

FINAL REPORT

ALAMEDA POINT  
TRANSPORTATION DEMAND  
MANAGEMENT PLAN


May 20, 2014

# Revised Draft Report Alameda Point Transportation Demand Management Plan

Prepared for:  
City of Alameda

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Prepared by:  
Kimley-Horn and Associates, Inc.  
6150 Stoneridge Mall Road  
Pleasanton, CA 94588  
(925) 398-4840

 Kimley-Horn  
and Associates, Inc.

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## 1. INTRODUCTION & OVERVIEW

### 1.1. Purpose of the Plan

This Transportation Demand Management (TDM) Plan is a tool and a resource for existing and future development on the former Alameda Naval Air Station (Alameda Point) at the western end of Alameda. The Plan defines a procedure for implementing strategies and measures designed to reduce automobile travel, particularly single-occupant-vehicles (SOVs), generated by development within Alameda Point.

The need to reduce automobile travel is instinctual to those who reside and work in the island community of Alameda. With its limited access to the mainland, Alameda has little capacity for growth and economic development without addressing the associated traffic issues. It is also necessary for regulatory reasons including:

- 1) to comply with the policies of the General Plan to reduce automobile trips by shifting travel to other modes of transportation to maintain and improve the quality of life enjoyed in Alameda;
- 2) to mitigate the potential traffic-related impacts on local and regional transportation systems as required under the California Environmental Quality Act (CEQA) and identified in the Environmental Impact Report (EIR) certified for Alameda Point (February 2014); and
- 3) to help achieve the Bay Area's goal for reducing greenhouse gas (GHG) emissions as required under SB 375 by developing Alameda Point as a walkable, transit-oriented, "complete community" requisite of Alameda Point's designation as a Priority Development Area (PDA).

Ultimately, the strategies recommended in this Plan need to successfully change human travel behavior. Not a science, but an art that uses combinations of incentives, disincentives, convenient and high quality services, and skillful education, marketing, and promotion that results in a paradigm shift about the sustainability of our pattern of development and associated travel habits. Changing human behavior also requires time and funds, so this Plan addresses phasing and equitable ways for Alameda Point to fund the Plan's recommendations over the long-term.

### 1.2. Goals of the Plan

This Plan adopts the automobile trip reduction goals established in Policy 4.6.1.a of the General Plan that state:

*Identify, develop, and implement travel demand management strategies to reduce demand on the existing transportation system.*

*1. Establish peak hour trip reduction goals for all new developments as follows:*

- 10 percent peak hour trip reduction for new residential development*
- 30 percent peak hour trip reduction for new commercial developments*

Progress towards meeting the General Plan trip reduction goals is measured against forecasts of Alameda Point's traffic generation. The forecasts are based on the traffic projections developed for use in the Alameda Point EIR to determine traffic impacts for the 2035 cumulative build out scenario. Annual monitoring of the actual traffic generated by development on Alameda Point compared to the EIR projections is an intrinsic part of the Plan.

Monitoring measures progress towards meeting trip reduction goals and can identify problems requiring adjustments to the Plan's strategies and programs. Monitoring actual traffic generation is augmented by resident and employee surveys—going directly to the users of the Plan regarding its effectiveness and how it may be improved.

### 1.3. Overview of the Alameda Point TDM Plan

The Plan is part of a regional program of strategies designed to optimize the efficiency of the existing Bay Area multimodal transportation network. While other parts of the program focus on how people travel in vehicles to maximize the limited capacity of streets and highways, this Plan includes strategies that focus on changing people's travel behavior and specifically targets shifting travel away from SOVs and into more sustainable modes of transportation. The strategies in the Plan not only reduce traffic locally within Alameda, but regionally as well, helping to prolong the effective lifespan of the Bay Area's bridges and highways.

The Plan has two major components: (1) a series of services and programs that provide, or support, alternatives to driving alone provided by the TMA, as well as individual users (e.g., developers, employers and resident associations) described in Chapter 4; and (2) a parking management strategy designed to discourage everyday use of SOVs, which is presented in Chapter 5.

#### 1.3.1. Cornerstones of Effective TDM

##### 1.3.1.1. What does it take to make TDM work and keep working?

Effective TDM strategies reduce motor vehicle trips by one or more of the following means:

1. Accommodating the same number of people in fewer motor vehicles (e.g. transit, carpooling/vanpooling, and cycling/walking).
2. Eliminating trips entirely (e.g. working at home, or at a satellite business center)
3. Shifting the timing of trips from the most congested periods to less busy times (e.g. employer flextime, compressed work weeks)
4. Retain the trip internal to Alameda Point (i.e., development of a mixed-use land use environment that allows people to live, work, shop and recreate near home).

##### 1.3.1.2. What are the most effective TDM strategies?

Rarely will a single strategy be highly effective in of itself. A combination or methods is the most effective, and are usually packaged as a complementary group targeting a specific market such as office commuters, college students, afternoon shoppers, etc.

Although the effectiveness of a TDM Plan is highly dependent on the characteristics of the Plan's area of influence and its target markets, national research on TDM strategies have shown that the following "groups" of strategies, on average, are the most cost-effective:

1. **Financial incentives** (commuter subsidies for not driving in a single-occupant-vehicle).
2. **Financial disincentives** such as parking charges.
3. **Bicycle and walking programs, facilities and subsidies**, particularly those offered as a "complete start to finish" package (see sidebar).
4. **Parking management** including reducing supply of available parking and charging market rate fees.

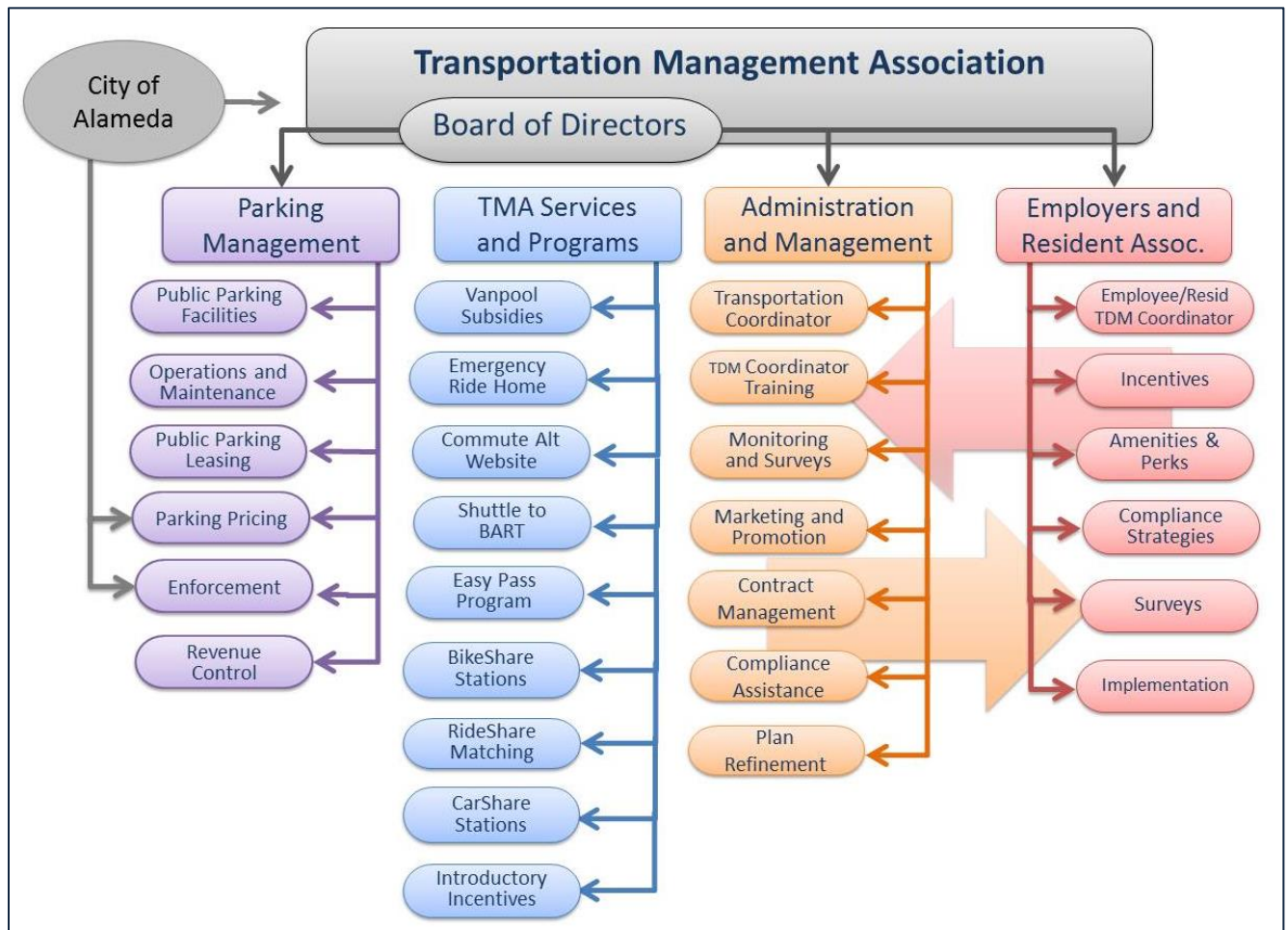
This Plan attempts to address these cornerstones of effectiveness.



### 1.3.2. Overview of Plan Structure and Management

The chart in **Figure 1** identifies the various components of the Plan, which can be divided into two fundamental categories, 1) actions which fall under the responsibility of the TMA, such as a shuttle to BART, and 2) actions for which end users, such as employers and resident associations are responsible. In some cases, the City of Alameda is responsible for implementing certain aspects of the Plan, such as the policies and actions required for enforcing the parking standards in the Alameda Point zoning code, and managing the public parking supply and pricing.

**Figure 1: Overview of the TDM Plan Structure, Management, and Components**



### 1.3.3. Compliance with the TDM Plan

As required by the Mitigation Monitoring and Reporting Program (MMRP) from the Alameda Point EIR, and the Alameda Point Zoning District in Section 30-4.24, all new development at Alameda Point will be required to comply with this Plan as part of any Disposition and Development Agreement (DDA) between the City and a developer, and as a condition of approval for any planning approval, including Development Plan, use permit, or design review. Any DDA and condition of approval will require that all property owners pay a special tax to fund the Plan and require through covenants, conditions and restrictions, or other enforceable real property interest, that run with the land that all commercial tenant associations, major employers,

residential tenant association, and homeowner's associations join the TMA, file a Compliance Strategy with the TMA consistent with this Plan, implement their Compliance Strategy, and refine it, as necessary.

#### 1.3.4. Modifications to the TDM Plan

The TMA will be responsible for managing the successful implementation of this Plan with annual reporting to the City's Transportation Commission. The actual implementation of this Plan requires flexibility to respond to evolving and unexpected development, demographic, market and technological conditions. As a result, the TMA has the discretion to implement the Plan in substantial conformance with the intent and strategies outlined in this Plan, but is not required to adhere literally to every proposed aspect of the Plan. It is expected and necessary that the TMA make modifications to the Plan as new development occurs and more information exists about the type, amount and location of new development and its associated traffic patterns.

That said, the TMA must perform a 5-year review with the City Council and Transportation Commission, to determine if any amendments to the major components of the Plan are warranted. For instance, if the project is approaching buildout and the actual traffic counts remain significantly less than the trip reduction goals, what role should the TMA continue to play? Additionally, the TMA can request approval by the City Council (with a recommendation from the Transportation Commission) of a major modification to the TDM Plan at any other time deemed necessary by the TMA.

#### 1.4. Alameda Point Development Program

Alameda Point has a development capacity allowing 1,425 housing units and about 5.5 million square feet of commercial uses including office, retail, and manufacturing. It is anticipated that Alameda Point will reach build out of its development program over a 30-year period. The residential component of the Alameda Point development program is expected to build out in a significantly shorter timeframe (approximately 10 years) than the commercial component (approximately 30 years).

#### 1.5. Organization of the Plan

- This **Chapter 1** provides an overview of the plan; outlines the organization of the Plan; and summarizes the proposed development program for Alameda Point.
- **Chapter 2** gives an overview of forming the Transportation Management Association (TMA) that manages the implementation of the TDM Plan and defines the roles and responsibilities of staff and the Board.
- **Chapter 3** explains the trip reduction goals and requirements of the Plan.
- **Chapter 4** describes the TDM services and programs that are recommended in the Plan to be provided by the TMA; identifies the TMA's "essential" strategies implemented in the initial phases of development and the ultimate services and programs proposed for build out; and discusses how end users will prepare Compliance Strategies consistent with the Plan that may include enhanced TDM services.
- **Chapter 5** describes the parking management strategy in detail and explains how it works with the existing zoning and the TMA's services and programs.
- **Chapter 6** describes the monitoring and reporting program; and the recommended steps to measure the Plan's performance.

- **Chapter 7** describes the implementation of the Plan, including the proposed cost and funding of the Plan, the compliance and modification process, and the steps necessary to implement the Plan at startup and through build out of the development.
- The **Appendix** contains supporting tables for the Plan; a copy of “The TMA Handbook”, a comprehensive guide to creating and operating a successful TMA; and other supporting documentation.

## 2. MANAGING THE PLAN: ALAMEDA POINT TRANSPORTATION MANAGEMENT ASSOCIATION

The Alameda Point Transportation Management Association (TMA) will be responsible for administering and managing the Alameda Point TDM Plan presented in this report. This Chapter provides an overview of formation of the TMA and describes the evolving roles and responsibilities of the TMA over time. **Appendix C** provides a handbook on creating successful TMAs.

### 2.1. Defining the TMA

The definition of a TMA that follows is one of the most relevant definitions as to what a TMA at Alameda Point is expected to be and why:

“...public/private partnerships formed so that employers, developers, building owners, and government entities can work collectively to establish policies, programs and services to address local transportation problems. TMAs realize their potential in addressing traffic congestion, air quality, and occasionally, employment issues through TDM strategies. TMAs are established within a limited geographical area to address the transportation management needs of their members. TMAs are expected to obtain private sector financing in addition to public funding.”<sup>1</sup>

### 2.2. Overview of TMA Formation

The City, in conjunction with developers, and other key stakeholders, will form an organization called a TMA to which all residential and commercial entities within Alameda Point are members. The TMA is responsible for implementing and monitoring the Plan and ensuring the membership is using the TMA’s services to their fullest extent.

The Plan may be managed in the initial phase by a predecessor of the TMA that will be formed later. This initial TMA is created and led by the City of Alameda and is comprised of key stakeholders of Alameda Point. Others may be invited to participate in the TMA’s meetings as needed such as transit service providers

## The Expanding Roles of Today’s TMAs

If the TMA only had to simply manage the programs and services it provides, it would require limited staffing. But today, much more is expected of the TMA’s because the field of transportation has become complicated and traffic impacts caused by new development can trigger unexpected opposition to projects. While not part of any official definition, the role the TMA of today includes:

- Broker or provider of services
- Consultant
- Watchdog
- Information clearinghouse
- Forum for consensus-building
- Advocate
- Educator
- Regulatory Monitor

<sup>1</sup> Source: Center for Urban Transportation Research, College of Engineering, University of South Florida. TMA Handbook. 2001.

[e.g., AC Transit, Water Emergency Transportation Authority (WETA), Bay Area Rapid Transit (BART), private operators], City of Alameda law enforcement, bicycle advocacy groups, or other regional transportation agencies.

TMA's in the formation stage usually focus on the following activities:

- Establishing a core membership and steering committee.
- Formalizing the initial funding mechanisms.
- Establishing legal and organizational structure.
- Initiating marketing and membership development.
- Selecting the most effective strategies and eliminating the least effective.
- Generating awareness and interest among targeted markets.
- Fostering public-private relationships.

### Composition of the Initial Alameda Point TMA Board of Directors

- City staff serving as acting director and technical support of the TMA;
- A City of Alameda Transportation Commissioner;
- Representatives of property owners, developers, employers, and resident associations. and
- Transit service provider representatives.

There are several options for the organizational structure of a TMA. The interim TMA core group or a steering committee may elect to organize an ad hoc group or create a committee within another established private organization. The steering committee may feel the TMA would function well under the organizational formality of a private, nonprofit organization. Additionally, the interim TMA may explore the possibility of teaming up with an existing TMA in the City of Alameda, if their goals and objectives are aligned.

The City can assist the TMA in reviewing their options and the pros and cons of various organizational structures. If, however, the steering committee believes that a more formal organizational structure is needed, and that a Board of Directors is needed to guide the ever-increasing complexity of the TMA, then formal incorporation may be the best way to organize. Then articles of incorporation and bylaws must be drawn up, and a Board of Directors must be established for which a statement of duties should be devised. The formation of the official TMA takes between 12 and 18 months and will build upon the work conducted by an interim TMA during the initial years before significant development has occurred.

Other tasks at this stage of the TMA's formation will include developing office procedures, defining the roles and responsibilities of the Board of Directors and staff, identifying an Executive Director either as a combination of staff, a consultant, or creation of the position and recruiting to fill the position. Additionally, the TMA will need to establish an office and set up an accounting system.

### 2.3. TMA Board of Directors

The official TMA is led by a Board of Directors comprised of Alameda Point employers and employee representatives, resident associations, City staff and a representative of the Transportation Commission, and potentially regional transit service providers, such as AC Transit and WETA.

The Board of Directors provides high level direction to the TMA staff, and approves the TMA's budget and the selection of supportive services offered to its members. The Board makes recommendations to the City Council on City controlled strategic decisions related to parking management such as raising or lowering

parking charges and deciding when to build additional public parking facilities. As described above, any major modifications to the Plan would be initiated by the TMA and need to be approved by the City Council.

#### **2.4. TMA Operations**

Once a legal and organizational structure has been established, the TMA begins its operational stage. Operations includes two primary categories of activities: administration and service delivery. Administration refers to the ongoing efforts needed to maintain membership and funding, running the office and serving the Board of Directors. Service delivery refers to providing services to members and other selected markets. Operation is characterized by a maturation of the organization, development of stable, ongoing, funding from special tax revenue, and a track record of service delivery. The primary activities of an operational TMA are:

- Developing and delivering member services.
- Keeping the membership informed and enthusiastic.
- Advising the City on key policy decisions related parking management and major modifications to the Plan.
- Maintaining office functions, keeping records and an accounting system.
- Monitoring and evaluating program and service progress ongoing and annually.



### 3. TRIP REDUCTION REQUIREMENTS

This Chapter summarizes the trip generation goals of the Alameda Point TDM Plan highlighted in Chapter 1 and describes the types of trips that the Plan aims to reduce.

#### 3.1. Trip Reduction Goals

The trip reduction goals established in the Plan are required by the General Plan, the Alameda Point EIR and City's zoning ordinance. All new development within Alameda Point is required to fund and to participate in the TMA, and develop and implement a Compliance Strategy that includes a trip reduction plan consistent with this Plan. The Plan's established trip reduction goals are a:

- 30 percent reduction in peak hour trips for commercial development; and
- 10 percent reduction in peak hour trips for residential development.

The goals are measured against the estimation of automobile trips projected in the 2035 "buildout scenario" in the Alameda Point EIR.

As described in detail in Chapter 6, the TMA will annually monitor Alameda Point automobile trip generation and survey residents and employees to determine conformance with the established trip reduction goals, and to identify the strategies and measures that have the greatest impact on reducing single-occupant automobile trips. If Alameda Point, at the aggregate level, is found to be out of conformance, the TMA may require refinement or replacement of trip reduction strategies provided by the TMA and individual end users. The revised strategies are to be re-implemented, and monitored in subsequent years.

#### 3.2. Types of Trip Reductions

Trips that travel to Alameda Point from off-island and vice versa are the type of trip that causes the greatest impact because these trips use up the limited capacity of Alameda's bridges and the Posey and Webster Tubes. The type of trip that causes the second greatest impact are trips that travel external to Alameda Point but stay on the island. These trips contribute traffic to intersections that are at or nearing the limit of their capacity.

These two types of trips are the target of the trip reduction requirement, but only if they travel during the morning or afternoon peak hours when congestion is at its worst, and primarily if the trips are by single-occupant-vehicle (SOV). Based on this narrow window of trips targeted by the Plan there are multiple ways of achieving the trip reduction as described below:

- **Trips shifted to transit or non-motorized modes of transportation.** This is the ideal method of trip reduction because it removes the automobile from the roadway network altogether.
- **Trips shifted from SOV to high-occupancy-vehicles (HOV) such as vanpools and carpools.** Not only does this type of trip improve conditions in Alameda, it improves regional traffic conditions, and has the added bonus of using the HOV facilities that exist nearly everywhere in the Bay Area.
- **Trips remain internal to Alameda Point.** Internally captured trips do not leave Alameda Point and do not impact external roads and intersections. Internal capture is the result of having a diverse mix of land uses in the community so that residents and employees can run errands, dine, drop children at school or day care, or shop without leaving Alameda Point and potentially can make these trips without using an automobile.

- **Trips travel during non-peak periods and therefore do not contribute to congestion.** This is the least desirable trip reduction because it means a vehicle remains on the island and available to travel during the peak hours should the driver choose to do so.

The TMA will also use surveys to identify which of these trip types are predominant in Alameda Point so that TMA provided services and programs, and marketing and promotional initiatives are tailored to target these types of trips.



## 4. TDM SERVICES AND PROGRAMS

The Alameda Point TDM Plan relies on the active participation of Alameda Point’s residents, employees and employers and needs to effectively persuade residents and employees to use public transportation, carpool or vanpool for commuting to work, and/or walk or bicycle to work and for other trips made throughout the day.

As a result, the Plan proposes extensive services and programs to be provided by the TMA, including shuttle/transit services that are intended to be within a quarter-mile of all major new development areas, as well as requires developers, employers and resident associations to prepare a TDM Compliance Strategy (Compliance Strategy) to demonstrate how end users will comply with the goals set forth in this Plan. These Compliance Strategies may result in end users instituting their own policies and programs in addition to those provided by the TMA to help change travel behavior and to meet their share of reducing trips which contributes to meeting Alameda Point’s overall goals. There are no limitations placed on the strategies that the TMA offers to its members or that employers may want to adopt for their own strategies.

### 4.1. TMA vs. End User Provided Services

The Plan relies on residents and employees to reduce SOV travel by either utilizing the services offered by the TMA or developing customized programs, with unique incentives (or disincentives) to persuade residents and employees to change travel behavior. How each entity proposes to reduce their trips through use of TMA services and/or their own specific programs is outlined in the Compliance Strategy that every developer, employer, commercial association, and resident association is required to prepare. The Compliance Strategy is an action plan that provides the TMA with basic information about the entity and identifies the types of services, programs, and incentives the entity will implement or use in order to comply with this Plan. The rest of this Chapter is divided two parts: (1) a description of TMA provided services and programs, and (2) a discussion of Compliance Strategies and the

## New Bicyclist Commuter Program

### *Example “Start to Finish” Incentive Strategy*

An example of a start to finish program that provides all of the necessary support for someone who wouldn’t have selected such an alternative mode without the comprehensive program. The program might be comprised of:

- Sign-up cash incentive or high value non-monetary incentive (e.g., one year membership to a popular health club or a top of the line bicycle helmet);
- Initial training on safe bicycling to Alameda Point;
- Proper equipment and gear selection and discounted sales;
- Training in maintaining equipment;
- Best route selection from home to worksite based on skill level, and maps of bicycle parking, locker rooms and showers ;
- Follow-up progress reporting with rewards or recognition for reaching milestones;
- Pairing with a “commute buddy”—an experienced bicycle commuter for first couple of months.

services and programs that could be provided by users, such as developers, employers and resident associations.

## 4.2. TMA Provided Services and Programs

### 4.2.1. TMA Services and Programs in the Near-Term

Initially, only the Plan's most essential services are implemented for reasons of economy. Essential services are those necessary to achieve a minimal level of transit service and supportive services considered very important to encourage alternative modes of travel, such as shuttle service to BART, AC Transit Easy-Passes for all employees and residents, a commute alternatives website, and other marketing and supportive services. Implementation of the initial essential services are triggered by a relatively small amount of new development, 100 new dwelling units or 100,000 square feet of new commercial development. **Table 1** compares the "essential services" provided by the TMA that comprise the initial implementation of the Plan with those proposed to be implemented as Alameda Point nears buildout.

### 4.2.2. TMA Services and Programs in the Long-Term

Implementation of the full Plan may take as long as 20 or 30 years, and some of the components may never have to be implemented. However, the Plan's components, and the cost of the components, must assume full implementation of the Plan, or TDM funding may fall short in the long-term. As development continues on Alameda Point, and traffic increases, the TMA provided services become significantly more robust to achieve trip reduction goals. The proposed near-term and long-term services and programs represent "bookends" for the Plan and what is offered between these two points in time will be determined by the TMA. The cost and funding of these services and detailed implementation steps are described in Chapter 7.

Again, **Table 1** provides a side-by-side comparison of the "essential" services offered in the initial phases of development and the long-term services proposed to be developed and managed by the TMA. Many of the services in the initial phase remain on the list of long-term services, but are more comprehensive and robust. **Table 2** describes each TMA core services in detail, and **Table 3** describes each contracted service.

**Table 1: Proposed Near-Term and Long-Term TMA Provided Services and Programs**

Service	Initial (Near-Term) Services	Long-Term (Buildout) Services
Shuttle (or Transit Service) to 12 <sup>th</sup> Street BART Station	<p><b>Shuttle service provided by AC Transit or private operator. Essential commuter service only for economy:</b></p> <ul style="list-style-type: none"> <li>Operates during weekday peak periods (5:00 – 9:00 am / 3:00 – 7:00 pm)</li> <li>No weekend service</li> <li>30-minute headways (accommodated by one vehicle and one driver)</li> <li>No stops outside of Alameda Point and 12<sup>th</sup> Street BART</li> </ul>	<p><b>Shuttle service operated by AC Transit or private operator. Near-maximum service coverage:</b></p> <ul style="list-style-type: none"> <li>Operates during weekday peak periods (5:00 – 9:00 am / 3:00 – 7:00 pm), 15-minute headways</li> <li>Operates during weekday non-peak periods (9:00 am - 3:00 pm / 7:00 pm - 1:00 am), 30-minute headways</li> <li>Saturday (6:00 am – midnight)</li> <li>Sunday (8:00 am – 10:00 pm)</li> <li>30-minute headways all day weekends</li> <li>Additional stops on route between Alameda Point and 12<sup>th</sup> Street BART [1]</li> </ul>
Core Support Services	<p><b>Summary of select core services (see Tables 2 and 3):</b></p> <ul style="list-style-type: none"> <li>General administrative and management duties</li> <li>Provide new resident/tenant travel options kit Information about trip reduction goals and the Plan’s services to all new residents/tenants</li> <li>Establish and manage funds for TMA provided services, and public parking operations, maintenance and enforcement</li> <li>Disseminate guidelines for preparing Compliance Strategies</li> <li>Review and approve Compliance Strategies</li> <li>Provides limited introductory incentives for ride sharing, walk and bike commuting, transit, etc.</li> <li>Develop and implement select components of annual marketing and promotion plan</li> <li>In initial phase (years 1-3) develop and refine a pilot program for the trip reduction monitoring and employee /resident survey.</li> <li>Annually present progress to the Transportation Commission</li> </ul>	<p><b>Summary of select core services (see Tables 2 and 3):</b></p> <ul style="list-style-type: none"> <li>General administrative and management duties</li> <li>Conduct training of volunteer and part-time Transportation Coordinators</li> <li>Provide new resident/tenant travel options kit Information about trip reduction goals and the Plan’s services to all new residents/tenants</li> <li>Manage funds for TMA provided services, and public parking operations, maintenance and enforcement</li> <li>Review and approve compliance strategies</li> <li>Manage Pooled-TDM services for small employers</li> <li>Provide assistance to end user in developing Compliance Strategies</li> <li>Provide introductory incentives for commuting using alternative modes</li> <li>Develop bicycle Commute Startup Program</li> <li>Develop registered Vanpool Subsidy Program</li> <li>Offer a school Commute Transportation Program</li> <li>Develop and implement annual marketing and promotion plan</li> <li>Manage, analyze, and report trip reduction monitoring and employee/resident survey findings and recommendations to Transportation Commission</li> </ul>
Contract Services	<p><b>Select contract services:</b></p> <ul style="list-style-type: none"> <li>AC Transit Easy-Pass Program</li> <li>Pilot TMA sponsorship of one Bikeshare station</li> <li>Carshare stations (provision of space in public facilities for contractor to house vehicles)</li> <li>Develop and maintain basic Commute Alternatives website</li> <li>Annual traffic monitoring and employee/resident surveys (service contracted to consultant)</li> </ul>	<p><b>Select contract services:</b></p> <ul style="list-style-type: none"> <li>AC Transit Easy-Pass Program</li> <li>TMA sponsorship of Bikeshare stations (3 stations)</li> <li>Carshare stations (provision of space in public facilities for contractor to house vehicles)</li> <li>Expand and maintain Commute Alternatives interactive website, add trip planner, TDM compliance App, on-line rideshare matching service, and links to other commute sites (e.g., 511.org)</li> <li>Annual traffic monitoring and employee/resident surveys (service contracted to consultant)</li> </ul>

**Table 1: Proposed Near-Term and Long-Term TDM Services and Programs (Continued)**

Service	Initial (Near-Term) Services	Long-Term (Buildout) Services
Implementation Threshold	TDM Plan implemented when development reaches: 100 new dwelling units OR 100,000 square feet of new commercial development	Continuous; TMA services are introduced or modified after reviewing monitoring results, projected demand and available revenue for the following year
Plan Mgmt. [2]	City of Alameda or contract staff serving part time. May be combination of senior and mid-level staff. [Full Time Equivalent = 0.57 employees]	TMA staff hired by the Board, a consulting firm, or City employees serving as TMA staff directed by a Board of Directors as described in this Plan. [Full Time Equivalent = 1.8 employees]
<p><b>Notes:</b></p> <p>[1] In the long-term, the shuttle stops at key destinations along route in Alameda and Oakland. AC Transit shuttle service has potential to convert to a Rapid Bus or BRT line route with expanded stop coverage and high frequencies, without reduction in desired shuttle-quality service to/from the 12<sup>th</sup> Street BART station.</p> <p>[2] TMA staff may be exclusively full-time to the operation of the Alameda Point TMA or be comprised of Alameda Public Works and/or Planning Department staff sharing the responsibilities of operating the TMA on a part-time basis.</p> <p>Kimley-Horn and Associates, Inc., 2014.</p>		

**Table 2: Description of the Alameda Point TMA Provided Services and Programs**

TMA Core Service	Description of Service	NT	LT
<b>Administrative / Coordination / Management / Training Services</b>			
General Administrative and Management Duties	Overall management of the TMA's core and contracted services and day to day operations, general accounting, scheduling, and tracking of members through records of leases, new development, and tenants.	Y	Y
Bicycle Commute Startup Program	Training and advice for both Alameda Point residents and employees on route planning, safety, gear and equipment, bike maintenance and repair, bike parking, and shower/locker room information.	N	Y
Bikeshare Station (3) Sponsorship	The TMA may sponsor up to three (3) Bikeshare Stations for use by Alameda Point residents and employees.	Limited	Y
Carshare Program	The TMA will actively solicit Carshare providers to establish stations on public or private property in Alameda Point. The TMA will serve as "broker" for homeowner associations and employers seeking Carshare services for their residents and employees.	Y	Y
Commute Alternatives website	The TMA will develop the content for updating the website as well concepts for development by professional website designers. Interactive functions such as an individual Trip Planner feature, an Alameda Point Trip Reduction Compliance Assistance application for use by any residential or commercial entity, an on-line rideshare matching service for registered users, on-line training programs for resident and employee volunteer or part-time Transportation Coordinators, or on-line bicycling safety training for everyone are examples of concepts that may be developed.	Y Basic Features	Y Adv Features
Emergency Ride Home Program	Centralized service for dispatching taxis and managing reimbursements to the TMA.	Y	Y
Employer and HOA Compliance Strategy Assistance	Provide guidelines and advice, material and support for employers, businesses, homeowners associations, and individuals in preparing the required Compliance Strategy. For a fee, the TMA will develop a Compliance Strategy based on interviews and information provided by the entity requesting assistance.	N	Y
On-Site TDM Coordinator	Duties concurrent with other responsibilities of the TMA's core services.	Part-Time	Y
Provide New Resident and Commercial Tenant Travel Options Kit	Develop and disseminate a kit of information and tools explaining trip reduction goals, parking management, and the Alameda Point TDM Plan's services available to new residents, businesses, employers, employees.	Y	Y
Rideshare Matching Service	The TMA will maintain a database of registered participants interested in ridesharing. The service is available at the TDM Coordinator's office and on the Commute Alternatives website.	N	Y

**Table 2: Description of the Alameda Point TMA Provided Services and Programs (Continued)**

TMA Core Service	Description of Service	NT	LT
<b>Administrative / Coordination / Management / Training Services</b>			
Guidelines for Preparing Residential and Commercial Compliance Strategies	A handbook of guidance for residential and commercial tenants (or individuals) to develop a Compliance Strategy including a menu of measures and guidelines for their use; example Strategies, estimating effectiveness, overview of pre-tax payroll deductions, parking cash-out programs and tax implications of certain incentives; includes forms for developing Compliance Strategies. Handbook includes steps for submitting Compliance Strategies for approval, implementing Strategies, and participating in the annual monitoring and surveys. Handbook will be updated regularly and reside on the Commute Alternatives website.	Y	Y
Review and Approve Residential and Commercial Tenant Compliance Strategies	Employers, residential complexes, or associations are required to prepare and submit a Compliance Strategy for approval. Compliance Strategies outline tenant plans to meet trip reduction requirements. Provides basic tenant information and demographics, current travel modes, special requirements (e.g., shift overlaps or senior / disabled needs); describes the TMA services, incentives and programs tenant will promote internally, identifies Transportation Coordinator. Tenants may submit their own comprehensive TDM program if they prefer. The TMA reviews Strategies for reasonableness, cost-effectiveness, and awareness and effective use of available TMA services.	Y	Y
School Commute Transportation Program	Recognizing that school trips make up a significant proportion of morning peak hour automobile trips, the TMA will coordinate with schools to provide information to parents and older students about alternatives to driving to school. Information and material may include descriptions and maps of "safe walking and biking routes to schools", and parent or school initiated programs such as "school walk-pools", "bike-pools", student transit passes, etc.	N	Y
TMA Funds	Manage accounting of TMA Funds which include special tax revenues that comprise TMA membership dues, and parking revenues, that fund TMA provided services, and public parking operations, maintenance, and enforcement.	Y	Y
Transportation Coordinator Training Program	TMA sponsored training programs, seminars, and webinars for designated part-time Resident or Employee Transportation Coordinators who represent their HOA, residential complex, company or business; the TMA will develop and disseminate training and educational material for Transportation Coordinators to assist resident associations or employers in preparing a Compliance Strategy, and inform neighbors and co-workers of their travel options.	Limited	Y
Visitor Clipper Card Program	This program provides temporary pre-paid Clipper Cards available from the TMA for businesses to offer to traveling visitors, or for residents and employees to offer to family members, guests, etc., avoiding the need to rent automobiles to travel to/from Alameda Point. The short-term multi-day Clipper Cards include limited value fare (approx. \$15 to \$20.00) for use on AC Transit and BART (serving the San Francisco International Airport) plus fare for the Oakland Airport connector for the convenience of business travelers or traveling guests. The TMA will keep a limited quantity of these Clipper Cards on hand.	Limited	Y

**Table 2: Description of the Alameda Point TMA Provided Services and Programs (Continued)**

TMA Core Service	Description of Service	NT	LT
<b>Incentives and Services Related to Mode Shift</b>			
<p>Introductory Incentives for Alternative Commute Modes:</p> <ul style="list-style-type: none"> <li>- Vanpool sign-up Incentives</li> <li>- Carpool sign-up Incentives</li> <li>- Bikeshare group subscription incentive</li> </ul>	<p>The TMA will periodically offer introductory incentives to residents and employees who currently travel by single-occupant-vehicle and who commit to using an alternative mode for an introductory period of time and a minimum number of days per week/month during the introductory period. Incentives are typically in the form of vouchers for vanpool fees, fuel, or parking but may also include premium preferential parking spaces, vouchers for services or goods from local shops, restaurants, health clubs, etc. Incentives may be adjusted to reflect tax implications based on the value of the incentive.</p>	Limited	Y
<p>Pooled Employer/ Resident Association-Funded Incentive Program</p>	<p>By pooling resources on a regular basis, Alameda Point's property owners, employers, tenant associations, and HOA's can provide incentives of substantial value available in frequent drawings to employees or residents who travel by alternative modes. This type of program typically gives away moderate value vouchers, products, services or cash weekly and high value winnings in quarterly drawings. Oftentimes, the winnings being given away are significant enough to convince people to use an alternative mode at least during the drawing period.</p>	Limited	Y
<p>Registered Vanpool Subsidy</p>	<p>A vanpool subsidy is typically provided to the driver or all members of the vanpool to defray the cost of vacant seats for which the other members must compensate. A subsidy, along with increased promotion of the empty seats by the TMA and employers, acts as an incentive to retain existing vanpoolers while recruiting passengers to fill vacant seats.</p>	N	Y
<b>Marketing and Promotion of TDM Plan</b>			
<p>Annual Marketing and Promotion Plan</p>	<p>Annually, the TMA will develop a budget and implementation plan for the marketing and promotion of services in the following year. These plans may emphasize an under-utilized service that has been demonstrated to be effective, or continue to promote the most effective services. Promotions may include "branding" of services or adopting a particular "theme" that catches the attention of future transit users. The plan must receive Board approval before implementation. Initially, the marketing and promotion budgets will be small. But with intensified development, the increase in budget may warrant contracting the development of promotions to a professional marketing firm.</p>	Limited	Y



**Table 3: Description of TMA Provided Contracted Services**

TMA Contracted Services	Description of Service	NT	LT
AC Transit Easy-Pass Program	This program leverages the purchasing power of every resident and employee in Alameda Point to contract with AC Transit to provide pre-paid transit passes to every resident and employee. In the initial phases of development, the number of passes purchased will be relatively small. As development intensifies and the number of purchased passes increases, the TMA will benefit from a reduction in the cost per pass.	Limited	Y
Shuttle (or Transit Service) to 12th Street BART Station	One of the most essential of the services provided to Alameda Point: a high frequency dedicated shuttle route that can transfer employees and residents to and from the 12th Street BART station in 15 minutes. In the initial phases of development, the shuttle is targeted at commuters and thus only runs during a four hour peak period in the morning and a four hour peak period in the afternoon. For economy, the shuttle's headways in the initial phases of development are 30-minutes. As development intensifies and demand for the shuttle increases, the shuttle will target trip purposes beyond the commute, thus, headways will decrease to 15-minutes, non-peak period service will be added comprising 20-hour weekday service, and Saturday service will be added. If the cost of the shuttle can be kept low, Sunday service will be added as well. Other users who are not paid for by the special tax can use the shuttle for a fee as long as their use does not reduce the frequency of headways or undermine the effectiveness of the service. Although not the goal of this Plan, the TMA should look to develop relationships with tenants at Alameda Point and other potential partners or TMAs in the City, who may be willing to fund and supplement the shuttle service or routes during off-peak hours. At some point once sufficient development exists, it may make sense for AC Transit to provide a new transit service along this same route, which could be subject to a performance-based contract with the TMA, if special tax revenue were to be used to supplement AC Transit's fare box revenues.	Y	Y
Annual Traffic Monitoring and Employee/Resident Surveys	Determining the effectiveness of the TMA's services and the compliance strategies requires regular performance evaluation. Annually, daily and peak period traffic counts (min. of 3 days) will be collected at Alameda Point gateway intersections and measured against trip reduction goals. Augmenting traffic data is an annual employee and resident transportation survey to collect data on modes of travel, frequency of the use of those modes, trip purposes, distance traveled, cost, opinions on effective and ineffective TDM services, reasons for not using services, suggested improvements, and demographic information for cross-referencing. Survey will utilize a multi-media approach to maximize the return rate (e.g., online, mail-in, intercept). The TMA will work with a contractor to develop data collection and survey methods.	Y	Y



**Table 3: Description of TMA Provided Contracted Services (Continued)**

<p>Develop, Update, Enhance and Maintain Alameda Point Commute Alternatives Website</p>	<p>The TMA will develop the content for updating the website as well develop concepts for website designers to enhance with functional interactivity. These services may be provided by contracted professionals or City in-house expertise if available. Interactive functions may include an individual Trip Planner feature (or link to existing trip planners), an Alameda Point Compliance Strategy-Builder application for use by end users, an on-line rideshare matching service for registered users, on-line training programs for employee TDM Coordinators or on-line bicycling safety training for everyone are examples of concepts that may be developed. TMA staff will work with a contracted website developer to implement features, if necessary</p>	<p>Limited</p>	<p>Y</p>
<p><i>NT=Near-term implementation of services in early phases of development.</i> <i>LT=Long-term implementation of services at, or near, buildout of Alameda Point's development program.</i></p> <p>Kimley-Horn and Associates, Inc., 2014</p>			

### 4.3. End User Provided Services and Programs

Any DDA and condition of approval for new development at Alameda Point will require that all property owners require through covenants, conditions and restrictions, or other enforceable real property interest, that run with the land that all commercial tenant associations, major employers, residential tenant association, and homeowner's associations join the TMA, file a Compliance Strategy with the TMA consistent with this Plan, implement their Compliance Strategy, and refine it, as necessary.

TDM services and programs provided by end users, such as employers or resident associations, via their Compliance Strategy are tailored combinations of measures and services selected specifically to meet the travel needs of the employees assigned to the site, or services that best match the needs of most residents in a particular development. As stated above, all end users will be required to prepare a Compliance Strategy to demonstrate to the TMA how they will use and implement services for its employees and residents to reduce traffic in compliance with this Plan. The TMA Board has authority to review and approve Compliance Strategies prepared by employers and resident associations and the authority to require significant refinements should annual monitoring and resident / employee surveys reveal that an entity's Compliance Strategy is ineffective. **Table 4** provides a list of potential services that an end user could provide in addition to TMA provided services.

Some employers may relocate to Alameda Point with long standing trip reduction plans that are demonstrated to be effective. These employers will simply continue with their programs and may take advantage of the TMA's other available services. However, the majority of employers and resident associations locating in Alameda Point will have never developed a TDM plan or Compliance Strategy. Some employers or associations may have so few potential participants that it is not cost-effective to develop a strategy for such a small group. In these cases, the TMA steps up to assist the entity in developing a Compliance Strategy most likely tailored to using primarily the TMA's existing services and programs or to pooling together similar small entities in order to create cost efficiencies. Many of the TMA services listed in this Chapter may be identified in a Compliance Strategy, possibly with adjustments that make the service more specific to their needs. It is not the individual measures within a Compliance Strategy that makes it successful, it is the combination of measures that underscores and complements the entity's culture and philosophy that creates successful behavioral change, particularly if the employees or residents view the strategy as consistent with their collective values. Later in this Chapter a sidebar presents a case study of an employer-based TDM program using a combination of strategies tailored to the company's personnel.

End users can package TDM services to target specific markets or specific modes of travel, and a "commuter club" packages of services can provide increasing perks and incentives the longer the user travels using alternative modes or collects "points" for each day using alternate modes. **Appendix E** shows figures that provide examples of TDM services packaged to target alternative modes of transportation; site design and land use strategies combined with certain services to create a high-reward "club" incentive program; and TDM strategies that work well for residential developments are often managed by property managers or a resident association. Additionally, **Appendix D** provides information on how to attract residents to transit-oriented developments.

**Table 4: Additional Services that Could Be Provided by End Users**

TDM Services and Programs
Discount vouchers for bicycle or electric bicycle purchases, and related equipment
Periodic events and commute alternatives competition between tenants and residents (tangible rewards to top performers)
Employee and resident relocation information and services (rental finder / matching website or resource library)
Company vehicle available to employees who commute using alternative modes for mid-day use or off-site business related travel
CommuterCheck® or similar pre-tax payroll deduction for purchasing transit fare
Pre-paid transit fare (e.g., Clipper Card) for employees or households in residential developments. [1]
Employer sponsored vanpools
Company provided pool of bicycles and safety equipment for running errands or visiting nearby places
Company vehicle and preferential parking provided full time to volunteer drivers in return for commitment to carpooling
Employer provided membership benefit not normally provided to employees for commitment to alternate modes at least one day a week (e.g., Pre-Paid Legal services, Costco Membership, etc.).
Concierge services provided to workers and residents with errand services that enable them to avoid vehicle trips
Notes:  [1] Note that the Easy-Pass service offered by the TMA is only available for the AC Transit system. The pre-paid transit fare would be in the form of pre-loaded full-fare pass such as a Clipper Card usable on multiple transit systems such as BART, AC Transit, and Caltrain, and may be distributed or as a reward for consistently using alternate modes.

#### 4.3.1. Alternative Work Schedules and Remote Sites

Flexible working arrangements or facilities offered by end users can also help meet Alameda Point's trip reduction goals. The following provides examples of these strategies that could be used by employers and residential developers/resident associations:

- **Business Centers.** Business centers are typically part of a residential development and are centrally located, available to all residents, and offer a quiet location for working, printing, faxing, and accessing the Internet. Business Centers are meant to facilitate teleworking.
- **Compressed Workweeks.** This type of flexible work arrangement maintains a 40-hour work week but compresses the week into in 4 days at 10 hour each day or 80 hours in 9 days. These programs allow employees to avoid work commutes once a week or once every two weeks and essentially cut employee trips by 20 percent.
- **Flexible Work Schedules.** This type of scheduling allows employees some latitude in their shift start and end times which may adjust these times by as little as 15 minutes to as much as 2 hours. Flexible work schedules allow employees to adjust their work schedules to better match transit schedules, as well as to avoid periods of peak traffic volumes.
- **Teleworking.** Formerly termed “tele-commuting,” this alternative work schedule allows employees to work from home or from a distant business center closer to their home than to their workplace. Successful TDM programs assist workplaces with the design of telework programs by informing management on issues regarding liability, rules of participation, and technology issues.

## Employer-Based TDM Plans: A Case Study of the Nike Corporation

The State of Oregon's Department of Environmental Quality established a commute trip reduction mandate aimed at employers. Beginning in 1996, employers were required to provide incentives and programs for employee use of alternative commute options, and reduce single-occupancy-vehicle (SOV) commuting by 10 percent over three years. Nike's program is summarized below:

- Nike introduced an incentive-based program giving away prizes and Nike Buck vouchers good at the Nike cafeteria and at Nike stores at a large quarterly drawing, and at smaller monthly drawings.
- The program was promoted through Nike's on-site employee Transportation Coordinator and at transportation fairs, newsletters, flyers, and posters, which raised interest in the prizes and an increase in alternative modes usage.
- Nike encouraged rail use by sponsoring a shuttle to transport employees to and from a light rail station, about ½-mile from the Nike campus.
- Nike subsidized transit by paying 72% of the cost of an annual bus/rail pass.
- Nike promoted carpooling through the use of an in-house rideshare matching list and preferential carpool parking.
- All pass holders were eligible for the Guaranteed Ride Home program, administered by the local transit authority, TriMet.
- Nike supported a flextime policy allowing employees to work with their supervisors to develop schedules most appropriate for them and their workload.
- Nike provided services for bicycle commuters, and interested bicycle commuters including helping employees map out safe bicycle routes, providing regional and local bicycle resources and information, and promoting bicycle specific events to all employees.
- Bicycle commuters had access to Nike's two fitness centers and use of the showers and locker room.
- Bicycle racks were installed around the campus and bicycle cages were built in the fitness center area.
- Employees were allowed to bring bicycles into the building and store them in their offices.
- Bicycle commuters were eligible to participate in the monthly and quarterly drawings.
- Nike's campus has on-site amenities designed to limit SOV and vehicle usage during the workday.
- Nike employees can access quality childcare at one of the two on-campus childcare centers.
- Employees that need childcare for only a short time can utilize the Nike Tykes drop off program.
- Other on-site amenities and services include two sundry stores, dry cleaning service, beauty salon, an ATM and on-site movie ticket sales.

Nike's SOV rate in 1996 was 98%. Since implementing the TDM program, Nike's SOV rate has reduced to 78% with employees using other modes at 10% carpool, 2% bike, 5% bus / rail, and 5% flextime. During annual monitoring of the TDM program, employees provide Nike with feedback and ideas for program improvement and the Transportation Coordinator is given flexibility from Nike management to make appropriate changes to the TDM program.

## 5. PARKING MANAGEMENT STRATEGY

### 5.1. Objectives of the Strategy

The parking management strategy for Alameda Point is not a separate or stand-alone plan, but an essential component of the Alameda Point TDM Plan that supports the overall objectives of the Plan. The parking strategy has its own objectives as well. The objectives are:

- 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 a sufficient parking supply, meeting the needs of its businesses, employers and residents, within the context of a compact, walkable and transit-oriented community.

### 5.2. Overview of the Parking Strategy

Alameda Point's parking strategy employs current best practices for urban parking management where land values are high and traffic capacity is limited. The parking strategy uses three common methods of controlling parking that results in sufficient, but not excessive, parking for all users in the context of a compact, walkable, and transit-oriented community. The three methods, including zoning and development standards; a system of public parking facilities; and parking pricing, are described below. **Figure 2** summarizes the three methods of achieving successful parking management and **Table 5** below provides a summary of the phasing of the Parking Management Strategy over the near- and long-term.

#### 5.2.1. Alameda Point Zoning Code and Development Standards for Parking

Alameda Point's zoning controls the amount of private parking that can be built within new development by eliminating conventional "minimum" parking requirements and, instead, imposing a limit on the amount of private parking in new development. The development standards in the zoning code results in more efficient use of parking because the supply is limited without guarantee of locating a vacant space, and the alternative (public parking) charges a fee.

Although not stated in the zoning code, the parking strategy hinges on the use of public parking (either on-street or in off-street lots and garages operated by the City) when demand exceeds the supply of parking in private development. When this happens frequently enough, drivers consider alternate modes to avoid the hassle of search for a vacant parking space and the cost and inconvenience of having to park off-site.

### Most Effective Combination of Conditions and for Successful Parking Management

- High level of public transit in vicinity (such as AC Transit's Line 51 and BART)
- Restricted parking supply
- Parking fees
- Moderate to high level of employer or resident association-provided transportation services (e.g., shuttle to BART)



# Alameda Point's Parking Management Strategy

## ZONING

Alameda Point's zoning code governs the amount of private parking that can be built with new development by eliminating conventional "minimum" parking requirements and, instead, imposing an upper limit on the amount of on-site parking in a given development

Allows and encourages more efficient usage of parking such as shared parking, permitting residents to pay only for the parking they need (unbundling), valet parking, and reserving spaces for car and vanpools

Parking demand in excess of the parking supplied in private development uses public parking either on-street or in off-street lots and garages operated by the City

### Private Parking

- The development standards for on-site parking in Alameda Point's Zoning Code allows, on average, less than half (about 47%) of the minimum parking required elsewhere on the island using Alameda's current zoning code.
- Alameda Point's zoning caps private and public parking at a maximum of about 60% of the City's current zoning.
- Should the private parking supply be insufficient to accommodate the parking demand at peak times, then the demand shifts over to the public parking supply. Combined, the private and public parking supply on Alameda Point will be less than conventional zoning for off-street private parking.

## PUBLIC PARKING

Municipally-owned public parking is typically provided as an amenity in downtowns, in retail-intensive places, or where it is infeasible or cost-prohibitive for private development to construct the amount of parking required by zoning

In Alameda Point, municipal parking is used, in combination with private parking, to provide a sufficient, but not excessive, amount of parking in the context of a walkable, transit-oriented community that actively promotes alternatives to driving and offers an array of services supporting those who choose to take transit, bicycle, or walk

The two forms of public parking are:

### Public Off-Street Parking

- Off-street parking lots and garages will charge by the hour, with the rates favorably pricing short-term parking and increasing with each hour to discourage long-term employee parking.
- Employers may lease spaces in public parking facilities, allowing their employees and visitors to park in the facility pre-paid, but cannot reserve specific spaces.

### Public On-Street Parking

- On-street parking in Alameda Point retains its traditional role as a supply of short-term parking for adjacent land uses.
- On-street parking is regulated through time restrictions in most subareas (2 hours or less) but metered in the Town Center and Waterfront.

## PRICING

Public parking is not free in Alameda Point--the fees charged for parking are both pragmatic and strategic

Parking charges are pragmatic because they help fund the operations and maintenance of the parking facilities to keep them safe, clean and attractive, and well-lit  
Parking charges are strategic in that they can be raised or lowered to achieve a desired result such as encouraging a high rate of turnover in areas with high demand for short term parking

This works because drivers are highly sensitive to the price of parking so a relatively small adjustment in the cost of parking can have a large disincentive or incentive effect on decisions to drive--an example of this "elasticity" is shown in the graph below. Elasticity is an economic term defined as the percentage change in consumption of a good or service caused by a one-percent (1%) change in its price.

Establishing and altering the price of parking is not arbitrary but carefully thought out as to its collateral effects on the community. No profit is made on parking charges and any excess revenue is invested back into the Alameda Point community to improve the transportation infrastructure

### Parking Elasticity

- Elasticity is an economic term defined as the percentage change in consumption of a good or service caused by a one-percent (1%) change in its price.
- As an example, an elasticity of -0.5 for traveling by vehicle use with respect to the cost of parking means that each 1% increase in the cost of parking results in a 0.5% reduction in people traveling by vehicle.

*"Even a small price difference can have a large effect on travel decisions, particularly if consumers have competitive options."*

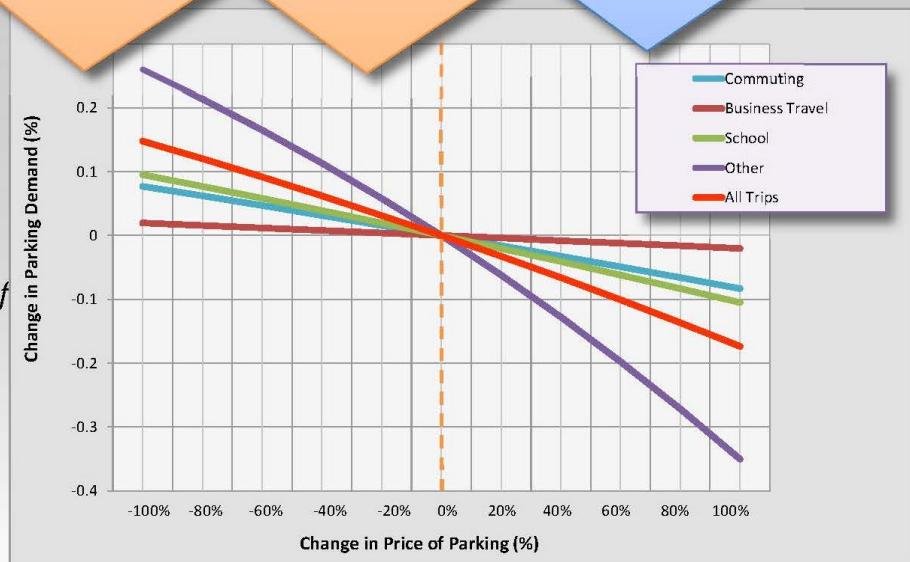


Figure 2: Alameda Point's Parking Management Strategy. The parking strategy uses zoning, a system of public parking, and pricing as one of the primary foundations of the Transportation Demand Management Plan.

### 5.2.2. Alameda Point's Public Parking System

Municipally-owned public parking is typically provided as an amenity in downtowns, in retail-intensive places, or where it is infeasible or cost-prohibitive for private development to construct the amount of parking required by zoning. In Alameda Point, municipal parking is used to meet parking demand that exceeds the private parking supply, and as a source of parking for businesses that would prefer to lease rather than build parking that is likely to be underutilized in the future.

Alameda Point's public parking system has on and off-street parking facilities. On-street parking retains its traditional role as a supply of short-term parking for adjacent land uses. On-street parking is regulated through time restrictions in most subareas but metered in high-demand areas like the Town Center and Waterfront Sub-district. Off-street parking lots and garages will charge by the hour, with the rates favorably pricing short-term parking and increasing with each hour to discourage employee parking. Additionally, a monthly parking pass program for employees may be employed if determined to be appropriate. Also, near-term developments may require short-term leases for additional land for temporary parking until key TDM services and programs become more evolved and robust.

A system of public parking requires the City of Alameda to retain, in City ownership, select properties to be reserved for off-street public parking in perpetuity. Parcels of land for public parking should not be located in prime locations but should be within a ¼-mile walking distance of anticipated concentrations of development. **Figure 3** shows seven sites identified by the City as potential public parking facilities and **Figure** illustrates the walking coverage associated with the seven parking sites.

Although expected to be generally consistent with this Plan, the exact location and size of these public parking lots will be determined as part of the Development Plan approval process initiated by developers for larger areas that include one or more of these public parking locations. In certain areas, the City may be responsible for initiating the process of seeking approval for the development of a public parking lot from the Planning Board and City Council.

### 5.2.3. Parking Pricing

Public parking will not be free in Alameda Point—the fees charged for parking are both pragmatic and strategic. Parking charges are pragmatic because they help fund the operations and maintenance of the parking facilities to keep them safe, clean and attractive, and well-lit. They are strategic in that charges can be raised or lowered to achieve a desired result such as encouraging a high rate of turnover in areas with high demand for short term parking.

The effect of pricing works because drivers are highly sensitive to the total cost of travel and, in particular, the cost of parking. Because of this sensitivity, a relatively small adjustment in the cost of parking can have a large disincentive or incentive effect on decisions to drive.

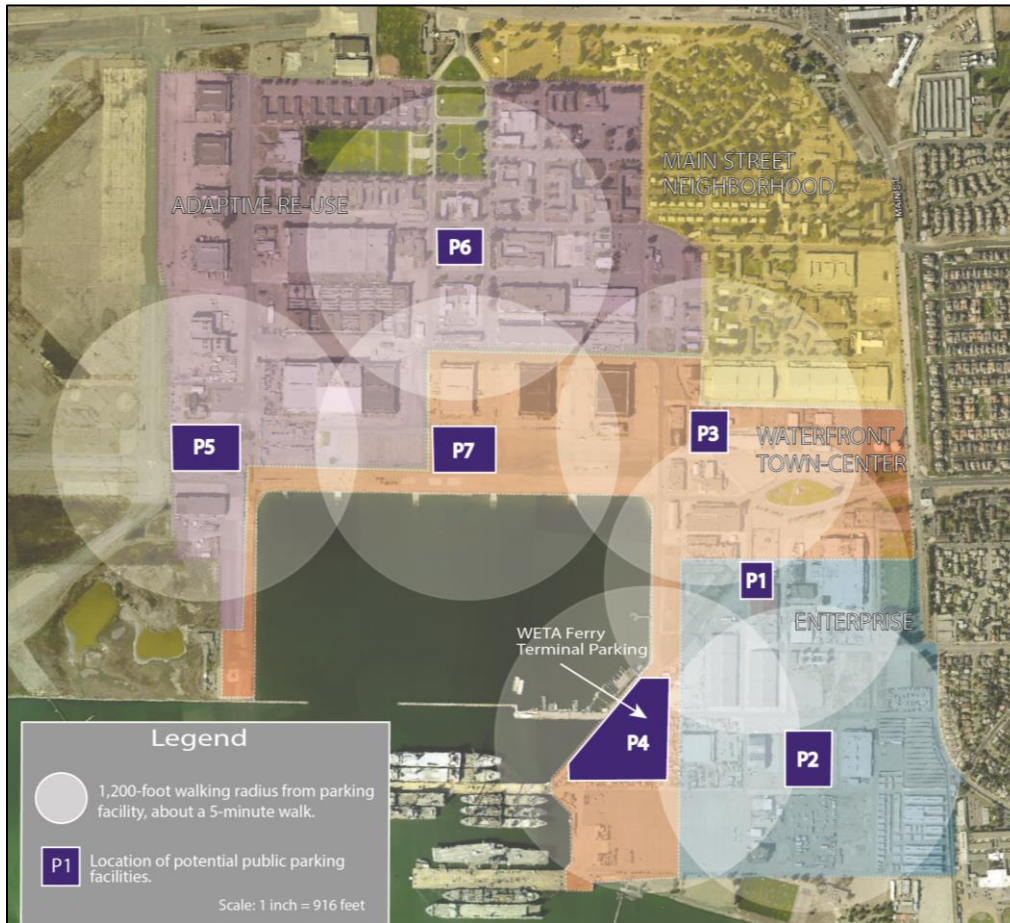


**Table 5: Summary of Parking Management Strategy in Near- and Long-Term**

Near-term	Long-term
<ul style="list-style-type: none"> <li>• City implements and enforces zoning parking requirements for new development</li> <li>• City may negotiate with new property owners/ tenants to provide near-by public parking or short-term leased private parking, if owner/ tenant needs more parking than zoning allows</li> <li>• City/developer constructs surface public parking lots as necessary to meet obligations of development agreements and leases (see <b>Figure 3</b> for parking locations)</li> <li>• As necessary, City implements on-street parking time restrictions on new and reconstructed streets per MIP</li> <li>• City charges a nominal fee in all public parking facilities to establish parking fees on Alameda Point as permanent</li> </ul>	<ul style="list-style-type: none"> <li>• City continues to implement and enforce zoning parking requirements for new development</li> <li>• City may continue to negotiate with new development for proximate public parking until all public parking sites are constructed</li> <li>• City/developer constructs public parking lots and/or structures as necessary to meet projected demand, and obligations of development agreements and leases</li> <li>• City enforces off-street payment and on-street parking time restrictions on new streets per MIP</li> <li>• City, in consultation with TMA annually review the TDM monitoring results and parking conditions to determine if parking fees will remain at current state or be subject to an increase or decrease depending on specific goals</li> </ul>



Figure 3: Locations of Alameda Point's Potential Public Parking Facilities



**Figure 4:** Walking Coverage from Alameda Point's Potential Public Parking Facilities

### 5.3. Regulatory Controls on Private Parking in Development

The relevant regulatory components of the parking management strategy, provided through the zoning code, include:

- No minimum parking requirements permits developers to decide based on cost and market factors without the mandate to absorb the cost of expensive structured parking that might make the development infeasible. This is a particularly important advantage to developers who want to build quality projects, but find the cost of structured parking on small or constrained sites a significant obstacle.
- On-site parking spaces cannot exceed the code's maximum limit.
- Unbundled parking, where the cost of parking is separated from the purchase or lease of housing is required for all multi-family housing units.

Parking demand that cannot be accommodated within private development (spillover) may park on-street (short-term parking) and in off-street public parking facilities (long-term) that are funded by parking charges.

Finally, the parking strategy emphasizes the value of the parking space which, when subsidized by employers, is taken for granted by employees. The strategy associates a value to public parking spaces—which may be a nominal value in the initial stages of development and may gradually increase as the level of development intensity increases and as the transit, bicycle, and pedestrian systems become increasingly robust and convenient.

#### **5.4. Supportive Parking Strategies that may be Implemented by Property Owners, Employers or Resident Associations**

Owners of buildings, individual tenants and employers, or resident associations can participate in, and contribute to, the trip reduction programs by implementing the following or similar parking-related strategies:

1. **Preferential Parking.** As an incentive to attract employees into trying rideshare options, building owners and employers may reserve parking spaces in desirable locations relative to the entries of commercial buildings, typically within a parking structure, adjacent to the building entrance or elevators, and marked reserved for registered carpool or vanpool vehicles.
2. **Carshare Facilities.** Owners and building managers may reserve one or more parking spaces in a private parking facility and designate the parking for housing commercial Carshare vehicles for use by tenants of the building, or nearby buildings.
3. **Bikeshare Facilities.** Owners and building managers may reserve an area on-site for installation of a private Bikeshare facility.
4. **Parking Cash-out Program.** California law requires employers who rent parking for their employees, and who subsidize the employee's cost to use the rented parking, offer their employees the option to choose taxable cash in lieu of any parking subsidy offered. The cash in lieu of parking subsidy can be used to pay for alternative modes of transportation. Separation of the cost of parking from the cost of floor area allows employers to reduce expenses by not renting parking spaces for each employee who chooses not to drive.
5. **Other Supportive Strategies.** Owners and building managers, or employers may offer services that offset concerns about not having an automobile available while at work such as an emergency ride home program, Carshare membership, and on-site services such as ATM's, dry cleaners, and fitness centers.

#### **5.5. Projections of the Private and Public Parking Supply at Buildout of Alameda Point**

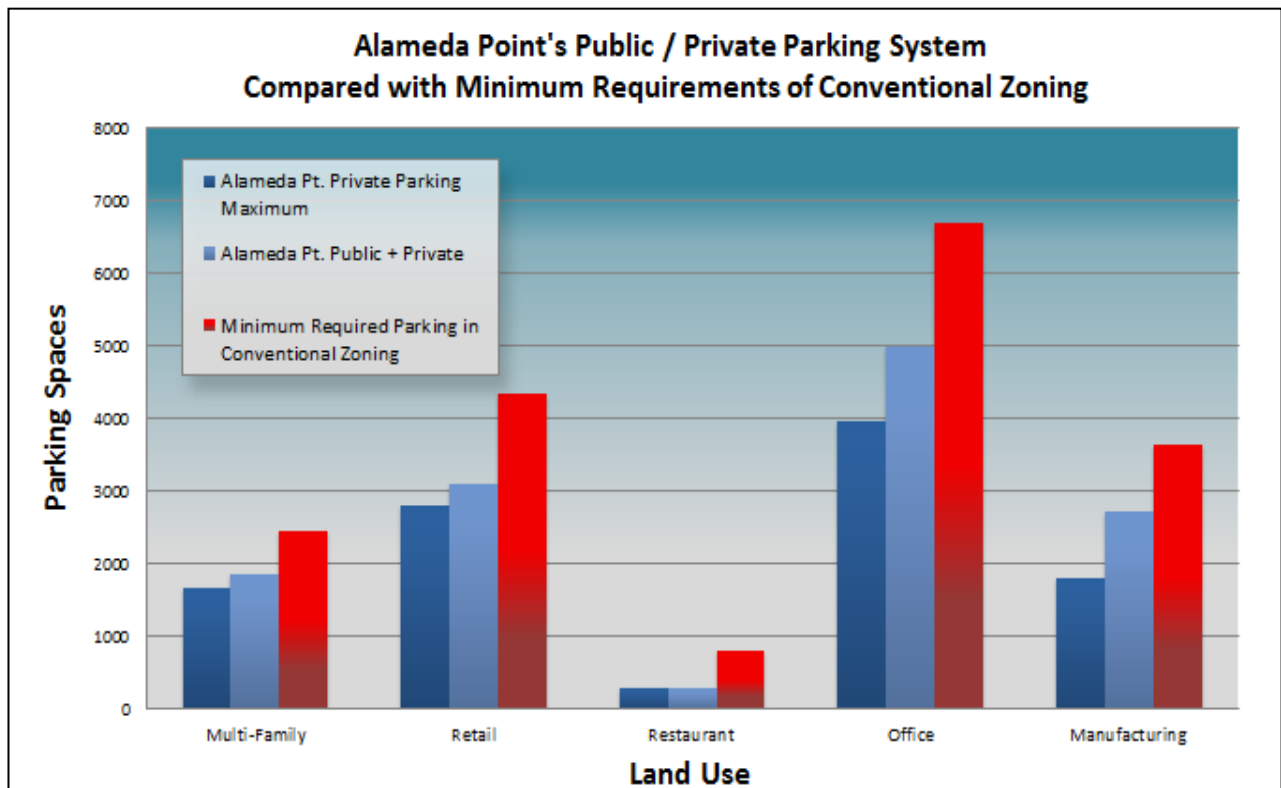
The private parking supply and the public parking supply at Alameda Point are linked. Not officially linked through zoning, but through the approach to parking management in this Plan. The linkage was intentional so that the amount of private parking, and the cost of public parking, could be controlled.

The amount of public parking the City provides will be dependent on the choices development makes regarding on-site parking. For example, if at one extreme, development leans towards as little private parking as possible, the City will need to make up the difference and provide more public parking than anticipated, increasing the amount of land required for public parking as well as increasing the cost to construct public

parking. The advantage to the City under this scenario is an increase in their control of parking supply and pricing.

At the other extreme, if development chooses to maximize on-site parking, the City spends less to build public parking but also loses some of their control since development will be less dependent on the public supply. Projecting the private and public parking supply for planning purposes assumes neither extreme, but seeks the middle ground for conservancy.

An estimate of the public parking supply at buildout of Alameda Point is based on assumptions about the amount of private parking that will be provided by developers (not to exceed the maximum parking ratios adopted in the Alameda Point zoning regulations). **Appendix A** provides supporting information on these estimates. Based on these assumptions, it is estimated that Alameda Point will need to provide approximately 2,400 public spaces (excluding on street parking spaces) in the potential locations depicted in **Figure 3**. The sum of the private off-street and public off-site parking supply is approximately 70 percent less than the minimum off-street parking requirements in Alameda's conventional zoning. The chart in **Figure 5** illustrates the difference between Alameda Point's zoning requirements and conventional zoning. **Appendix B** provides a detailed comparison of these requirements.



**Figure 5: Alameda Point vs. Conventional Parking Requirements:** Alameda Point's zoning does not require a minimum level of parking and instead places a maximum on parking. Public parking facilities serve as part of development's parking supply. The sum of Alameda Point's private and public parking is, on average, about 70% of the minimum parking required under Alameda's conventional zoning.



## 5.6. Justification for Reducing Alameda Point's Parking Requirements

There is no existing standard parking ratio for land uses in compact, dense, walkable and transit-oriented environments whether highly urban or moderately suburban. Further, there is no guidance on determining whether a particular reduction factor would be considered conservative or aggressive. The 70 percent parking standard reduction factor for Alameda Point, however, was not selected arbitrarily. It is selected based on current best practices planning and designing transit-oriented-developments throughout the United States. Research on the travel characteristics of infill and transit-oriented-development at the regional, statewide and national scales support the practice of reducing parking requirements both as a disincentive to driving and because studies show that transit-oriented-developments are frequently “over-parked” when they provide parking under conventional zoning requirements.

The concept of reducing conventional parking standards for transit-oriented-development is supported by the policies and best practices adopted by the Metropolitan Transportation Commission (MTC) in its publication *Reforming Parking Policies to Support Smart Growth: A Toolbox/Handbook of Parking Best Practices and Strategies for Supporting Transit Oriented Development in the San Francisco Bay Area (2007)* which explicitly encourages local municipalities to reduce parking requirements, encourage shared parking, use parking pricing to manage demand, and implement transportation demand management programs to reduce automobile travel.

MTC's Resolution 3434 Transit-Oriented Development (TOD) Policy for Regional Transi Expansion Projects affects development around regional transit facilities including ferry terminals. This resolution requires that agencies applying for transit expansion funding prepare plans for development around transit stations that must include: “TOD-oriented parking demand and parking requirements for station area land uses, including consideration of pricing and provisions for shared parking.”

Empirical evidence supporting the magnitude of the parking ratio reduction proposed in the Off-Street Parking Requirements of the Alameda Point Zoning District can be obtained by comparing the proposed Alameda Point parking ratios with currently adopted parking ratios in comparable municipalities in the Bay Area. A comparison shows that areas with denser land uses and walkable, bicycle-friendly transportation networks served by high frequency transit (e.g., similar to the vision for Alameda Point) have, on average, off-street parking requirements that are only 46 percent and 60 percent of the requirements applied to development in conventional suburban environments<sup>2</sup>. Based on this evidence, a factor reducing Alameda's conventional parking standards by 30 percent would appear to be conservative.

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<sup>2</sup> Based on a comparison of off-street parking requirements between cities classified under MTC's “area type” criteria as low-suburban (Mountain View, Redwood City, Union City, Vallejo, Walnut Creek, and Alameda) and those classified as high-suburban (El Cerrito, Berkeley, and San Mateo). In the comparison, high-suburban retail, office and multifamily residential parking requirements averaged respectively 46%, 54%, and 55% to 60% of the parking requirements for the same land uses in low-suburban communities. Source: CDA Smith. *Existing Bay Area Parking Policies – Technical Paper for the Reforming Parking Policies to Support Smart Growth Study*. Metropolitan Transportation Commission, 2007.

## 6. MONITORING AND REPORTING

This Chapter presents a plan for monitoring and reporting the Alameda Point TDM Plan's success at achieving the trip reduction goals outlined in Chapter 3.

### 6.1. Objectives of Monitoring and Reporting

The objectives of annually monitoring traffic and alternative modes of transportation, and annually surveying employees and residents are:

- 1) To measure progress towards achieving, or retaining, compliance with the Plan goals to reduce automobile trips; and
- 2) To identify the most effective TDM strategies, and the least effective strategies (as well as the reasons why), so that the former can be strengthened and the later can be replaced or significantly improved.

By these objectives, the monitoring program is both a “gauge” of performance, and a “tool” for improving the Plan by soliciting objective feedback from its users. The findings of the annual monitoring are based on empirical data collected in multiple ways. Data may come from counts or from records that can be tallied such as traffic volume; transit passenger, bicyclist and pedestrian volumes; parking occupancy; number of participants in programs such as rideshare matching, vanpools, and employee parking cash-out. Data on travel characteristics and demographics are gathered from employee/resident surveys, as does user preference or disinclination of the TMA offered services and programs.

The data described above can be analyzed and cross-referenced to derive information such as by what mode employees and residents of Alameda Point travel for various trip purposes; the frequency of travel by a mode other than the single-occupant-vehicle; or which TDM services employees and residents use and why (and vice versa). This data can be further cross-referenced with demographic data to classify travel characteristics by personal and household characteristics such as occupation, income, vehicle ownership, vehicle availability, place of residence, and household size. Cross-referencing is valuable in targeting specific groups with programs designed to meet their needs.

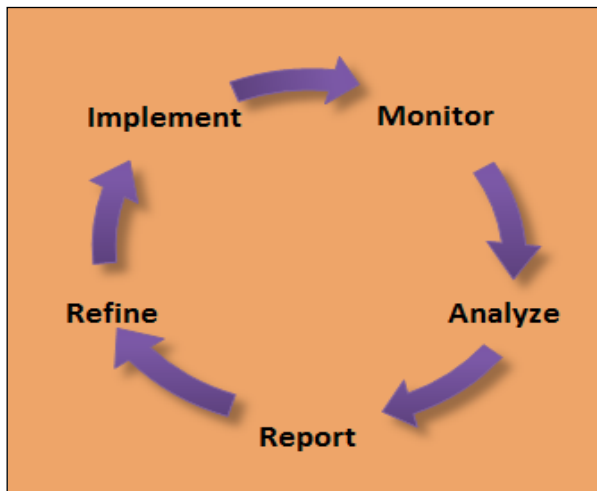
The data, analysis, findings and recommendations are consolidated into a report and presented to the Alameda Transportation Commission. The objectives of reporting the results of the annual monitoring are:

- 1) To hold the TMA and its member employers accountable for the performance of the Plan in meeting the trip reduction goals established for Alameda Point; and
- 2) To document the evolution of the Plan over time, as well as to record the performance and efficacy of the strategies being monitored which, when compiled over time, will serve as a guideline for future members of the TMA when developing or revising a TDM plan.

## 6.2. Approach to Monitoring the Alameda Point TDM Plan

Monitoring the Plan is a cycle of tasks that occur annually. The tasks that comprise the monitoring plan represent the “self-enforcing” element of a continuously improving TDM Plan. The tasks are listed below and their cyclical application is shown in **Figure 6**.

1. Monitor
2. Analyze
3. Report
4. Refine
5. Implement



**Figure 6: The cycle of steps conducted annually in monitoring the TDM Plan.**

There are four groups of steps comprising the annual monitoring plan. Each are described below:

- 1) **Develop a plan for monitoring Alameda Point.** A new plan outlining data collection and employee and resident surveys needs to be developed each year. New development and more people in Alameda Point may have affected travel characteristics and data collection points may need to be relocated, or new points added.

The survey questions need to be developed and tailored to obtain information from new users and rating of the services and programs introduced in the past year. The annual monitoring plan is a logistics plan that spells out the type of data to be collected, how it will be collected, when the data collection will occur, and who is responsible for obtaining the data and performing quality control checks. The Plan budgets for the TMA to contract many of the planning and data collection tasks to a consultant.

- 2) **Collect and analyze the data.** The primary goal of analyzing the data is to determine how the Plan is performing in terms of achieving the trip reduction targets. This is done by comparing actual trip generation (from counts) against expected trip generation based on the projections in the Alameda Point EIR. Analysis of the survey data should provide a picture of how well the TMA’s services are being utilized and how well individual employer Compliance Strategies are working. The survey results should make it clear which services or programs are popular and why, identify unforeseen obstacles to using certain services, and identify personal reasons why people choose not to participate in the Plan, so that the



revised Plan can address the reasons with new or improved services, if feasible. The TMA may want to include some aspects of the data analysis and interpretation in the consultant contract.

- 3) **Report the findings.** TMA staff are responsible for compiling and condensing the data and analysis into a concise annual monitoring report which is presented to the TMA Board of Directors and the Transportation Commission (potentially at a joint meeting). The annual monitoring report may be combined with the TMA's annual business report. Whether two separate reports or combined, the reports should include the following information:

***TMA Annual Business Report***

- An introduction of the Board of Directors, current roles, and their backgrounds (the Board rotates its official roles annually or semi-annually but Board members step down or term-out periodically).
- A summary of the actions taken and key decisions made by the Board of Directors during the year.
- A summary of Alameda Point land development and leasing activity to date and cumulatively.
- Brief introductions of the new businesses and employers that have located in Alameda Point during the year, and a high level overview of their Compliance Strategies.
- A description of the new TMA provided services introduced during the year, and introductory biographies of any new TMA staff.
- An overview of the state of the Parking Management Strategy, including a tally of private and public spaces built and brief discussion of enforcement statistics and issues.
- A summary annual budget report including financial statements as required by the Board (e.g., Statement of Activities, Statement of Position, Income Statements, etc.)

***Annual Trip Reduction Monitoring Report***

- Introductory section reviewing the goals of the TDM Plan and a chronological summary of past performance.
- Presentation of the key findings from the analysis of the data and surveys, particularly the current status of vehicle trips relative to the trip reduction targets, and the rate of progress toward meeting the goals (if not being met), or the rate of regression away from the goal if that is the case.
- Overview of the survey results, and interpretation of the general employee / resident opinion of the effectiveness of individual services and the Plan as a whole.
- Staff recommendations for refining, adding to, or eliminating the TMA's services and programs in response to the monitoring findings and the survey responses.
- Staff's recommended annual update to the marketing and promotion plan, the implementation of planned major programs, and scheduled upgrades to the website, shuttle services, etc.
- Staff's recommendations for improving specific employer-based Compliance Strategies based on the survey responses (employers have access to the survey responses as well).

- 4) **Refine the Plan as appropriate and re-implement.** The final step in the annual monitoring of the Plan is to follow the direction of the Board in regards to the recommendations presented in the annual monitoring report. If necessary, use the analysis of the data collected and survey information to develop a detailed refinement plan. It's important to re-implement the Plan as soon as feasible, followed by notification to users of the changes in the Plan, either through a newsletter, website, meeting, or a comprehensive marketing initiative if the changes are significant.

### 6.3. Definition of Performance Measures

There are a number of measures that can be used to evaluate the effectiveness and performance of the Plan, including the already stated: reduction of peak hour vehicle trips. These can be measured as part of the annual monitoring and reporting process, as necessary, to assist in the successful implementation of the Plan.

**Vehicle trip reduction (VTR):** The number or percentage of automobiles removed from traffic during specific time periods such as the AM or PM peak hours. This measure is determined by comparing current vehicle trip counts to counts conducted previously or to a derived baseline calculation vehicle trips.

**Mode split:** The proportion of trips made by each form of transportation serving Alameda Point. Mode split indicates which form of transportation is being used compared with driving alone. Mode split, by itself, doesn't indicate whether the trip reduction goals are being met. Mode split needs to be compared to a baseline condition because it is the *change* in mode that is used as a performance measure.

Mode split can be determined for the aggregate of all trips, but is more useful if determined for specific trip purposes such as commute to work, or take children to school, etc. This information is useful in prioritizing TDM programs for improvement. Mode split data is collected by surveys.

**Reduction in parking utilization.** Parking utilization is defined as the number of accumulated vehicles parked in a lot or garage, a district or sub-area, or any scale of geographic area, at a given point in time as a proportion of the parking capacity. For example, seventy five vehicles parked in a 100-space parking lot at 1:00 pm is a parking utilization of 75% ( $75/100 = 0.75$ ) at 1:00 pm.

If utilization is measured every hour over a 24-hour period the hour with the most parked vehicles is the "peak hour of parking demand", or just parking demand. If the parked vehicles can be segregated by the specific land uses they serve then the data represents the peak parking demand for that particular land use.

A reduction in the average parking utilization means that, compared to the same time period in the past, the percent of spaces utilized by a parked vehicle is lower. This type of measure does not replace actual traffic counts, but it is an effective measure of the number of vehicles that "accumulate" in Alameda Point over the course of a day.

**Cost-effectiveness:** This is a measure of the efficiency of the Plan or individual services. An inefficient TDM Plan may be achieving its goals, but at great cost which is unlikely to be sustainable over time. Cost-effectiveness is primarily determined by dividing the cost of the Plan or service by the unit of change (for Alameda Point, the unit of change is per vehicle trip reduced). Under some circumstances cost-effectiveness may include intangible benefits to the community such as improved health, improved regional air quality, or contributing to economic development growth. Other benefits may be used to justify retention of a program or service even if it ranks low in its financial cost-effectiveness.

**TDM Plan Awareness:** This measure is an indicator of how well the Plan is being marketed and promoted. It measures the number of potential users who are aware of a program or service as a result of the Plan's forms of communication and promotion.

**Participation:** The final measure of how well the Plan is doing is the number of people participating in the Plan's programs and services. It may also measure the number of people who responded to an outreach effort or promotion, or have requested to participate in a program.

#### 6.4. Monitoring Process

Although employee and resident surveys will be performed annually, collecting traffic data is the single-most essential measurement in the monitoring plan. Vehicle counts are monitored at entry and/or exit points to and from Alameda Point. Vehicle counts are used to determine the actual number of vehicles generated by the site; or removed from site-related traffic as the Plan takes effect, and can be used to confirm if Alameda Point is achieving its trip reduction goals. The monitoring plan contained in this Chapter proposes a four step process:

- **Step 1: Annual Traffic Counts.** Each year annual traffic counts are taken at the gateways to Alameda Point to determine the total number of actual trips entering and leaving Alameda Point during the AM and PM peak-hour. Although the annual traffic counts are compared to the ultimate trip reduction goals from the Alameda Point EIR inclusive of the traffic generated from existing uses (as described below), it is recommended that traffic counts be taken prior to implementation of the Plan to establish a baseline condition.
- **Step 2: Estimates of Residential and Commercial Traffic.** The breakdown of these actual trips by residential and commercial uses is estimated for both the AM and PM peak-hour based on trip generation rates from the Institute of Transportation Engineers (ITE) and other local data.
- **Step 3: Quantify Trip Reduction Goals.** The total number of trips projected from Alameda Point during the AM and PM peak hours in the Alameda Point EIR for the 2035 Cumulative Project or “build out scenario” are assigned to residential and commercial land uses using ITE rates and local data. Then, these projected commercial and residential trips at build out are reduced by 30 percent and 10 percent, respectively, consistent with the City’s trip reduction goals, to create the overall trip reduction goals for the AM and PM peak hours. In other words, the Alameda Point TDM Plan’s goal is to implement improvements, services and programs that keep traffic generated from residential and commercial development during the AM and PM peak-hours below these overall thresholds.

Additionally, these quantified residential and commercial trip reduction goals for built out are divided by the number of housing units and commercial square footage assumed at build out (i.e., 1,425 units and 5.5 million square feet of commercial) to estimate a “per-unit” or “per square foot” trip reduction goal, respectively, that can be applied to the cumulative interim amount of development, to each year’s development, and/or to an individual development to assess how well the Plan or a particular development is doing over time in meeting its fair-share of the overall trip reduction goals. As a result, it is crucial to keep track of the annual and cumulative amount of development built at Alameda Point.

- **Step 4: Compare Trip Reduction Goals to Actual Annual Counts.** Once the trip reduction goals have been quantified, the actual traffic counts taken in Step 1 should be compared to at least two different permutations of the trip reduction goals developed in Step 3:
  1. **Overall Goals by Land Use.** Residential and commercial peak-hour traffic counts should be compared to the overall residential and commercial peak-hour trip reduction goals for build out. In the early years, there should be a large difference between these numbers with the trip reduction goals far exceeding traffic counts.

2. **Cumulative Goals by Land Use.** Residential and commercial peak-hour traffic counts should be compared to the “per-unit” and “per-square-foot” trip reduction goals applied to the cumulative amount of development phased in to date at Alameda Point to assess how well development is doing in meeting the goals on an interim basis. Since new development takes time to fully and effectively use TDM services and programs, it should not be surprising if in some years the actual traffic counts from cumulative development exceed the interim goals. However, if they do, this should be an important indicator to the TMA that there may be a problem that needs to be addressed by potential refinements to the Plan.

While the TMA will use survey data collected annually to improve the effectiveness of their services and programs every year, if traffic count data indicate that traffic is increasing faster than expected or consistently exceeding interim trip reduction goals, the TMA will, most importantly, use the survey data to help identify the problem and, if necessary, refine or modify the services and programs offered by the TMA and/or end users.

#### 6.5. Other Notes on Monitoring

1. **Survey control groups to account for extraneous factors.** At the same time the initial baseline traffic counts are being conducted, the City should identify and survey at least one commercial and one residential control group before the Plan is implemented. The control groups would take essentially the same survey that will be conducted at the first annual monitoring about 12-months later. The survey would help clarify the true impacts of the TDM program versus other external factors that affect travel behavior (gas prices, time of year variations, the rate of growth in Alameda Point, etc.).
2. **Ensure consistency between performance measures that are repeated before and after.** It is important to gather data in the same way or using the same or nearly the same tools before and after the Plan is implemented. This will allay concerns that the before and after data are comparing apples and oranges. For example, the vehicle count program, the primary means of collecting actual traffic data, is the tool used to monitor the impact of a TDM program, a vehicle count using the same methods of collection and analysis would also need to be taken before the Plan is implemented.
3. **Ancillary data collection.** In addition to the traffic counts at Alameda Point’s gateway intersections, and employee and resident surveys, other useful data may be collected.
  - a. **Auto occupancies** can be collected through spot manual 60-minute counts at key gateway intersections before and after implementation of the Plan. This information will be useful in determining through observation, increases in car and vanpooling.
  - b. **Bicycle and pedestrian counts** of cyclists and pedestrians entering or exiting the boundary of Alameda Point can be collected at the gateway intersections at the same time vehicle counts are being conducted.

- c. **Truck counts.** Although truck movements are not explicitly included as a performance measure in the Plan, the amount of manufacturing building space planned on Alameda Point may warrant collection of truck movement data, in the event the magnitude of truck traffic eventually triggers the need to TDM strategies related to freight movement.

#### **6.6. Consequences of Failing to Meet Trip Reduction Targets**

The issue of whether the Plan should contain penalties for failing to achieve trip reduction goals was raised as part of the public process in preparing this Plan. The discussion included financial penalties such as increases in TMA taxes or membership dues, or fines for individual businesses or residential developments that failed to achieve reduction goals, but also included methods that rewarded or incentivized goal achievement in the form reducing TMA taxes or membership dues, etc. The approach recommended in this Plan is to allow the Plan to be self-enforcing, as proposed through annual monitoring, reporting and Plan refinement.

The monitoring and reporting element of the Plan requires that, should the monitoring show that the development is failing to achieve its trip reduction goals, the TMA and its members, commercial and residential entities, prepare and implement a refined Plan with new or substantially revised strategies, and continue to monitor the effectiveness of the changes. This requirement in itself constitutes a form of financial penalty since the cost of revising the Plan and introducing new strategies along with marketing and promoting the strategies can be an incentive to implement robust strategies in the initial Plan and avoid the cost of revising the Plan, or implementing more costly strategies.

## 7. ALAMEDA POINT TDM PLAN IMPLEMENTATION

This Chapter outlines the implementation of the Alameda Point TDM Plan, including the process for complying with and modifying the Plan, an approach to funding the Plan, as well as an outline of the near- and long-term steps necessary to implement the Plan.

### 7.1. TDM Plan Compliance and Modifications

#### 7.1.1. Compliance with the TDM Plan

As required by the Mitigation Monitoring and Reporting Program (MMRP) from the Alameda Point EIR, and the Alameda Point Zoning District in Section 30-4.24, all new development at Alameda Point will be required to comply with this Plan as part of any Disposition and Development Agreement (DDA) between the City and a developer, and as a condition of approval for any planning approval, including Development Plan, use permit, or design review. Any DDA and condition of approval will require that all property owners pay a special tax to fund the Plan and require through covenants, conditions and restrictions, or other enforceable real property interest, that run with the land that all commercial tenant associations, major employers, residential tenant association, and homeowner's associations join the TMA, file a Compliance Strategy with the TMA consistent with this Plan, implement their Compliance Strategy, and refine it, as necessary.

#### 7.1.2. Modifications to the TDM Plan

The TMA will be responsible for managing the successful implementation of this Plan with annual reporting to the City's Transportation Commission. The actual implementation of this Plan requires flexibility to respond to evolving and unexpected development, demographic, market and technological conditions. As a result, the TMA has the discretion to implement the Plan in substantial conformance with the intent and strategies outlined in this Plan, but is not required to adhere literally to every proposed aspect of the Plan. It is expected and necessary that the TMA make modifications to the Plan as new development occurs and more information exists about the type, amount and location of new development and its associated traffic patterns.

That said, the TMA must perform a 5-year review with the City Council and Transportation Commission, to determine if any amendments to the major components of the Plan are warranted. For instance, if there is a reason to re-evaluate the trip reduction goals. Additionally, the TMA can request approval by the City Council (with a recommendation from the Transportation Commission) of major modifications to the TDM Plan at any other time deemed necessary by the TMA.

### 7.2. Costs and Funding of the TDM Plan

The costs of the Plan include capital costs and operations and maintenance expenses, which will vary over time. In the near-term, costs will be lower due to limited development and associated revenues sources. As development occurs, demand for facilities and services and associated revenues will grow. The revenues to fund the Plan will include numerous private and public sources of funds that will vary over time as well.

#### 7.2.1. Capital Costs and Funding

All capital costs associated with implementation of the Plan, including public parking lots, on-street meters, shuttles, etc. are estimated and included in the MIP, which was approved by the City Council in 2014. Funding for the infrastructure and major capital facilities at Alameda Point included in the MIP will include



impact/infrastructure fees, community facilities district financing, grants, land sale proceeds and private developer contributions. **Appendix A** provides supporting tables for this section.

### 7.2.2. Operations and Maintenance Costs and Funding

The operations and maintenance costs associated with the Plan, including the TMA provided services and programs and public parking facilities are estimated for both the near- and long-term in **Table 6** consistent with the proposed TMA services described in Chapters 4 and 5. Funding for these services will come from special taxes that all new development at Alameda Point will be required to pay annually, parking charges, parking enforcement revenues, lease revenues, developer contributions, transit agency support, and grants. As a result, employees and residents will not have to pay to use the TMA provided core services and programs every time they use them. In general, the property owners will have already paid for the core services as part of an annual special tax assessment. In certain instances, however, members of the TMA may pay a user fee for enhanced services that the TMA offers.

The near- and long-term “net total” amounts provided in **Table 6** are the amounts that must be funded through non-parking related funds in the near-term when just essential services are provided and in the long-term when the development is built out. In the near-term with limited development at Alameda Point and minimal special tax revenue, this amount will need to be paid for from developer contributions, lease revenues, and grants. As greater development occurs and special tax revenues increase, it is expected that special tax revenue will fund the full “net total” amount. All development pays the same tax (adjusted for assessed value of the subject property) regardless of whether the development occurs in the first phase or in thirty years—a special tax that in aggregate is sufficient to fund the TMA’s services and programs at buildout of Alameda Point, as provided in **Table 6** under long-term “net total”. The projected revenue shown in **Table 6** is based on conservative assumptions, especially in the near-term, which are summarized in the **Appendix A**.

### 7.2.3. Other Funding Opportunities

In addition to special taxes paid annually by property owners to fund the Plan, it is the responsibility of the TMA staff to regularly seek additional sources of funds, which may be available from federal, state, and regional sources. Some of these sources are described in this section.

A 2003 survey (Hendricks and Pederson-Stahl, 2004) of TMAs in the United States found that TMA program budgets included the following revenue sources:

- Membership dues (56 percent).
- Federal grants (48 percent).
- Local grants (28 percent).
- State grants (27 percent).
- In-kind donations (25 percent).
- Service contracts (19 percent).
- Fees for services (16 percent).
- Developer contributions (9 percent).
- Business improvement districts (BIDs) (7 percent).

More than half the U.S. TMAs receive funding from its membership in the form of dues or through improvement districts. However, grants form the largest source of funds for TMA’s. Many grant programs are



**Table 6: Estimated Capital and Annual Costs of the Alameda Point TDM Plan  
(Near-term and Long-term)**

TDM Plan Service or Measure	Near-Term		Long-Term	
	Initial Capital Cost	Annual Expenditures and Revenues	Capital Costs	Annual Expenditures and Revenues
<b>EXPENDITURES</b>				
<b>Capital Costs</b>				
Surface Parking Lots - Construction (See Tables A-3a and A-3b) [1] Funded by: MIP [2]	\$ 1,352,000		\$ 8,579,109	
Structured Parking- Construction (See Table A-3a and A-3b) [1] Funded by: Future Parking Revenues	\$ -		\$ 19,344,000	
Parking Meters and Enforcement Vehicles (See Table A-4) Funded by: MIP [2]	\$ 498,000		\$0	
<b>Total Capital Costs</b>	<b>\$ 1,850,000</b>		<b>\$ 27,923,109</b>	
<b>Annual Operations and Maintenance (O&amp;M) Costs</b>				
<b>TMA Provided Services &amp; Programs</b> (see Table A-1 and A-2a) Funded by: Enterprise Fund [3]		\$ 321,878		\$ 1,366,465
<b>Parking Operations &amp; Maintenance</b> (See Tables A-3a) [4] Funded by: Enterprise Fund [3]		\$ 78,000		\$920,349
<b>Parking Enforcement</b> (See Table A-4) Funded by: Enterprise Fund [3]		\$ 12,081		\$ 166,914
<b>Total Annual O&amp;M Costs</b>		<b>\$ 411,960</b>		<b>\$ 2,453,728</b>
<b>REVENUES</b>				
<b>Parking Fees</b> (See Table A-5a)		\$ 39,146		\$ 1,240,245
<b>Parking Enforcement</b> (See Table A-4)		\$ 12,081		\$ 166,914
<b>Total Annual Revenues</b>		<b>\$ 51,228</b>		<b>\$ 1,407,159</b>
<b>Net Total (Revenue - Expenditures) [5]</b>		<b>\$ (360,732)</b>		<b>\$ (1,046,568)</b>

Notes:

[1] Near-term public parking costs assume the construction of 260 parking spaces located in surface lots distributed over Alameda Point. The capital cost shown in this table is the sum of the hard and soft cost to construct 260 surface parking spaces. No structures are assumed to be constructed in the near-term scenario. Long-term public parking costs assume the construction of the balance of surface parking lots and structures identified in **Table A-3b**. The capital cost shown in this table is the sum of the hard and soft cost to construct 1,653 surface parking spaces and 700 structured parking spaces.

[2] MIP = Master Infrastructure Plan

[3] Enterprise Fund = Accounts funded through special taxes exacted on Alameda Point property, parking charges and enforcement revenues, and used exclusively for funding the TMA's services and programs, contracted services, and the operation and maintenance of public parking facilities.

[4] The cost of O&M for parking facilities assumes \$300 per space per year for surface parking lots and \$600 per space per year for structured parking facilities.

[5] The net total represents the amount that will be funded through special taxes exacted on Alameda Point property as described in footnote 4.

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a reliable source of funds, but some are highly competitive. Sources of grants for Bay Area TDM programs are described in the following sections.

#### *7.2.3.1. Federal Grants: CMAQ Funding*

The primary purpose of the Congestion Mitigation and Air Quality Improvement (CMAQ) program is to fund projects and programs that reduce transportation-related emissions in air quality nonattainment and maintenance areas, such as the Bay Area and Central Valley regions. Eligibility for CMAQ grants requires demonstrating that the TDM Plan can effectively contribute to the region attaining national ambient air quality standards. TDM programs that consistently remove vehicles from the road (such as carpools and vanpools and the parking cashout program) can easily demonstrate this requirement.

CMAQ funds can be used to support transportation control measures identified by the Bay Area Air Quality Management District (BAAQMD) as alternative-mode incentive programs, transit improvements, bicycle and pedestrian programs, and ridesharing projects. Funds have been used to purchase vans and buses, to subsidize bus operations, and to develop and implement ridesharing programs.

#### *7.2.3.2. BAAQMD's Strategic Incentives Funding*

In addition to allocating CMAQ funds, the BAAQMD manages other funding programs including The Strategic Incentives Division (SID) which provides incentive funding for projects that reduce or eliminate pollution from cars, trucks, marine vessels, locomotives, agricultural equipment, construction equipment and for projects that encourage the use of low emissions or zero emissions transportation such as shuttles and ride sharing, bicycle lanes and pedestrian paths. This program has awarded over \$400 million in grant funding to public agencies, private companies, and Bay Area residents since 1992.

#### *7.2.3.3. Fee-for-Service Initiatives*

Some of the enhanced services proposed to be provided by the TMA may generate additional income for the Plan from charging fees to private companies that participate in the TMA's enhanced programs or services. According to a recent survey of TMA executive directors, over 40 percent of the 47 TMAs surveyed reported having some form of a fee-based program. This can be an important source of private funding. Examples of services that may be charged a fee include conducting customized employee surveys; developing customized trip reduction plans; implementing a comprehensive telework program; and offering customized training of employees who serve as part-time TDM coordinators for their employer.

## The Emery Go-Round Shuttle

The Emery Go-Round Shuttle is a great example of a very successful fee-for-service initiative in which a free shuttle service is provided to local residents and workers by the Emeryville Transportation Management Association. It started in 1998 managing shuttle services for seven members, including the City of Emeryville.

The city initially funded 50 percent of the shuttle's budget, and the remainder was funded by fees collected from large employers and developers in the shuttle's service area.

In 2001, a business improvement district (BID) was formed, and today this district continues to fund the shuttle operations. The shuttle has been a popular program, and property owners renewed the BID in 2006 with a strong majority vote.

The district is currently composed of over 400 members, and its 2007 cost of services was approximately \$1.27 million (Silvani 2008).

#### 7.2.3.4. One Bay Area Plan Grants and Funding for Priority Development Areas

The San Francisco Bay Area's unique long-range strategy for creating a sustainable integrated land use and transportation future identifies TDM as an important tool. The One Bay Area Plan introduces a new approach to allocating federal and regional transportation funding—an approach that has more flexibility for local municipalities including funding for programs, and in particular, funding for capital and program improvements for Priority Development Areas (PDAs)—a designation that has been bestowed upon Alameda Point.

As an example of program funding, the Bay Area Plan includes, in its final long-range project list, implementation of Alameda County's Transportation Demand Management (TDM) and Parking Management program which includes Guaranteed Ride Home, Safe Routes to School, Safe Routes to Transit, Travel Choice, Travel Training, Walk/Bike Promotions, and parking cash out. The Alameda Point TMA may seek direct funding for some of its services through this regional funding source, or may be able to participate in Alameda County's TDM program.

### 7.3. Summary of Recommended Implementation Steps

The following provides the detailed steps necessary to implement the Plan in the near- and long-term.

#### 7.3.1. Implementation Steps for Startup and Initial Phases of Development

The implementation steps described in this section include the early startup tasks for the TMA in establishing authority and funding mechanisms, as well as the most essential services and programs. As development and revenue grow, services will be expanded until nearly all programs have implemented.

The Plan takes effect when the threshold of 100 new dwelling units and/or 100,000 square feet of new commercial development. Revenue will be short in the early phases of development, where the essential services include some of the most costly, such as the BART shuttle and the AC Transit Easy-Pass program. The following are the startup tasks:

1. Adopt this Transportation Demand Management Plan as a regulatory document, which every new development at Alameda Point is required to comply with consistent with the General Plan, certified Environmental Impact Report for Alameda Point, and Zoning Ordinance Amendment.
2. Establish policies, procedures or protocol, and authority to ensure that all new development, new leasing agreements, and renewals of existing leasing agreements subsequent to the adoption of this Plan are required to comply with this Plan.
3. Manage a contract with a transit service provider to operate a shuttle service between Alameda Point and the Oakland City Center 12<sup>th</sup> Street BART station, as described in Chapter 4.

### Thresholds for Implementing the TDM Plan

The Alameda Point TDM Plan will be implemented when development levels reach a minimum of either 100 new residential units and/or 100,000 square feet of new commercial development.

4. Plan the funding, and construction of the initial public surface parking lots to serve new development consistent with Chapter 5, although the exact location of these surface lots is dependent on where new development occurs.
5. Establish an interim TMA, staffed by a combination of City staff and contract employees, who are responsible for the following:
  - a. Pursue a contract to operate a shuttle system between Alameda Point and BART.
  - b. Negotiate and contract with AC Transit to supply Alameda Point with annual Easy-Passes for all employees and residents of Alameda Point, and administer the distribution of Easy-Passes to Alameda Point transit users when requested.
  - c. Pursue a contract or allocate in-house staff resources to develop and maintain the initial version of the Alameda Point Commute Alternative website.
  - d. Serve the functions of a part-time Transportation Coordinator including:
    - i. Management of items (a), (b), and (c) described above.
    - ii. Develop plans for conducting the annual traffic monitoring and preparing and implementing the employee and resident survey.
    - iii. Select consultant(s) to perform the data collection and analysis tasks, as described in Chapter 6.
    - iv. Develop the content for a basic Alameda Point Commute Alternative website and work with the designer to develop and implement the website.
    - v. Provide a centralized service for dispatching taxis and managing employer reimbursement to the TMA for the Emergency Ride Home program.
    - vi. Develop and disseminate to employers and resident associations (or developers/managers of residential developments) a handbook for employers (or individuals) and residential developments on how to develop Compliance Strategies.
    - vii. Develop a package of services and programs for individuals, businesses, and residents that initially constitutes a minimum of supportive TDM services. Add to the services as budget permits.
    - viii. Develop and disseminate information and tools explaining trip reduction goals, parking management, and the Plan's services available to new employers, employees and residents.
    - ix. Review and assist in refining draft Compliance Strategies prepared by employers and resident associations. Reviews plans for reasonableness, cost-effectiveness, and awareness and effective use of the available TMA services and programs.
    - x. Develop and conduct limited training for designated part-time Transportation Coordinators representing large employers and resident associations; and develop and disseminate training and

educational material for Transportation Coordinators to assist employer and co-workers to develop travel options.

- x. Contact Bikeshare operators and negotiate to sponsor one (1) Bikeshare Station for use by Alameda Point residents and employees.
- xii. Solicit Carshare providers to establish stations on public or private property in Alameda Point.
- xiii. With budget permitting and programs available from other sources, offer incentives to residents and employees to commit to using an alternative mode for an introductory period of time.
- xiv. With budget permitting, manage a program pooling resources from employers and residential developments of Alameda Point for drawings to registered employees and residents who travel by alternative modes.
- xv. Develop marketing material and promotions for the initial services available to residents and employees. At a minimum, include this material in the Alameda Point Commute Alternatives website.

#### **7.3.2. Implementation of Long-Term Services and Programs**

The crucial administrative framework for the TDM Plan is established in the initial phases of development. Implementation of the long-term services and programs described in the tables in Chapter 4, or any new TDM strategies will be at the recommendation of the TMA staff in their annual report to the Board of Directors and Transportation Commission.

Long-term implementation of TDM Strategies focuses on the following activities:

- Reviewing the results of the annual monitoring analyses and determining how existing service may be improved or replaced by more effective services.
- Preparing and implementing the annual marketing plan and promotions for individual services and programs.
- Seeking out innovative new ways to capture the attention of residents and employees who continue to drive single occupant vehicles for every trip they make. This may include the Pooled Employer-Funded Incentive Program.
- Assisting employers in preparing individualized Compliance Strategies for their employees and assisting resident associations develop strategies for their residents.
- Managing the day to day operations of the shuttle system or new transit service, if provided by AC Transit; the Easy-Pass program; rideshare-matching services; and managing the use and content updates of the Commute Alternatives website.

#### **7.4. TDM Plan Flexibility in Initial Phases of Development**

Transportation Demand Management plans, by their very nature, require flexibility to respond to changes in travel patterns, the real estate market, transportation costs, and changes in the economy and its effect on jobs and housing.

The Plan needs to be particularly flexible in the initial phases of development in Alameda Point because it will be the first TDM plan of its comprehensiveness implemented in Alameda. The characteristics of the employers, employees and residents attracted to Alameda Point are not fully understood yet, the TMA services and programs proposed in this Plan may not precisely match the needs of new employees and residents, and some of the policies and strategies may seem out of place initially to some potential developers.

#### 7.4.1. Flexibility in Collaborating with Development to Meet Their Needs

At a time when Alameda wants to attract catalyst development and new tenants to Alameda Point, how can the Plan be flexible without breaking its own rules and setting poor precedents? The City needs to uphold the principles upon which the Plan is based, but is willing to work with developers or companies to satisfy their needs. Will the City allow a development to exceed the maximum private parking ratio established in zoning? No, but they are willing to lease them existing paved areas for parking on a short-term temporary basis; to construct new public parking lots as close to the development as possible; and to offer the development an option for monthly leasing of public parking.

#### 7.4.2. Flexibility in Implementing Alternate Services Needed to Support New Development

Another area of flexibility is in which programs are implemented in any given timeframe. There are a few essential services that must be implemented as soon as practicable because these essential services represent the primary strategies to which most other services are supportive. The essential services include the high-frequency shuttle to BART, the AC Transit Easy-Pass program for all Alameda Point residents and employees, the Alameda Point Commute Alternatives website, and important supportive services like the Emergency Ride Home program, upon which the transit and shuttles users rely on and without such a service would drive alone to Alameda Point. Many of the remaining services are part of a “menu” of possible strategies to implement if they can be determined to be cost-effective. The menu concept allows the TMA and employers who prepare their own plans a choice in which strategies they believe will serve their needs best.

#### 7.4.3. Flexibility in the Schedule for Achieving Trip Reduction Goals

The final area of flexibility is in the schedule for reaching the full trip reduction goals of 10 percent for residential development, and 30 percent for commercial development. As a rule, TDM strategies require time to become established and become fully effective. Some strategies require 18 to 24 months before they can be objectively assessed for effectiveness. Further, Alameda Point’s infrastructure supports many of the strategies. For example, completing the pedestrian and bicycle networks and creating attractive environments is crucial for the Plan’s shuttle strategy. Yet Alameda Point’s infrastructure may take many years to complete. Therefore, the trip reduction goals need to be phased in so that they remain realistic and achievable.