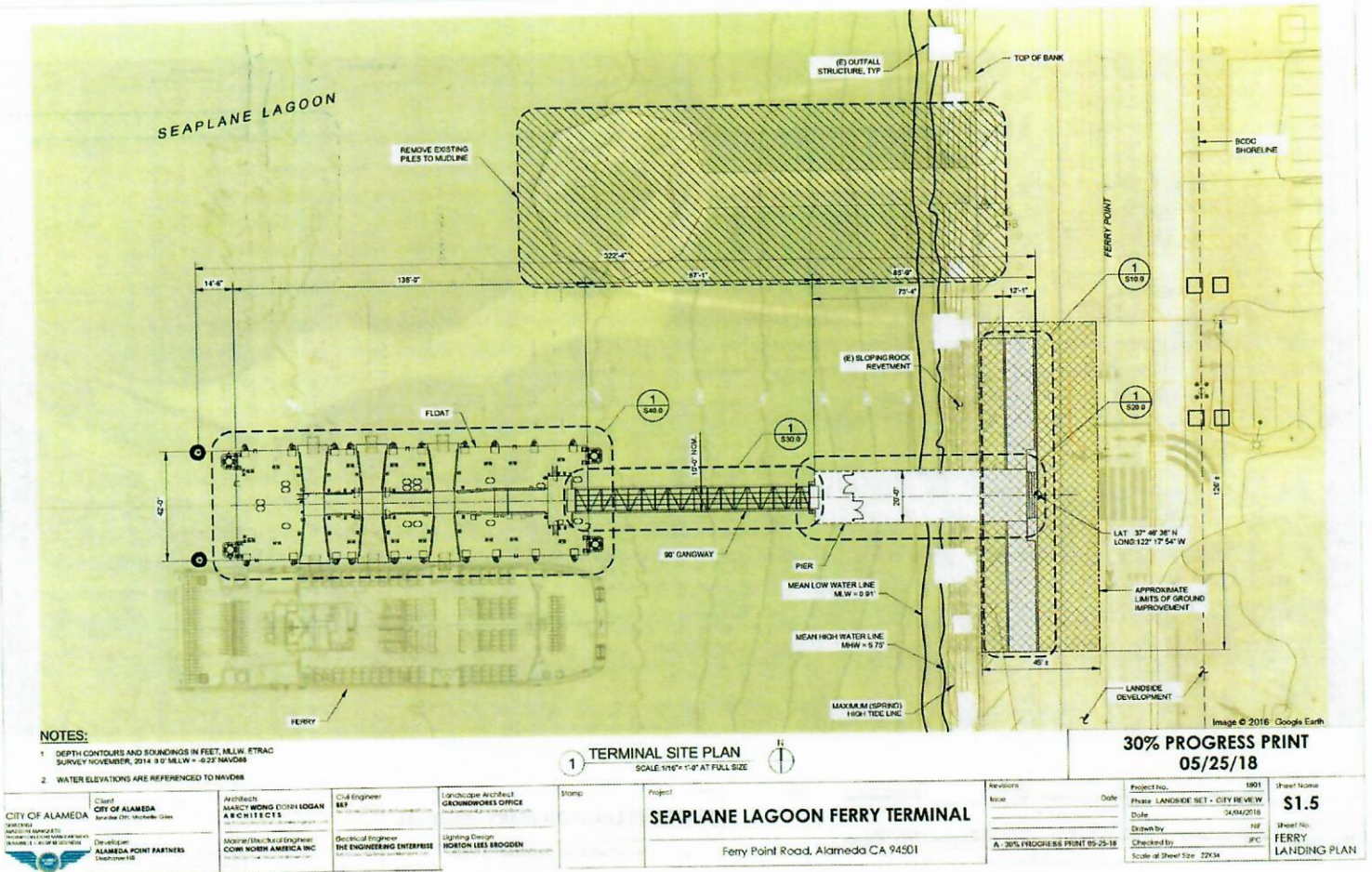
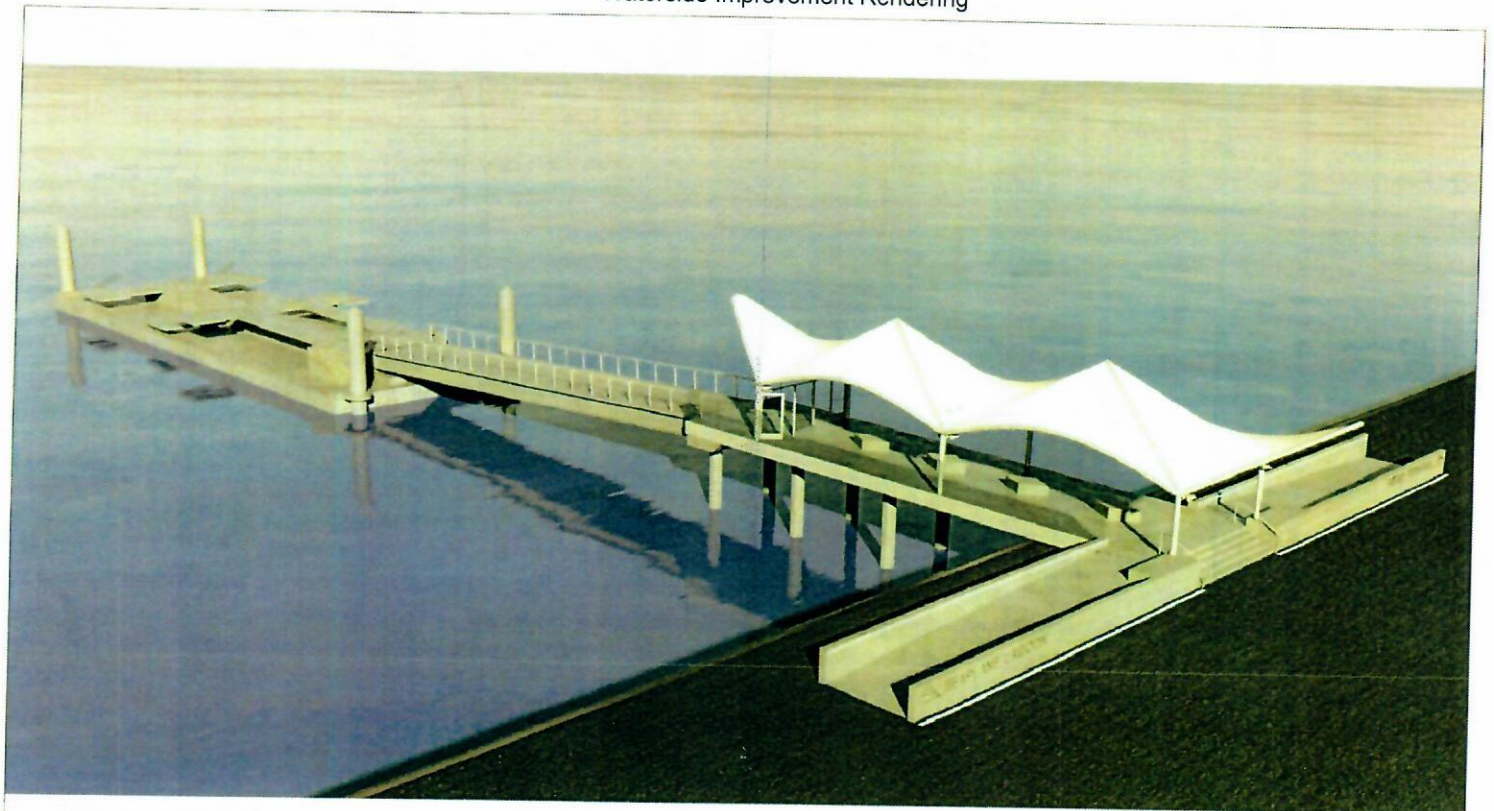




Exhibit C  
Waterside Improvement Rendering



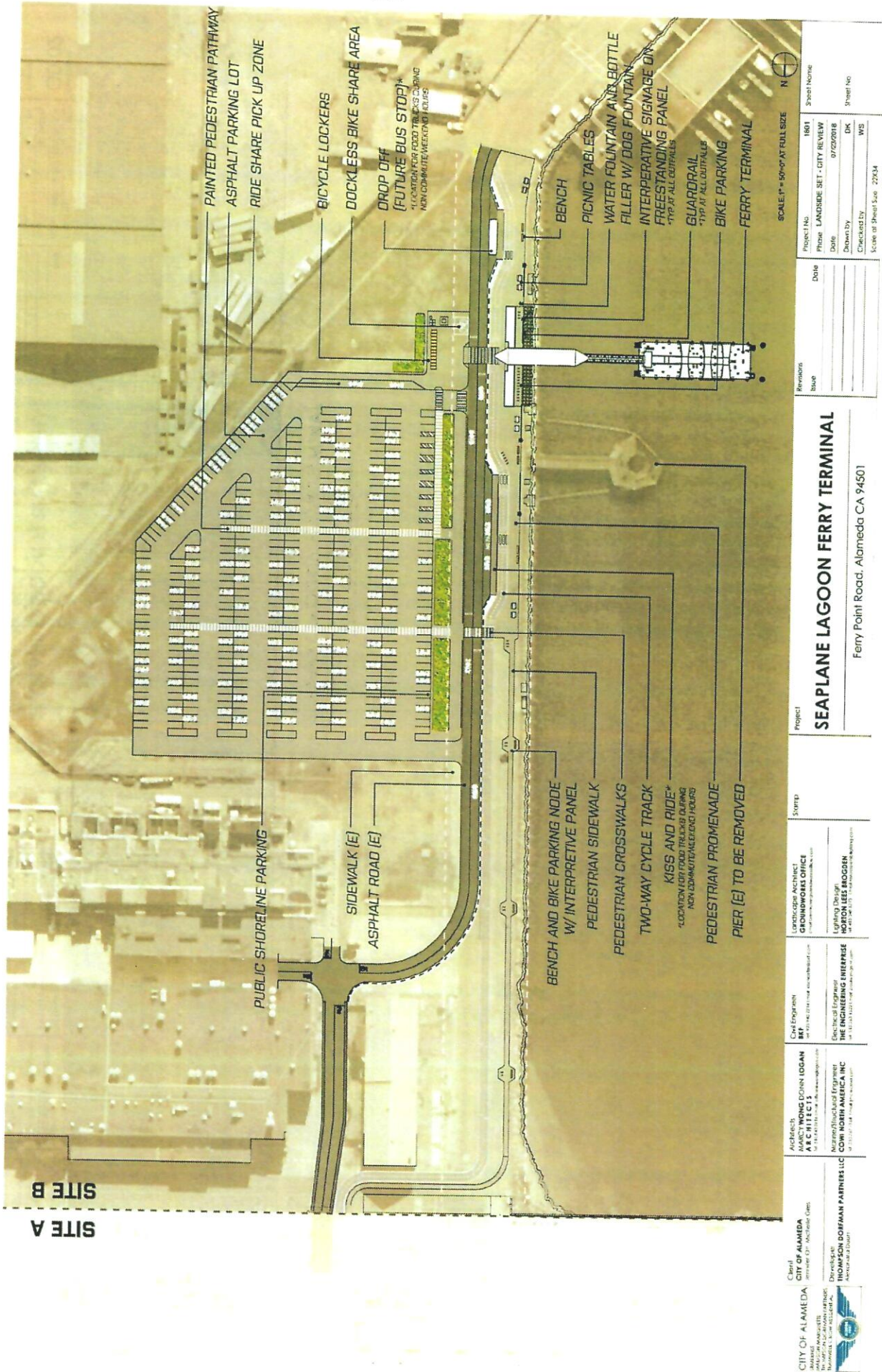
1 RENDERING 1

<b>CITY OF ALAMEDA</b> Department of Public Works Engineering Division	<b>Client</b> CITY OF ALAMEDA Director of Public Works	<b>Architects</b> PARKY WONG JOHN LOGAN ARCHITECTS 1000 California Street, Suite 100 San Francisco, CA 94109	<b>Civil Engineer</b> BAY 1000 California Street, Suite 100 San Francisco, CA 94109	<b>Schematic Architect</b> GROUNDWORKS OFFICE 1000 California Street, Suite 100 San Francisco, CA 94109	<b>Planner</b> GROUNDWORKS OFFICE 1000 California Street, Suite 100 San Francisco, CA 94109	<b>Project</b> <b>SEAPLANE LAGOON FERRY TERMINAL</b> Ferry Point Road, Alameda CA 94501	<b>Revisions</b> Date _____ By _____	<b>Project No.</b> 1801 <b>Phase</b> WATERBIDE SET <b>Date</b> 05/10/2018 <b>Drawn by</b> SM <b>Checked by</b> KR Scale of sheet line 20X34	<b>Sheet No.</b> A2.5 <b>Sheet Title</b> RENDERING 1
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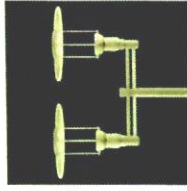
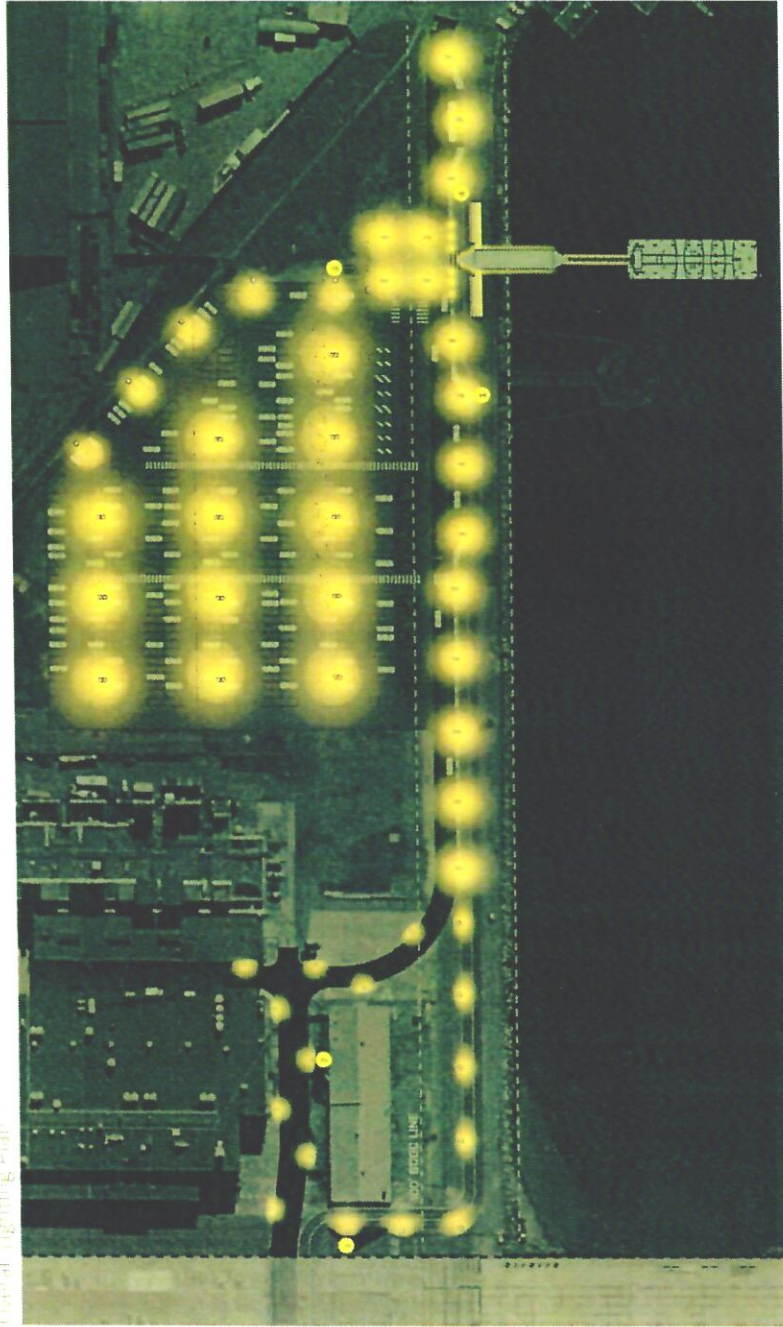




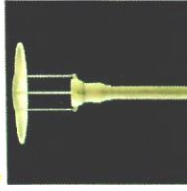


# Ferry Terminal Landside

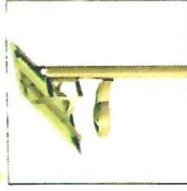
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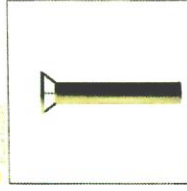
Light fixture detail



Light fixture detail



Light fixture detail



Light fixture detail

Seaplane Lagoon Ferry Terminal

1023

Project Name  
**OVERALL  
LIGHTING PLAN**  
Project No.  
**LT1.0**

Revision  
1001  
Project No.  
Phase: LANDSIDE SET - CITY R/W VIEW  
Date  
07/09/2018  
Drawn by  
SM  
Checked by  
KRS  
Scale of sheet size: 22x34

Project  
**SEAPLANE LAGOON FERRY TERMINAL**  
Ferry Point Road, Alameda CA 94501

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Email: info@groundworkalameda.org  
Website: www.groundworkalameda.org

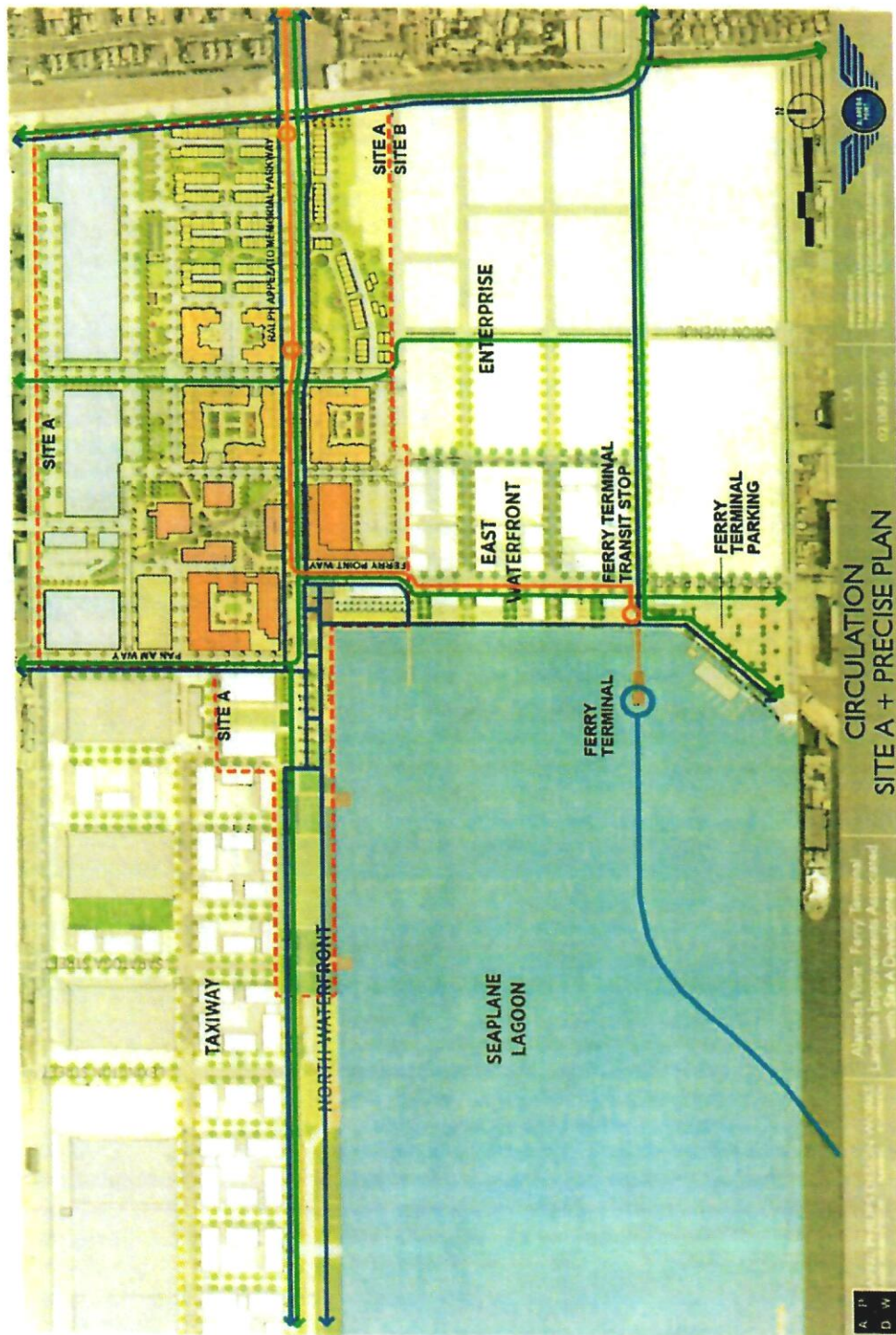
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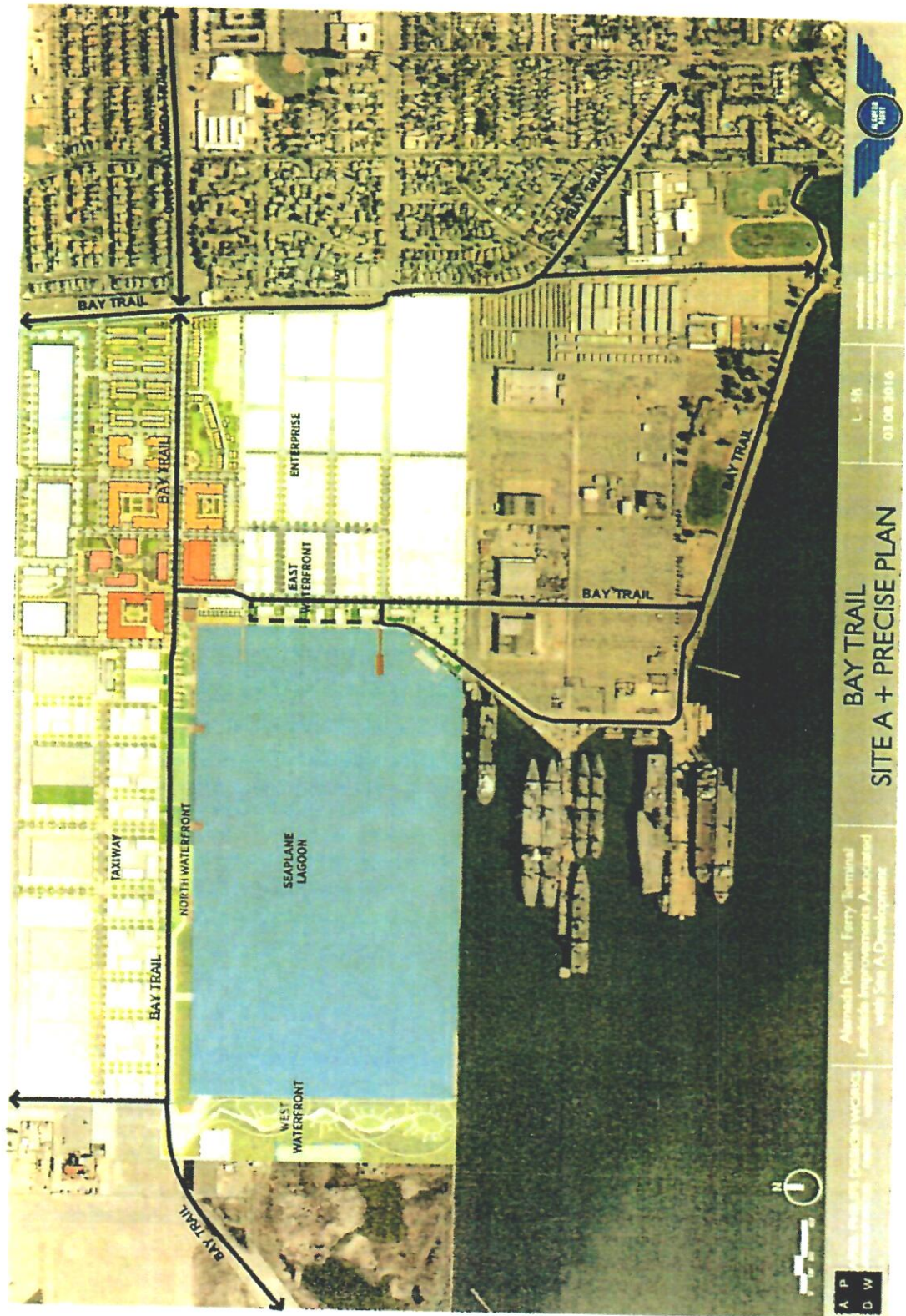
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Exhibit G







Exhibits A – H included