Waterfront Specific Plan for the City of Berkeley Public Tidelands Area

Supporting Infrastructure, Revenue, Parking, and Sea Level Rise Studies (as of March 2023)

The following studies were produced as part of *Waterfront Specific Plan* (formerly "Berkeley Marina Area Specific Plan") process, with the exception of the "Berkeley Marina Sea Level Rise AB 691 Assessment Study". These studies are not final and continue to be updated by City staff, Hargreaves Jones, and the consultants associated with each study.

The *Waterfront Specific Plan* process began in the spring of 2020, just as the global pandemic emerged, which extended the anticipated duration of the effort and has required several updates and revisions to data and analysis included in these documents. These studies have informed the development of the *Waterfront Specific Plan* to date, and will continue to be referenced and revised as this process continues.

Final versions will be released in coordination with the final *Waterfront Specific Plan* – following an upcoming environmental review process, further community and stakeholder engagement, and ongoing City Council review.

1. **Infrastructure Assessment *DRAFT*** (May 2021)
   Hargreaves Jones, Moffatt & Nichol, Nelson\Nygaard, Bkf Engineering

2. **Existing Amenities and Operations Assessment *DRAFT*** (March 2021)
   Keyser Marston Associates

3. **Implementation Strategy *DRAFT*** (April 2021)
   Keyser Marston Associates

4. **Hotel Food and Beverage Revenue Potential *DRAFT*** (September 2022)
   Keyser Marston Associates

5. **Dredging Needs Technical Memo *DRAFT*** (April 2021)
   Moffatt & Nichol

6. **Slip Mix Study *DRAFT*** (August 2022)
   Moffatt & Nichol

7. **Parking & Mobility Framework *DRAFT*** (January 2022)
   Nelson Nygaard

8. **Berkeley Marina Sea Level Rise AB 691 Assessment Study *DRAFT*** (August 2019)
   NCE

PARKING AND MOBILITY FRAMEWORK

Berkeley Marina Area Specific Plan (BMASP) **|** January 2022

Introduction

This memorandum outlines a framework of strategies and considerations to support parking and mobility needs in the Berkeley Waterfront. These considerations are intended to inform ongoing scenario development and public engagement efforts in support of the BMASP. This framework is intended to be a living document that will be updated, expanded, and revised as the BMASP vision continues to evolve.

Challenges and Opportunities

- There are over 2,000 parking spaces in the Berkeley Waterfront with varying levels of public access, time restrictions, and pricing.
- While these spaces support many of the different uses and activities in the Waterfront, limited utilization data and enforcement resources make it difficult to maximize the effectiveness of this parking supply.
- The City has begun implementing many of the parking management recommendations proposed in the 2019 Berkeley Marina Parking Study.
- Parking recommendations should be refreshed to bridge the gap between the needs of the waterfront today and the vision proposed as part of the BMASP.
- The Waterfront is a valuable public space that attracts visitors from across the region. Using existing parking more efficiently by using a shared parking strategy and encouraging multimodal travel with bicycle, transit, and pedestrian-supportive design will allow the Waterfront to grow and evolve while minimizing the need to build new parking.

Strategies and Considerations

General recommendations

- A parking framework for the waterfront should address parking needs of the build-out of the draft land use scenario developed for the BMASP.
- Specific strategies that should be considered include:
  - Introducing demand-based pricing/paid parking
  - Creating a Parking Benefit District (PBD)
  - Increasing parking enforcement
  - Streamlining and simplifying permits, time limits, and other restrictions
  - Implementing a waterfront-wide wayfinding and information strategy
  - Supporting bicycle, pedestrian, and transit access with TDM strategies

Demand-Based Pricing/Paid Parking

- Paid parking is an effective tool for managing demand and turnover in the most convenient, high-demand parking spaces.

- Introducing paid parking will provide a range of benefits for both existing and future users, including:

  – Making it easier to find an available parking spot

  – Enabling the city to more dynamically manage shared access to existing parking lots, which will give waterfront visitors more convenient parking options close to their destination

  – Introducing user-friendly systems and technologies that make the parking experience easier and more flexible for Waterfront visitors

- Revenue from paid parking could provide a much-needed funding source for other parking and mobility-related strategies, including enforcement.

- Parking technology can provide a variety of benefits that make parking more user-friendly and management more efficient. Examples include:

  – App-based payment system that allow users to add "meter time" without returning to a vehicle or being ticketed

  – Parking utilization data that can help the City more easily understand how parking demand varies by time and location. This data can be used to manage parking rates and adjust enforcement protocols

  – Information and wayfinding data that can help users find an available space

- Paid parking supports the City's equity and sustainability goals. It better reflects the true public cost of parking in the Waterfront and creates a revenue stream which can be used to fund multimodal investments and rebalance the local transportation network.

- Paid parking must be implemented as part of a Waterfront-wide parking strategy to avoid spillover impacts on free or unregulated parking nearby.

- Targeting parking fees to specific users (such as ferry commuters) is potentially challenging, and should be avoided if possible. Such a strategy is difficult to enforce and may require creating physical barriers for cars that can hinder flexible shared parking approaches.

- Pricing can and should reflect demand and convenience. The most centrally-located "premium" spaces could have a higher hourly price, while "value" spaces in more distant underutilized lots could be cheaper or free.

- A value/premium parking system should be supported with convenient pick-up/drop-off zones (PUDO) that allow people to load and unload gear and equipment close to their destination before parking a bit further away.

- **Recommendation for the BMASP:** Include a comprehensive (not ferry-only) demand-based pricing strategy in the full build-out scenario. Identify all locations in the Waterfront where demand-based pricing may be appropriate.

- A preliminary, sketch-level investigation of potential paid parking revenue from ferry users conducted by both the City and Nelson\Nygaard is summarized in Table 1.

- Revenue calculations from the City generally look in line with Nelson\Nygaard's analysis. However, additional factors may help refine these estimates and better inform a Waterfront-wide parking approach:

  – The Lordships lot should be shared and available for other users, not restricted to Ferry users. A price structure could be designed that accommodates the needs of multiple user types. An example would be allowing free or discounted parking for shorter stays (2-4 hours) but increasing the price for longer or full-day stays.

  – The cost of supporting systems such as digital signage should be included.

  – Baseline enforcement costs should be reevaluated. Additional enforcement-related costs, such as an expanded parking ambassador program, should be evaluated alongside other potential uses of net parking revenue such as transit improvements or shared mobility benefits.

- Further analysis should be conducted to evaluate potential revenue and costs of a more comprehensive paid parking framework. Digitizing existing parking utilization data collected by the City could help develop and refine such a framework.

Table 1   Preliminary Nelson\Nygaard and City of Berkeley cost/revenue estimates

	NN Estimate	City Estimate
Annual revenue	$780,000	$550,000
Annual operating cost	$340,000	$550,000
Net annual revenue	$440,000	$0

Creating a Parking Benefit District (PBD)

- Parking Benefit Districts (PBDs) are an increasingly common entity for managing parking revenue. Members of Berkeley City Council have expressed interest in studying this strategy for use in the waterfront and other parts of the City.

- PBDs typically have a broad mandate that includes not only supporting parking maintenance and operations but also investing in other transportation systems and services.

- PBDs also allow for direct policy and financial input from a broader group of stakeholders and oversight from community members.

- A Waterfront PBD would provide a flexible, collaborative, and transparent structure for managing and prioritizing parking revenue. It would serve as a much-needed platform for cooperation with existing and future waterfront users to address parking and mobility challenges as they arise.

Increased enforcement

- Effective and equitable enforcement is critical for the success of other parking management strategies.
- Expanded enforcement could be funded through paid parking revenue. Technology such as including license plate readers (LPR) that can be integrated with paid parking systems can make enforcement more efficient and affordable.
- An education-based enforcement approach could be deployed, which focuses on warnings, information, and outreach rather than severely punitive ticketing.

Permits, time limits, and other restrictions

- The City has recently implemented changes to parking permits, time limits, and other on-the-ground parking regulations in the Waterfront.
- As part of the BMASP, the project team should evaluate these changes and identify opportunities for simplification and integration with other management tools and strategies.

Wayfinding and information strategy

- Difficulty finding an available parking space is a common challenge. When users are unable to find a space, it can create the perception that there isn't enough parking supply even when spaces are available.
- Ineffective or inadequate wayfinding can also create or exacerbate traffic problems resulting from motorists circling lots or streets looking for an available parking space.
- Piecemeal wayfinding can be ineffective or confusing for users. Information should be consistent, clear, and posted in locations that reflect an understanding of the end-user experience.
- Digital tools, including digital signage and app-based services, can provide real-time information for users that can direct motorists to an available space in a convenient location without the need to drive from lot-to-lot looking for one.

Transportation Demand Management (TDM) strategies

- TDM refers to programs, incentives, and services which are designed help reduce parking demand and drive-alone travel
- Examples of TDM strategies which could be studied and considered for potential inclusion in the BMASP include:
  - Free transfers between AC Transit bus service and proposed ferry service
  - Secure and well-designed bicycle parking throughout the waterfront
  - A circulator shuttle connecting waterfront destinations and parking locations
  - Shared mobility services such as car share, bike share, and e-scooters
  - Pick-up/drop-off locations in central locations near activity centers