

WETA 2050 Business Plan

Phase One Summary

December 9, 2021

CivicMakers prepared this written report for the San Francisco Bay Area Water Emergency Transportation Authority's Board of Directors to provide an overview of the first phase of developing a 2050 Service Vision and Business Plan. The themes, topics and findings outlined in this report are not intended to represent a draft 2050 Service Vision or Business Plan, but rather, a list of focus areas to be researched and further explored during the next phase of planning. This report also includes additional details and raw data as part of the [appendix](#).

The purpose of this report is to aggregate and present key themes, topics and findings from CivicMakers' initial stakeholder discovery phase, the first step in eventually defining a 2050 Service Vision and Business Plan for the San Francisco Bay Area Water Emergency Transportation Authority (WETA). The discovery phase gathered input from over 110 individual stakeholders and included the following engagement activities, each one informing the participants and design of the next:



The discovery phase culminated with an engaging and collaborative stakeholder workshop on Friday, October 22, 2021. During the workshop, participants took part in four breakout group exercises designed to move them from more general, aspirational visioning statements to a more targeted exploration of the resources, research and considerations needed to achieve each vision area.

Through this engagement, CivicMakers learned that there is a general consensus among stakeholders that the ferry system should play an important role in alleviating Bay Area bridge and roadway congestion and in reducing the number of motor vehicle miles traveled. Stakeholders indicated that, if WETA incentivizes BART or other regional transit riders to commute by ferry instead, but ultimately fails to reduce the overall number of motor vehicle

commuters, or increases ferry pollution through more diesel-powered service, then that is not an acceptable outcome.

If alleviating Bay Area bridge and roadway traffic congestion is the main goal of WETA's 2050 Service Vision, then stakeholder input shows us that understanding and managing the interrelationships between many of the focus areas and strategies is what will get us there. For instance, a new ferry terminal and increased route frequency can help reduce travel times and ultimately be the catalyst for thousands of motor vehicle drivers switching to a ferry commute, thereby reducing traffic congestion and helping the environment. At the same time, an all-electric ferry fleet may be cited as a milestone for incentivizing a community to come out and support the development of a new ferry terminal. These cause-and-effect relations are seen throughout this initial discovery phase, and should be a major topic of discussion as WETA and its partners plan to operationalize and sequence actions to achieve their vision.

It is also worth noting that workshop participants shared the most excitement about the potential of new ferry terminals around the Bay, from locations as far north as Martinez to as far south as Alviso in San Jose. To ensure these new locations successfully attract a large swath of the commuting population, including low-income workers and families, participants imagined the need for shorter commute times, increased route frequency, an all-electric fleet, service amenities, and seamless and varied first and last-mile transit connections, including by train, bus, bike and e-scooter. There is a general belief among stakeholders that the San Francisco Bay Ferry system of the future will have to be dynamic and nimble enough to accommodate many different kinds of ferry service and transit connections.

Participants also expressed interest in a future where the San Francisco Bay Ferry system helps drive a well-planned and well-coordinated response to future emergency situations, environmental stewardship, Bay Area economic and employment growth, public-private partnerships, and compact, walkable, pedestrian-oriented, mixed-use communities centered around ferry terminals (i.e., transit-oriented development).

In keeping with their desire to convert car commuters to ferry commuters, workshop participants prioritized *New Rider Access* and *Enhanced Ferry Service* as their top two areas of focus. Among strategies, *Multimodal, User-Friendly Transit/Bike/Walk Connections to/from the Ferry* and *Increased Ferry Service Frequency* were the top two priorities. *New Ferry Terminals*, *Electrification of the Ferry Fleet*, and *More Accessibility and Affordability for Low-Income Riders* also rank as high-priority strategies for the years ahead.

The questions and tradeoffs raised by workshop participants are the starting point for a robust planning and learning process that will take WETA and its partners through the end of 2022. To answer those questions, WETA will need to rely on existing resources, such as relevant legislation, policy, regional transportation plans, and studies, as well as create new resources, such as rider and community participation surveys, and technical and policy advisory group input. As WETA begins to answer the questions posed by key stakeholders, including its own Board and staff, new questions will emerge, and eventually WETA will have the information, resources and confidence to define its 2050 Service Vision and Business Plan.

Appendix

The following pages include additional details and raw data from CivicMakers' initial discovery phase, in the form of two summary reports:

Stakeholder Workshop Summary Report (page 4)

Stakeholder Discovery Summary Report (page 28)

WETA 2050 Business Plan

Workshop Summary Report

November 19, 2021

Executive Summary

CivicMakers prepared this written report to synthesize key takeaways from the WETA 2050 Service Vision Workshop on October 22, 2021. The following primary takeaways are an executive summary of the report that follows:

- While stakeholders envision different paths to achieving a 2050 Service Vision, there is a general consensus that the ferry system should play an important role in alleviating bridge and roadway congestion and continued, widespread motor vehicle use;
 - Among the main potential service vision areas, New Rider Access and Enhanced Ferry Service were the top two priorities;
 - Among potential service vision subtopics, Multimodal, User-Friendly Transit/Bike/Walk Connections and Increased Ferry Service Frequency were the top two priorities;
 - Stakeholder input illustrated the interrelationships of many of the service vision areas. The San Francisco Bay Ferry system of the future will have to be dynamic and nimble enough to accommodate many different kinds of ferry service and transit connections.
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Methodology

CivicMakers worked closely with WETA's project team and Board Advisory Committee to design and produce an engaging and collaborative 2050 Service Vision Workshop that harnessed relevant insights from interviews, focus groups, and an online survey of key staff, partners and community representatives.

CivicMakers designed and facilitated the virtual workshop on Friday, October 22, 2021. A screenshot of the Zoom event is included on the next page. During the workshop, participants took part in four breakout group exercises designed to move them from more general, aspirational visioning statements to a more targeted exploration of the resources, research and considerations needed to achieve their vision.

CivicMakers facilitators used Google Jamboards, written notes, and/or the Otter.ai transcription service to capture participant comments and ideas from the three-hour workshop. Those notes have been synthesized and summarized in the Workshop Findings section of this report.



Outreach & Participation

CivicMakers emailed invitations to 189 key stakeholders based on a stakeholder assessment process conducted with input from WETA staff and the Board. Sixty-nine of the invitees registered for the event. In the final two weeks before the workshop, CivicMakers and WETA staff worked together to send targeted reminder emails to high-priority stakeholders.

In the end, 44 knowledgeable participants joined the workshop and contributed towards identifying and prioritizing ideas to inform WETA's forward-looking service vision. Representatives from the following 36 key stakeholder organizations participated:

- City of Alameda Mayor Marilyn Ezy Ashcraft*
- City of Redwood City Mayor Diane Howard*
- City of Vallejo Mayor Robert McConnell*
- Alameda Chamber of Commerce*
- Alameda County Transportation Commission*
- Bay Crossings*
- Bay Planning Coalition*
- Blue & Gold Fleet*
- Chamber San Mateo County*
- City of Berkeley*
- City of Martinez*
- City of Richmond Transportation Department*

*City of San Francisco Department of Emergency Management
City of San Francisco Municipal Transportation Agency
City of San Leandro
Contra Costa Transportation Authority
CUESA's Ferry Plaza Farmers Market
Ferry Building Marketplace
Genentech
Harbor Safety Committee
Inlandboatmen's Union
Kilroy Realty
Port of Redwood City
PropSF
Red & White Fleet
SAMCEDA
San Francisco Transportation Authority
San Mateo County Transportation Authority
Santa Clara Valley Transportation Authority
Seamless Bay Area
Sierra Club San Francisco Bay
Solano Transportation Authority
Stripe
The Marine Mammal Center
U.S. Coast Guard
Visit Vallejo*

Workshop Findings

Breakout Group Exercises #1 & #2: Newspaper Stories from the Future

In the first exercise (“Visioning”), participants imagined and wrote newspaper headlines from the future. CivicMakers facilitators guided them to think aspirationally about what water transportation and emergency response on the San Francisco Bay could be in the future.

In the second exercise (“Storytelling”), participants chose their favorite newspaper headline from the first exercise and wrote the story of how the headline was achieved. This exercise prompted participants to think critically about the milestones and primary actors and actions needed to achieve their aspirational headline.

Shown below, and grouped by the potential 2050 Service Vision elements or topics identified during CivicMakers’ initial discovery phase (in order from most to fewest headlines), are the major themes and corresponding newspaper headlines and stories shared by participants as part of the first two breakout group exercises.



Potential Vision Elements

- **Enhanced Ferry Service** (e.g., increased frequency, weekend service)
- **Expanded Ferry Service** (e.g., new terminals, different types of routes)
- **Environmental Stewardship** (e.g., fleet electrification, reduced emissions)
- **High-Quality Employment Opportunities** (e.g., secure, well-paying ferry jobs)
- **New Rider Access** (e.g., fare integration, fare affordability)
- **Quality Ferry Service** (e.g., clean, comfortable, amenities)
- **Upgraded Infrastructure** (e.g., paperless ticketing, new vessel technology, placemaking around terminals)

Participants in the meeting: Michael Chandler - City of Martinez, Lauren Bennett - Genentech / Oyste..., Maggie Fahy - Chamber San Mateo..., Maria Katticaran, Ian Griffiths, Tyler Foster.

A major theme of the stories is a **widespread concern about Bay Area bridge and roadway congestion** and the associated environmental impacts of widespread motor vehicle use. Each story reflects the different potential options available to WETA and its partners to help alleviate traffic congestion, but taken as a whole, there is a general consensus that the San Francisco Bay Ferry system has an important role to play in creating a future where cars are not a preferred mode for commuting and travel. That being said, some stakeholders representing communities without existing first and last-mile transit connections have expressed the continued need for car parking around terminals until area ridership and density incentivize greater investment in other transit modes.

The stories also reflect the **interconnection between the different Vision topics**. For instance, a new terminal and increased route frequency can help reduce travel times and ultimately be the catalyst for thousands of car drivers switching to a ferry commute, thereby reducing traffic congestion and helping the environment. At the same time, an all-electric ferry fleet may be cited as a milestone for incentivizing a community to come out and support the development of a new ferry terminal. These cause-and-effect relations are seen throughout the headlines and stories to follow, and should be a major topic of discussion as WETA and its partners plan to operationalize and sequence actions to achieve this potential future.

Expanded Ferry Service (16 headlines/stories)

Participants shared the most excitement about stories announcing the opening of new ferry terminals around the Bay, from locations spanning north (Martinez) and south (Alviso). The stories reflect a collective pride in increasing ferry ridership by incentivizing commuters to leave their cars at home. Reducing traffic congestion and motor vehicle pollution is of major

importance to these stakeholders, who see different but often interconnected ways to achieve that goal (such as new funding measures, new vessel options, and increased route frequency).

WETA Launches Mission Bay to South San Francisco to Burlingame to Foster City to Redwood City to East Palo Alto to Moffet to Alviso Service.

Sea level rise causes elected officials and transportation planners to look at the San Francisco Bay, and realize it is the only right of way which does not require funding for acquisition or capital infrastructure installation besides terminals and vessels. Regional leaders cooperate to build out the cheapest, fastest-to-market commuter system in the world.

Public Ferry Service Expanded to Redwood City.

After serving on a Blue Ribbon Task Force to study water transportation in the Bay Area over 20 years ago, Mayor Diane Howard finally announced that public ferry service has expanded to Redwood City. "This is something that the citizens of our area have supported with their votes and their taxes for a long time. We are proud to finally fulfill their dreams of a South Bay ferry terminal."

WETA Expands Ferry Service from East Bay to the Peninsula to Combat Ever Increasing Traffic Congestion to/from the East Bay.

Working with MTC and other regional partners, WETA succeeded in getting federal and state grants to construct a new ferry terminal in Redwood City and to purchase several new vessels to provide alternative commute options to residents.

Downtown Martinez Residents Board their First Electric Ferry to San Francisco.

Over 150 residents joined Mayor Alvarez and Councilmembers to commemorate the opening of the Martinez ferry terminal on Saturday. Elected officials and residents agreed, this had been a longtime vision they never thought would materialize in their lifetimes. The City of Martinez partnered with state officials to come up with the multimillion dollar funding, stating that the ferry terminal was key to the City's housing and transportation objectives. Over 500 new housing units are set to be built downtown without off street parking. Mayor Alvarez stated that the new residents will have several options for getting around, including Amtrak and now the SF Bay Ferry. After the commemoration, the Mayor joined residents aboard the DiMaggio Dart, the SF Bay ferry system's first fully electric ferry, which was manufactured in a partnership with Tesla.

New Ferry Terminal Opens in Alviso!

The City of San Jose, in partnership with WETA, has developed a new ferry terminal in Alviso. The new terminal will allow for service from Oakland and San Francisco to commence. The terminal connects the ferry with VTA transit and the Guadalupe Creek Trail. WETA will work with its partners to begin service in the coming months.

Berkeley Pier a Bright Spot for Bay Access and Activity.

Better together, WETA and Berkeley began their partnership simply exploring what the future might hold. With separate needs, WETA searching for an expansion of service and Berkeley aiming to restore the treasured Berkeley Recreational Pier, neither party knew if the partnership would help. Was there an opportunity for collaboration that would serve the greater good for our shared Bay Area residents and workforce? 5 years later, we know the answer. Standing on the western terminus of the Berkeley Pier with ferry boats in the background and the San Francisco Skyline ahead, the answer is an unequivocal yes. It

seemed a longshot given the hefty price tag of the improvements, yet in the end, through an engaged public, innovative project teams, and a joint commitment to truly improving our Bay Area landscape, the new Berkeley Pier is a reality.

With Completion of SF Bay Ferry Terminal in Mountain View, Water Transit Service Now Touches All Counties Ringing the Bay.

San Francisco Bay Ferry hosted a ribbon cutting ceremony this morning for its newest Mountain View terminal, marking a historic milestone in the regional water transit agency's goal of providing ferry service to all counties touching the San Francisco Bay. Bay Area residents can now sail past gridlock on the region's highways and overcrowded transit systems and take a comfortable, reliable and convenient commute option from the Carquinez Strait to Santa Clara County. The Mountain View terminal was constructed with a patchwork of federal, state, and regional funding support, made possible by the strong advocacy of a regional ferry coalition founded in 2021. The newest terminal is also outfitted with zero emission shoreside charging infrastructure funded by zero emission grants from the California Air Resources Board.

New Ferry Terminals Deliver Quick and Convenient Connections for Communities.

When it first opened, Jenny was skeptical that she would ever use the Hunter's Point ferry. Once she found out that it was the fastest way to cross the Bay, it became her preferred commute to her Oakland job. Then Jenny and her friends started to use the ferry to beat traffic to downtown SF. Now she will be among the hundreds lining up to ride the maiden voyage from Hunter's Point to Pier 39.

SF Bay Ferry Begins Service from the Ferry Building to Serve the Entire San Francisco Waterfront.

Partnering with the City and Port of San Francisco, the San Francisco Bay Ferry introduced local ferry service along the San Francisco waterfront. Similar to the ferry extension originating from Jack London Square and serving destinations throughout the Oakland/Alameda Estuary, the San Francisco extension serves locations all along the SF waterfront. Ferry riders can transfer from cross bay ferries to smaller boats to get to destinations as far as Fort Mason and Hunter's Point without having to get in a car or bus.

Ferry Use Reduces Bridge Traffic by 50%.

Expanded ferry system encourages riders of all economic classes to leave cars at home, to reduce emissions, lower commute costs and the required time to reach job locations. Greatly expanded routes and terminals created by WETA is a practical method for all levels of workers to reach diverse and distant locations, formerly reached only by automobiles. The air is cleaner. Road rage is nearly gone. All of this has been achieved in record time due to the dedication of interested and motivated transit professionals, and the belief of the public in their early vision for a new and different way to enjoy the Bay. Amazingly, sea level has now made it possible to reach previously unreachable locations.

300% Increase in Ferry Ridership over 10 Years.

The San Francisco Bay Ferry's expansion of ferry service over the past 10 years has had a tremendous impact on reducing road congestion, especially on Bay Area bridges. The service routes in the East Bay from Antioch, Pittsburg, Martinez, and Berkeley, as well as new ones from the South Bay and in Burlingame, Foster City, and Redwood City have seen double digit growth year over year. The success of these routes is impressive, considering the magnitude of the traffic in the Bay Area. The "build it and they will come" model has proven to be successful.

300% Increased Ridership, More Agile Fleet with Smaller Boats.

Over the past decade, San Francisco Bay Ferry has successfully expanded access and service through streamlined permitting processes and smaller, more agile ferry fleets. With the introduction of COVID to the global psyche ten years ago, transit riders began to look for options that included outdoor convening areas. The San Francisco Bay Area was able to serve this market by investing in faster, smaller, electric ferries that allowed for greater flexibility. The smaller ferries also meant that the terminal permitting process was streamlined, allowing for effective partnership with cities and counties for the proliferation of terminals throughout the peninsula, North Bay and South Bay. The improved flexibility and expanded service of the ferries led to an estimated 300% increase in ridership over the past decade.

Commuters Rate Ferry Commutes Fastest & Most Connected in Bay Area.

After five years of intensive investment in new ferry terminals, routes, and boats, commuters in the SF Bay Area now see riding the open waters as the most convenient and stress-free mode of transportation. This combined public and private investment, including \$XX billion from the 2021 Federal infrastructure bill has created a more cohesive transit network, and made ridership balloon to XXX,000 annually, a 300% increase.

Massive Transportation Bill Includes Increased Ferry Service.

A transportation bill that would make it possible for the Water Emergency Transit Agency (WETA) to implement its planned expansion and frequency of service in the near future will be before voters this coming November.

SF Ferry Now the Most Diverse Transit Service.

Napa and Solano Counties passed a 30 year sales tax initiative. After years of attempted sales tax measures, the community has approved the measure resoundingly! This will provide the much needed funding for ferry services and expansion to satisfy the demand.

Green Hovercraft Service from Richmond to the Various Bay Area Ports is an Efficient and Affordable Travel Alternative.

The recent completion of the WETA Hovercraft Feasibility Study concluded with identifying several potential launch sites within the Bay Area. Environmental protection, noise control, social equity and frequency were the main reasons that Richmond was a primary launch location for the new services.

Integrated Transportation System (6)

Similar to stories supporting Expanded Ferry Service, stories that advocated for an Integrated Transportation System did so as a means to reduce traffic congestion on Bay Area bridges and roadways. Participants imagined seamless and varied first and last-mile transit connections, including by train, bus, bike and e-scooter.

Thanks to Integration, 80% of Ferry Riders Arrive via Sustainable Modes.

WETA's path to 80% sustainable mode share began back in 2022 when the ferry agency embraced the regional transit service vision undertaken by the region's newly-established transportation network manager, to identify how high frequency ferries should connect seamlessly with connecting, high

frequency bus and train lines. Since then, coordinated investments in increasing ferry and connecting transit service together, along with investing in high quality mobility hubs, resulted in ferry ridership growing at double digit annual rates without building new parking lots and without creating congestion in surrounding communities.

San Francisco Bay Surpasses the Hong Kong Region as the Most Densely Connected Commuter Waterway in the World.

With the delivery of the last of the ninth and final class of hydrogen-powered fast ferries to the fleet, the total number of commuter ferry vessels on San Francisco Bay has topped 300, connecting every incorporated municipality on the Bay. The Super Regional Bay Transit Commission, with continued funding from the US federal government and the regional and local transit authorities, have completed a network of transit nodes dense enough to allow for a 65% reduction in self-driven auto traffic on the region's roadways. Hydrogen technology now allows a north/south transit of San Francisco Bay in less than 30 minutes.

300% Increased Ridership, Leads to Reduced Congestion on the Bridge.

In a remarkable post-pandemic turnaround, ridership on SF ferries has increased by over 300% over the past decade and has resulted in significantly reduced congestion of over 25% on both the Bay Bridge and Golden Gate Bridge. The expanded ridership was a result of investments totalling over \$300 million and a concerted multi-agency effort among transportation agencies, local government partners, and private ferry operators to develop an integrated transportation model with convenient last mile access, farebox subsidies for an expanded market of ferry riders, and investment in new terminals throughout the Bay Area. Increased ridership demonstrates various services are a viable option for Bay Area commuters looking for affordable, convenient and safe transportation options.

Stuck on I880? SF Bay Ferry Service Now Available at the San Leandro Shoreline.

You can now leave your car at home if you want to visit San Francisco. Take BART to the San Leandro station and select from an electrified fleet of scooters or bikes. Ride along the newly constructed protected class IV bike lanes along San Leandro Boulevard and Williams Street.

Commuters Rate Ferry Commutes Fastest & Most Connected in Bay Area.

The results of a year-long survey of Bay Area commuters revealed that the majority preferred to commute by ferry because of efficiency, access, minimal environmental impact, and value.

Cyclists Cross the Entire Bay Area Without Cars!

The first Cycle The Bay competition was held last weekend thanks to the completion of the ferry network. One thousand cyclists pedaled 50 miles through San Francisco, Marin, Richmond, Berkeley, Oakland, and back to the Ferry Building in San Francisco without the use of auto vehicles. A triumph in green commuting sets the bar high for the rest of the country.

Institutional Elements (5)

Participants also expressed interest in a future where the San Francisco Bay Ferry system helps drive economic and employment growth, public-private partnerships, and compact, walkable, pedestrian-oriented, mixed-use communities centered around ferry terminals. This

type of community, which includes housing, is also known as transit oriented development (TOD).

WETA Transforms into a Major Transit Agency Leading TOD Around the SF Bay Area.

WETA reached out to partners and stakeholders along the Oakland shoreline, including the City of Oakland, East Bay Regional Parks, and Oakland Port, to create a master plan for the Oakland shoreline (along with the general plan for the City of Oakland). WETA worked with the City of Oakland to change industrial land use to encourage more TOD along the shoreline. WETA worked with BART and developers to come up with building proposals. WETA also incentivized TOD along the shoreline.

Ferry Tales Come True! Solar Powered Ferry Docks at Car-Free, Mixed-Income Housing Waterfront Plaza for Debut Commute.

Tech firms partner with WETA and local counties to allocate funds to develop a greener ferry fleet. Counties commit to waterfront terminals and plazas being car-free and offer mixed-income housing.

Comprehensive Regional Ferry Service.

It took overcoming 150 years of colossal failure to plan and act regionally, but the Bay Area finally settled on a long-range plan for comprehensive ferry service. Civic, community and corporate interests came together to balance environmental, social equity and economic development imperatives, and in so doing, demonstrated a rare example of regional cooperation.

Ferry Service in the Delta Connects Communities and Drives Economic and Job Growth.

New small vessels operating in the San Joaquin River Delta provide job access from North Bay communities to the Contra Costa northern waterfront which has recently seen substantial growth in clean job opportunities with the renewable energy sector. The jobs available are high paying clean industry jobs providing much needed relief in jobs and a better jobs-to-housing balance in east Contra Costa County.

Decades Ago, WETA Saved Our Island.

Due to a shortage of affordable housing, WETA was able to move employees. Large employers were able to fund WETA to save jobs.

Enhanced Existing Ferry Service (4)

Similar to stories supporting Expanded Ferry Service and an Integrated Transportation System, stories that advocated for Enhanced Existing Ferry Service did so as a means to reduce traffic congestion on Bay Area bridges and roadways. Participants imagined shorter commute times, increased route frequency, and service amenities and comfort as catalysts for getting commuters out of their cars and onto the ferry.

WETA Increasing Service Frequency and Access with Smaller Boats.

Increasing service frequency and access with smaller boats is a passion of our agency currently, as part of a recent strategic upgrade and expansion of the fleet to include smaller vessels. New boats are able to carry just 100 passengers and have faster paddle times and easier docking than larger boats. All electric boats are able to charge during passenger drop-off and pick-up, increasing service frequency.

WETA Commits to Faster, Cleaner and More Comfortable Ferry Service

As the Bay Area struggles with long commute times, WETA takes bold steps to run faster ferry service through innovative environmental improvements and the latest ferry boat options. In addition, the service will operate with reduced fares and help relieve congestion.

Bay Area Commute Times Down 40% Across the Bay Thanks to WETA.

WETA has expanded accessibility to a clean, calming commute for Bay Area commuters by connecting all parts of the Bay with expanded ferry terminals and service. The expanded accessibility coupled with their electric fleet and effective last mile transportation at ferry endpoints has brought about a stream of commuters flocking to the ferry as their primary mode of transportation for their commute. As a result, traffic has dropped significantly on Bay Area roads.

No More Gridlock in Your Commute. Commuting is Now Therapeutic.

Too good to be true? Imagine the hours you spent staring at bump stickers. You can now enjoy a scenic view of the Bay, or catch up on emails or family time. Instead of being late and in a panic to start your day, there is no more delay on a wide open freeway called the Bay. Spilling coffee in your car? How about a fresh brew of coffee in the morning and a WETA brand beer on your way home.

Emergency Response (3)

Participants also expressed an aspiration for having a well-planned and well-coordinated response to future emergency situations, especially in the event of another major earthquake. While no one is wishing for a disaster to strike the Bay Area, the following stories show how WETA can help turn a challenging experience into a relief effort worthy of pride and celebration.

WETA Saves the Day! Services Delivered to Earthquake Survivors!

A comprehensive, coordinated effort headed by WETA saved lives and delivered much needed supplies and services this week. Thanks to water transportation, this was accomplished quickly and efficiently.

WETA Saves the Day!

7.2 magnitude temblor rocks Bay. Thousands safely evacuated during the largest boatlift since 9/11. Successful efforts attributed to multi-agency contingency planning and port readiness.

Water Transit Provides Links for Bay Area First Responders.

Water transit provides the transportation link for Barrier Reef first responders. Working with the U.S. Coast Guard and the Water Transit Authority, the Bay Area Neptune Coalition, the organization comprised of representatives from all of the local fire, police and sheriff's departments, developed landing locations to be utilized during emergency response.

Environmental Stewardship (3)

While previous stories referenced ferry electrification and other environmental impact measures as part of the mix of strategies to increase ferry ridership and reduce traffic congestion, the following participant stories imagine a future where the ferry's positive environmental impacts are more front and center.

WETA Recognized Internationally for Leadership in Environmental Stewardship Against the Backdrop of an Even Healthier SF Bay.

SF Bay Area has seen improved health by virtue of water quality, habitat health, and species diversity with a remarkable champion at its side. WETA has led a broad coalition of transit leaders, industry visionaries, environmental champions, and corporate philanthropists to develop several leading high-impact projects. Examples include SF Bay Area-wide education programs for the public and K-12 students, environmental disaster response programs that are best in class, endangered species reintroduction that has shown success, and the jewel in the crown, being recognized as the greenest fleet in any major metro coastal region around the world.

WETA Avoids Destruction of Wetlands and Aquatic and Endangered Species by Choosing Appropriate Routes.

WETA has improved ferry service in the Bay while avoiding environmental degradation by following the science. Studies have shown where and how ferries cause environmental impacts and these allowed WETA to identify new landings and routes and operational procedures that will allow the Bay to remain healthy and welcoming to its many wildlife and endangered species as well as sustaining its critical wetlands. All while providing improved ferry service.

Collaborative Effort between Public and Private Agencies and Private Businesses Facilitates New Carbon-Neutral Water Transit Options Throughout the Entire Bay Area.

Partnership made possible by harnessing the latest technologies, funded by new region-wide tax measures.

New Rider Access (3)

While many of the preceding headlines and stories trumpeted the importance of increased ridership, the following participant stories reference ridership growth as an economic equity or diversity issue (e.g., fare affordability), where who rides the ferry is just as important as how many people ride the ferry.

SF Bay Ferry is Now the Most Affordable Way to Travel the Bay.

Participating counties, public-private partnerships, and political will of participating counties all resulted in competitive rates, and steeply reduced rates for seniors and youth. The SF Bay Ferry rates came out as the most affordable in the region.

SF Bay Ferry System Sees Highest Ridership of Any System in the World.

Bay Area residents enjoy reduced fares thanks to a subsidy from Bay Area employers who realized they

were an integral piece in the mobility puzzle and collectively decided to fund Bay Area transportation projects annually for \$100 million. Residents can seamlessly connect from their job, home, or really anywhere to the ferry, whether they are biking, walking, or taking Caltrain, BART, water taxi, or bus.

Ferry Ridership Breaks Record.

WETA announced today that ridership on the Bay Area ferry system has broken their all-time record for people using the ferries. Nearly every category of service was broken, from commuter service to cruises to the San Francisco Giants games and Oracle Center events.

Breakout Group Exercise #3: Prioritization

In the third exercise (“Prioritization”), participants reviewed the topics and subtopics that were identified through CivicMakers’ stakeholder interviews, focus groups, and an online survey. CivicMakers facilitators then asked participants to identify any missing subtopics, and to prioritize them via dot voting.

As the chart on the next page shows, New Rider Access and Enhanced Ferry Service were the top two participant priorities among main topics, with 51 and 48 total votes, respectively (see Figure 1 on the next page). Expanded Ferry Service, Environmental Stewardship, Integrated Transportation System, and Emergency Response also continued to rank as high priority focus areas among key ferry system stakeholders.

Among subtopics, Multimodal, User-Friendly Transit/Bike/Walk Connections to/from Ferry received the most votes (28), while Increased Ferry Service Frequency was a close second (25). New Ferry Terminals, Electrification of Ferry Fleet, and More Accessibility/Affordability for Low-Income Riders also continued to rank as high priority goals among key ferry system stakeholders.

Participants were able to add subtopics that they thought were missing or not adequately reflected on the previously-identified list. Subtopics that were added during the workshop and voted on by participants are designated with a (+) in the chart that follows.

Figure 1. Prioritization Exercise Summary

Topic & Total	Subtopic	Votes
New Rider Access 51	More Accessibility/Affordability for Low-Income Riders	19
	Fare Integration	11
	More Accessibility/Affordability for Families	9
	Vibrant Placemaking Around Terminals	9
	(+) Awareness & Communication About Ferry Service	2
	(+) Transit Oriented Development (TOD)	1
Enhanced Ferry Service 48	Increased Ferry Service Frequency	25
	Weekend Ferry Service	10
	Clean & Comfortable Ferry Service	7
	Ferry Service to Events & Entertainment	6
Expanded Ferry Service 46	New Ferry Terminals	21
	Deployment of Smaller Ferry Vessels	11
	Shorter-Haul Feeder Routes & Water Taxi Runs	10
	Moving Goods as well as People by Ferry	4
Environmental Stewardship 46	Electrification of Ferry Fleet	20
	Reduced Regional Roadway Vehicle Miles Traveled	15
	Climate & Earthquake Resilient Ferry Facilities	4
	(+) Coordination of Smart Growth, TOD & Sustainable Communities	3
	(+) Physical Impacts to Wildlife and Natural Habitat	2
	(+) Environmental Education Opportunities	1
(+) Vessel Collisions with Marine Animals	1	
Integrated Transportation System 42	Multimodal, User-Friendly Transit/Bike/Walk Connections to/from Ferry	28
	Single Integrated Public Ferry System	9
	(+) Regional Transit Coordination	3
	Ample Parking at Terminals	2
Emergency Response 38	Coordinated Response with Land Transit Options	12
	Larger Geographic Coverage of San Francisco Bay	11
	Public Education in Event of an Emergency	10
	Simulated, On-Water Planning Exercises	4
	(+) Navigational Safety and Identification of Regional Preparedness Assets	1
Institutional Elements 16	Public-Private Funding Partnerships	7
	Secure, Well-Paying Ferry Jobs	6
	(+) Cooperation Between WETA and Labor	2
	(+) Reform to Create Regional Transit Authority	1

Breakout Group Exercise #4: Collaborative Planning

In the fourth and final exercise (“Collaborative Planning”), participants dove deeper into their highest priorities (as determined through the dot voting exercise). In this final activity, CivicMakers facilitators facilitated a more open conversation between participants, through which they were asked to think critically about the questions WETA needs to answer to achieve each priority, and the tradeoffs that may need to be considered when implementing.

Similarly to the first two breakout group exercises, the Collaborative Planning discussions illustrated how interrelated many of the topic areas are, especially participant visions for New Rider Access, Enhanced Ferry Service, Expanded Ferry Service, and an Integrated Transportation System. Growth in ridership is contingent on providing reliable, timely commuter service, and successfully locating ferry terminals where residents, especially low-income communities, have seamless walk, bike or transit access from their homes to their work (and beyond). Likewise, without route schedules that work for different kinds of workers and travelers, it doesn't matter where you place a terminal. And no route or terminal can be successful without coordinated transit options to get people to their final destinations.

Because every shoreline and inland community around the Bay Area is different and has distinct needs, resources and infrastructure, the San Francisco Bay Ferry system of the future will have to be dynamic and nimble enough to accommodate many different kinds of ferry service and transit connections. One quote from a participant sums it up well:

“WETA cannot have a one-size-fits-all plan. Many terminals can be very small. Unless you are willing to dredge, you will need to consider size...We need different vessel technologies and different facility infrastructure to deal with different types of circumstances. We can't put all of our eggs in one basket.”

The questions and tradeoffs for each priority topic (or vision area), along with a summary of the topic's connection to other vision areas, are listed on the following pages.

New Rider Access: More Accessibility/Affordability for Low-Income Riders	
Connection to other vision areas:	<p><u>Enhanced Ferry Service</u> Reliable and frequent service is key to attracting new riders.</p> <p><u>Expanded Ferry Service</u> Well-placed terminal locations, short taxi runs, and longer routes can all help minimize commute times, which is key to attracting new riders.</p> <p><u>Integrated Transportation System</u> First and last mile connections to ferry terminals, with seamless, coordinated schedules, are key to attracting new riders.</p> <p><u>Institutional Elements</u> The impact of regulations and the permitting process on new terminals, vessels and shoreline development means long time horizons for changing how communities can access the ferry.</p>
<u>Drivers</u>	<u>Questions</u>
Travel Patterns	<ul style="list-style-type: none"> - As a result of the pandemic, where do people live now? - Are those moves permanent? Are people working remotely? Commuting? - What is the potential for ferry ridership? Current ceiling? - Where is the greatest demand? - How do low-income riders want to use the ferry? Where do they want to go? What amenities (or other aspects of the experience) appeal to them? - Where are low-income families traveling from? - Where are low-income families traveling to for work? For leisure? - What is the range of work schedules that the ferry needs to accommodate, especially for low-income workers? - Based on post-COVID commuting patterns, what are the last-mile transit options at development locations? - Where are the affordability gaps for last-mile transit connections? - Can we map high concentrations of jobs and housing to inform the best placement of terminals? - Do these travel patterns align with the existing ferry terminal system? - How do we prioritize ferry terminal locations? - Based on 2018 ferry user survey data, why are people from Oakland not using the ferry?
Cost	<ul style="list-style-type: none"> - How much does it cost the average rider to commute via ferry 5 or 6 times per week? - What price point encourages ferry use for the average low-income resident?
Funding	<ul style="list-style-type: none"> - How do we fund the difference between the current fare rate and the affordable fare rate? - How can we reduce fares for families in particular?
Fare Integration	<ul style="list-style-type: none"> - How do you make sure that each ferry operator is made whole? - Does the Clipper Card fulfill the fare integration piece? - What are the different fare rates across the regional transportation system? - How do we create a single fare structure for the Bay Area region?

New Rider Access: More Accessibility/Affordability for Low-Income Riders	
<u>Drivers</u>	<u>Questions (continued)</u>
Development	<ul style="list-style-type: none"> - What were the results from the Clipper Card pilot? - Were there any challenges to making the Clipper Card pilot permanent? - What funding source(s) could make the Clipper Card pilot permanent? - How can WETA leverage its position to have more influence over changes to infrastructure around each ferry terminal?
Awareness	<ul style="list-style-type: none"> - How do we raise awareness of and promote the ferry, especially among low-income communities? - What can we learn from BART strikes and free ferry events that have spurred increased awareness and ferry use in the past? - Are there traumas within communities resulting from displacement caused by ferry terminals or other transit systems? How does that history affect trust in and use of the ferry service now?
	<u>Tradeoffs</u>
	<ul style="list-style-type: none"> - Fare rate vs. cost of driving, taking the BART or other transit - Cost of reduced pandemic fares vs. permanently reduced fares - High cost of ferry operations vs. social equity - Cost of prioritizing locations with existing resources/transit connections vs. prioritizing lower-income, under-resourced communities - Displacement of low-income people around terminal vs. higher fares for same people to ride ferry - Funding fare rates as a percentage of revenue vs. subsidies - Current terminal locations and transit connections vs. where low-income people are actually coming and going

Enhanced Existing Ferry Service: Increased Ferry Service Frequency	
Connection to other vision areas:	<p><u>New Rider Access</u> Reliable and frequent service is key to attracting new riders.</p> <p><u>Environmental Stewardship</u> With more frequent routes and more vessels on the water, even an all-electric ferry fleet may still cause adverse environmental impacts to wildlife and natural habitats.</p> <p><u>Integrated Transportation System</u> Increased service frequency without seamless transit connections cannot meet the need and demand for fast ferry service, especially for cross-Bay commuter routes.</p>
<u>Drivers</u>	<u>Questions</u>
Cost	- How do we reduce operating costs?
Safety	- How do we define operating costs so that safety is not sacrificed, for either the operators or riders?
Planning	<ul style="list-style-type: none"> - What is our strategy for handling increased operating costs associated with greater schedule frequency? - What is the difference between current operating costs and the costs of operating routes with different levels of frequency, at different times of day and night? - Where is unmet demand in terms of travel time and routes? - For existing ferry routes, which ones have high ridership and could sustain more? - Where are the central employment hubs and corridors where greater ferry frequency can benefit employers and employees? - For weekend service, how do we improve bike or transit access to terminals? - For weekend service, what does the parking situation look like at terminals?
Environ. Impact	- How can the ferry prioritize times and routes that disincentivize motor vehicle use, rather than just pulling riders from BART or other regional transit modes?
Funding	- What funding is available to offset increased operating costs associated with increased service frequency?
Awareness	<ul style="list-style-type: none"> - Once implemented, how do we make sure that people know about increased frequency so they reconsider the ferry as a commuting or travel option? - What schedule options are needed for different businesses and communities for each route and terminal location? - How do we promote weekend ferry service as both a tourism strategy and a commute option for local residents who work weekends?
Collaboration	- What are the partnerships that could increase ferry tourism on the weekends?
	<p><u>Tradeoffs</u></p> <ul style="list-style-type: none"> - Increasing frequency vs. taking BART riders instead of motor vehicle drivers - Assuming people do not commute for work on weekends vs. social equity - Inclusive, broad representation in choosing routes to enhance vs. losing support from private businesses when their interests are prioritized or the process takes too long

Expanded Ferry Service: New Ferry Terminals	
Connection to other vision areas:	<p><u>New Rider Access</u> Well-placed terminal locations, short taxi runs, and longer routes can all help minimize commute times, which is key to attracting new riders.</p> <p><u>Environmental Stewardship</u> With more routes and vessels, even an all-electric ferry fleet may still cause adverse environmental impacts to wildlife and natural habitats.</p> <p><u>Integrated Transportation System</u> Terminal locations without transit connections cannot meet the need and demand for fast ferry service, especially for cross-Bay commuter routes.</p> <p><u>Emergency Response</u> More, smaller vessels can benefit emergency response.</p>
<u>Drivers</u>	<u>Questions</u>
Cost Funding Land Transit Awareness Environ. Impact Planning Collaboration	<ul style="list-style-type: none"> - What are the ongoing operating costs associated with each new vessel, route and ferry terminal? - When should we expect RM3 funding to be released? - How do cities pay for shuttles or other transit modes to get people to and from the new ferry terminal? - How do you get people to and from the new ferry terminal? - Is a broad segment of the community asking for ferry service, or limited interests? - How do we move past residents seeing the ferry as a tourist attraction? - What locations would give ferry service a similar appeal as BART or SF Muni? - What are the environmental implications of expanded ferry service? - What do transportation and housing forecast models tell us where growth and population will be in 30 years, especially low-income residents? - Is there staff that can be allowed the space and time to explore usage of smaller ferry vessels? - How can WETA coordinate with other transit agencies to understand where new and expanded transportation services are planned? - How will WETA deal with local interests if politics runs counter to their guidelines for prioritizing new service locations? <p><u>Tradeoffs</u></p> <ul style="list-style-type: none"> - Upfront capital expenses vs. ongoing operating costs - Funding available vs. demand for new routes and terminals - Cost of dredging vs. utilizing smaller vessels - Water taxi feeder system (into larger terminals) vs. a lack of service to smaller communities - Ramp-up period for a new terminal vs. accelerated ridership growth - Smaller vessels vs. large shore-side infrastructure - Smaller vessels vs. less integration of public and private development - Smaller vessels vs. longer permitting process

Expanded Ferry Service: New Ferry Terminals

Tradeoffs (continued)

- Smaller vessels vs. rough weather, choppiness and rider satisfaction
- Smaller vessels/infrastructure vs. less nimble emergency response capabilities
- Smaller vessels vs. potentially more labor issues
- More vessels/terminals vs. adverse environmental impacts

Criteria for Prioritizing New Terminal Locations

- Estimated number of ferry riders
- Locations with broad community support/demand for ferry service
- Locations that are not well-served or easily-accessible by existing regional transit modes (or alternative methods of travel)
- Locations with infrastructure that is resilient to sea level rise
- Locations in equity priority areas (see Plan Bay Area 2050)
- Locations without protected wetlands and natural wildlife habitats
- Locations that can save travel time for commuters and other riders
- Locations with dense employment corridors
- Locations with projected future population growth, especially low-income households
- Locations that already have transit connections to the new ferry terminal location

Environmental Stewardship: Electrification of the Ferry Fleet	
Connection to other vision areas:	<p><u>New Rider Access</u> The environmental impacts of electrification are greater if ferry ridership increases due to less motor vehicle usage.</p> <p><u>Enhanced & Expanded Ferry Service</u> With more routes, vessels and frequency, an all-electric ferry fleet may still cause adverse environmental impacts to wildlife and natural habitats.</p>
<u>Drivers</u>	<u>Questions</u>
Cost	<ul style="list-style-type: none"> - What are the upfront costs to electrification? - What are the long-term costs to electrification? - What are the costs per electric battery? - What are the quality standards for electric batteries? - What are the costs to improve or refurbish existing vessels? - What are the costs to purchase new, electric vessels?
Funding	<ul style="list-style-type: none"> - What funding is available to support electrification? - What funding is available for vessel technology? - What funding is available for facility and charging infrastructure?
Infrastructure	<ul style="list-style-type: none"> - How will WETA supply the charge for the charging infrastructure? - How will WETA charge the electric vessels? - How will WETA store and park the electric vessels overnight? - How will WETA maintain the electric vessels?
Technology	<ul style="list-style-type: none"> - What are the criteria for choosing the right technology? - What are the likely technology options onboard vessels in 30 years? - How will you likely need to refuel vessels in 30 years?
Labor	<ul style="list-style-type: none"> - Who is qualified and capable of maintaining the electric vessels? - How do current maintenance labor costs compare to future costs?
Environ. Impacts	<ul style="list-style-type: none"> - How much does the Bay Area reduce its carbon footprint for every dollar spent on ferry electrification? - How much does the Bay Area reduce its carbon footprint for every dollar spent on diesel and fossil fuel service with different levels of ridership (i.e., reduced motor vehicle miles traveled)?
Awareness	<ul style="list-style-type: none"> - How do we get the public excited about new ferry electrification technologies? - What is the impact of energy costs and policy on attracting employers to the Bay Area?
Collaboration	<ul style="list-style-type: none"> - Who are the key partners who should be at the table? - What is the appetite for a broad, multi-faceted environmental stewardship component in the plan? - How do you get private businesses and developers involved in financing these improvements?
	<p><u>Tradeoffs</u></p> <ul style="list-style-type: none"> - Upfront vs. long-term costs of electrification - Cost of different technologies vs. their environmental impact - Cost of refurbishment vs. purchasing new, electric vessels - Regulatory requirements vs. funding available

Environmental Stewardship: Electrification of the Ferry Fleet	
<u>Drivers</u>	<u>Tradeoffs (continued)</u> <ul style="list-style-type: none"> - Feasibility vs. having bold goals in the plan to attract funding - Time for realized benefits vs. deadlines to spend down available funding - Size of the electric batteries vs. number of seats for riders (i.e., capacity) - Cost of different batteries vs. battery charging time - Battery charging time vs. frequency of ferry schedule - Cost of current vessel maintenance labor vs. future, more educated all-electric labor force - Ferry ridership vs. cost of technology and its environmental impact - Implementation vs. ridership demand (public education and access)

Integrated Transportation System: Multimodal, User-Friendly Connections	
Connection to other vision areas:	<u>Emergency Response</u> Reliable, seamless connections to other transit modes is crucial at the time of a disaster.
	<u>New Rider Access</u> First and last-mile connections to ferry terminals, with seamless, coordinated schedules, are key to attracting new riders.
<u>Drivers</u>	<u>Questions</u>
Cost	- What is the cost of improving existing and/or adding new connections?
Funding	- What funding is available for improving existing or adding new connections?
Time	- What is the feasible timeline for adding new connections?
Housing	- How can we activate the space around ferry terminals for housing?
Bikes	- Is there a viable bikeshare solution at ferry locations?
	- How can we activate the space around terminals for bike and rideshare infrastructure?
	- What do we need for safe bike parking?
Buses	- Are private businesses interested in funding bus service for employees to get to and from ferry terminals?
Cars/Parking	- How can we increase signage so motor vehicle drivers know where to access the ferry?
Airports	- What is the demand for ferry service to airports?
Maintenance	- What would routine maintenance of transit connections look like?
Collaboration	- Who are the key players?
	- Who can bring all of these players together?
	- What other transit agencies service each ferry terminal?
	- How do you coordinate among different transit options?
	- Is there capacity to work with public transportation systems?
	- What is the oversight committee for the ferry system?
	- How do/can different modes mesh together?

Integrated Transportation System: Multimodal, User-Friendly Connections	
<u>Drivers</u>	<u>Questions (continued)</u>
Awareness	<ul style="list-style-type: none"> - How can you coordinate without concerning key players about consolidation? - How does this goal relate to MTC's role in the Bay Area? - Which transit agency wants to go first in a coordination/integration pilot? - How do you incentivize people to take different modes to the ferry? - What is the public's willingness to be multi-modal? - How can WETA better engage stakeholders around the ferry area? - How do we put pressure on the state or national level to provide funding? - How do we make the case that this is necessary?
	<u>Tradeoffs</u>
	<ul style="list-style-type: none"> - Cost of transit connections vs. environmental impact of continued motor vehicle use - Cost of transit connections vs. connection gaps and reduced ridership - Housing around ferry terminals vs. less space for other development - Bike use vs. ample bike storage - Fixed bike stations vs. agile bike infrastructure (e.g., jump bikes) - Parking around ferry terminals vs. less space for other development - Car use/parking vs. environmental impact - Car parking vs. potential inaccessibility for persons with disabilities - Competing uses of shoreline commercial corridors vs. dependence on motor vehicles - Travel time of non-car modes vs. environmental impact of traffic congestion - Travel time of ferry service vs. comfort and functionality (e.g., WiFi, drinks) - Lack of housing or employment density vs. importance of last-mile connections - Individual or political interests vs. the (consensual) greater good - Broad, inclusive collaboration between transit stakeholders vs. time constraints

Emergency Response	
Connection to other vision areas:	<p><u>New Rider Access</u> How do rider needs overlap with emergency response needs?</p> <p><u>Expanded Ferry Service</u> More, smaller vessels can benefit emergency response.</p> <p><u>Integrated Transportation System</u> Reliable, seamless connections to other transit modes is crucial at the time of a disaster.</p>
Drivers	Questions
Planning	<ul style="list-style-type: none"> - What can we learn from the Loma Prieta Earthquake & to 9/11? - What are our response priorities during an emergency event? - What are each jurisdiction's needs during an emergency? - Once we know the needs, how do we prioritize first responders? - What are the current gaps in our emergency response? - What are the current gaps in rider needs and where do they overlap? - Who should be involved in scenario planning exercises? - Are we doing the necessary amount of scenario planning? - How do we get first responder crews safely to the ships? - When is it safe for first responders to leave and return to their families? <p><u>Tradeoffs</u></p> <ul style="list-style-type: none"> - Prioritizing certain actions over others during an emergency - Cost of planning for "what-if" event vs. needs of daily transit operations - Time, effort and money (that could be used for other purposes)

Institutional Elements: Public-Private Funding Partnerships	
Drivers	Questions
Funding	<ul style="list-style-type: none"> - What are reliable, long-term funding options for water transit? - What are other reliable, short-term funding options like RM3? - How can we successfully advocate for a local or regional sales tax? - How can we incentivize private companies to invest in water transit? - How can we incentivize and help cities plan to invest in water transit (using state loans, parcel taxes, sales taxes, or business licensing taxes)? - What does a successful public relations fundraising campaign look like? - How do we free up federal funding for operating expenses? <p><u>Tradeoffs</u></p> <ul style="list-style-type: none"> - Availability of federal funding vs. restrictions on operating dollars

Next Steps

The questions and tradeoffs listed on the preceding pages are the starting point for a robust planning and learning process that will take WETA and its partners through the end of 2022. To answer those questions, WETA will need to rely on existing resources, such as relevant legislation, policy, regional transportation plans, and studies, as well as create new resources, such as rider and community participation surveys, and advisory group input.

The questions and tradeoffs illustrate the depth of information that must be included in a final 2050 Service Vision & Business Plan for WETA and its stakeholders to commit to that vision and to know how and when to contribute to its realization. As WETA begins to answer the questions posed by workshop participants on October 22, 2021, new questions will emerge, and eventually WETA will have the information, resources and confidence to make difficult decisions about what the San Francisco Bay Ferry system should look like in 30 years.

There is widespread support for WETA's 2050 Service Vision & Business Plan among key water transit and emergency response stakeholders. While their individual motivations and preferences may be different, everyone is excited about the opportunity to chart a course of action that results in fewer motor vehicles on the road, less traffic congestion, less reliance on the Bay Area's bridge and road infrastructure, and ultimately, happier and healthier commuters, riders and tourists.

The Plan itself will necessitate important conversations between key partners and collaborators, but it will also signal the need for new partnerships, commitments and conversations. Given the speed of shoreline regulatory and permitting processes, it will be important that WETA provide its partners and regulators with a clear vision so that they too can start planning as soon as possible for the realities of that future. The San Francisco Bay Ferry, and water transit in general, will look very different in the year 2050. This is the start of WETA and its partners proactively seizing that future, rather than reacting to the changes that come.

WETA 2050 Business Plan Stakeholder Discovery Summary Report

October 15, 2021

Executive Summary

The purpose of this report is to aggregate and present key themes and topics from CivicMakers' initial stakeholder discovery phase. This discovery is primarily being used to help inform the design of a virtual Visioning Workshop on October 22, 2021 and future activities related to the development of WETA's 2050 Service Vision and Business Plan.

The themes, topics and findings outlined in this report are not intended to represent a draft 2050 Service Vision, but rather, a list of potential service vision elements to be prioritized and further discussed during the upcoming Visioning Workshop. Through this initial discovery phase, CivicMakers learned that:

1. Expanded Ferry Service, Enhanced Ferry Service, Environmental Stewardship, and Emergency Response are potential high priority elements of a 2050 Service Vision;
2. Operating and Capital Funding, and Ridership Demand are seen as significant obstacles to achieving that vision; and
3. Stakeholders would like the San Francisco Bay Area Water Emergency Transportation Authority (WETA) to play a variety of different roles in the future, especially as a Partner/Collaborator, Planner, Funder/Fundraiser, and Advocate.

The following report provides additional detail and information about these findings.

Discovery Phase Methodology

This discovery phase is the first step in eventually defining a 2050 Service Vision for WETA. It involved 1) identifying key stakeholders, especially historically underrepresented groups, and 2) gathering initial ideas for a 2050 Service Vision. CivicMakers gathered initial ideas for the 2050 Service Vision through one-on-one stakeholder interviews (15), focus groups (5), and an online

questionnaire (77 responses). In total, over 100 individual stakeholders were engaged throughout the process. CivicMakers aggregated and synthesized the information collected through these three discovery methods to develop this high-level summary report.

Report Legend

CivicMakers engaged seven priority stakeholder groups as part of this initial discovery phase. For the purposes of this report, each stakeholder group is associated with a specific color. The seven groups (and their corresponding colors) are identified below:

-  **EO** Elected Officials (*e.g., State Senators and Assemblymembers*)
-  **MO** Maritime Operators (*e.g., ferry operators, water taxis*)
-  **PER** Planning & Emergency Response Agencies (*e.g., county transportation authorities, municipalities, emergency services offices*)
-  **CET** Community, Environment & Transit Advocates (*e.g., community-based nonprofits, bicycle and other transit coalitions, environmental advocacy nonprofits*)
-  **BUS** Business Community (*e.g., economic development corporations, chambers of commerce, large private businesses*)
-  **LAB** Labor Unions (*e.g., trade unions and associations*)

For more information about specific individuals and organizations engaged as part of this initial discovery phase, please review the *Who Did We Hear From?* section starting on page 18 of this report.

Potential Service Vision Elements

During one-on-one interviews and focus groups, stakeholders suggested the following 2050 Service Vision elements when asked the question:

“When you think of water transportation and emergency response in the Bay Area in 2050, what do you think about? What is important to you? What would be most valuable for the Bay Area?”

1. Expanded Ferry Service



“In its golden era, ferries carried more passengers than BART does now. We can recreate that system even better today.”

“We need to broaden the possibilities of where ferry service can go. Ferry service is the only way to move quickly from the East Bay to the peninsula.”

a. New Terminals

Ferry stations in a number of new locations, including Antioch, Berkeley, Martinez, Redwood City, San Leandro, the Carquinez Strait, and the South Bay.

b. Feeder Routes & Shorter Runs

A mix of high-demand North-South and East-West commuter routes, as well as shorter routes connecting large shoreline developments in these same communities.

c. Large & Small Vessels

Dynamic vessel sizes depending on the route and the ridership demand; useful for piloting new services.

2. Enhanced Existing Service



“You do not have to see a schedule in advance. You can show up on a dock and find a ferry. That creates a critical mass for people to rely on transportation. The assumption is that it works. That’s what we need.”

"It would be good to see ferries facilitate recreational travel. Right now, it is primarily for the commute, but in the future, there could be successful ferry service for large events and weekend travel."

- a. Increased Frequency
Shorter wait times between scheduled ferry service to help routes become viable, consistent commute feeders.
- b. Weekend Service
Facilitate recreational travel around the Bay during off-commute hours.
- c. Service to Events & Entertainment
Taking the ferry to large events, such as music festivals and Giants or Warriors games, can relieve land-based transit congestion and make for a more enjoyable experience.

3. Emergency Response



"We have a large number of first responders who work in San Francisco and Oakland and other parts of the Bay who need to get to work during a disaster. The ferry may be the only way to get there. The ferry will be needed to get people out of San Francisco to other points on the Bay."

"Thinking far out is the nature of emergency preparedness. It is an under-appreciated benefit of water transit: the ability to move people and responders around the Bay if we can't use the bridges. WETA should coordinate with ports, businesses and others who are nearby terminals. Think about a robust emergency response plan that is coordinated and integrated. Work in those emergency response exercises."

- a. Coordination with Land Transit Response
Ensure multiple transportation nodes are accessible, including land-based transit options.
- b. Fast Response Times
Need to understand realistic timelines to relieve and replace first responders.
- c. Simulated Planning Exercises
Bringing response partners together to think through and practice how to respond to different emergency situations.
- d. Public Education
Making sure the public knows how to use the ferry in event of an emergency.

- e. Able to Move First Responder Crews
Need to get first responders on boats, regardless of the location, to move them quickly to areas in need.
- f. Work with U.S. Coast Guard
Coordinate with the Coast Guard's Vessel Traffic Service (VTS) system to keep an eye on all the vessels in the Bay during an emergency.

4. Environmental Stewardship



"The Bay Area should be leading on electrification of the fleet given our private sector resources related to hydrogen fuel cell and hybrid electric battery technologies. We need to lower the impact of emissions in the air and in the water."

"Ferries are one of the most polluting systems there is. If they go to under-resourced communities, it just adds to the pollution there. We need a completely electrified ferry service. Barring that, we need to have constraints on new service locations."

- a. Electrification of Fleet & Progress towards Zero Emissions
A desire for all-electric, eco-friendly vessels, recognizing that cost may be an obstacle; integrate new technologies and alternative fuels as they come to market.
- b. Climate & Earthquake Resilient & Adaptable Facilities
Long-range planning for new ferry facilities in the age of climate change and sea level rise.
- c. Reduce Vehicle Miles Traveled
Starting with short-run ferries, strive toward reducing vehicle miles traveled by 2050; this will help reduce greenhouse gas emissions for disadvantaged communities along the coast.

5. Integrated Transportation System



"Thinking regionally, water transportation is a seamless part of the whole transportation system. Facilities should work in such a way that it promotes mobility without needing a car. But most of the facilities are inaccessible, hard to get to, and don't have good transit connections or transit services. That plays into who rides them, who has access to them. Having that vision of an integrated system would change everything from the groups who

are identified, where terminals are sited, focus on not just commuting, but connecting places across the Bay.”

“If ferry service increases and we are adding more boats but more people are not coming because of parking capacity, we have to consider that too.”

- a. Multimodal, User-Friendly Connections to/from Ferry
Connecting the ferry to walking, bike, bus, and train options.
- b. Ample Parking
Provide adequate car parking to incentivize ridership demand, where appropriate.
- c. Consolidation or Improved Interconnectivity of Public Ferry System
Need to merge or improve service consistency between WETA with the Golden Gate Ferry to create one interconnected public ferry system.
- d. Minimal Wait Times Between Modes
Coordination between ferries, trails and transit providers to ensure seamless connectivity and reduced delays for travelers.
- e. Fare Integration
Regional zone fares and Clipper connectivity to make it easy to ride the ferry and connect with other transit options.

6. New Rider Access



“It is important to be mindful of the people we serve through these systems - and their needs. For moms, consider breastfeeding stations. For youth, consider electronic device charging stations. This is where it is important for the community to provide their valuable experience.”

“As someone who has used the ferry when I worked in San Francisco, the cost of service was prohibitive. Making sure as we continue to build housing around transportation areas that we make sure there is an affordability factor.”

- a. Fare Integration & Affordability
Ensure fare pricing allows for easy, affordable access to more diverse ridership and does not prohibit certain members of the general public.

- b. Consider Needs of Families
Need to consider the needs of mothers, fathers, and youth; they need to get to college, jobs, schools, appointments, etc.
 - c. Accessible, Safe & Welcoming Locations for Low-Income Riders
Through placemaking, signage, technology and other considerations, make ferry stations and vessels a welcoming, safe and inclusive environment for historically-underrepresented riders.
-

7. Other Potential Vision Elements

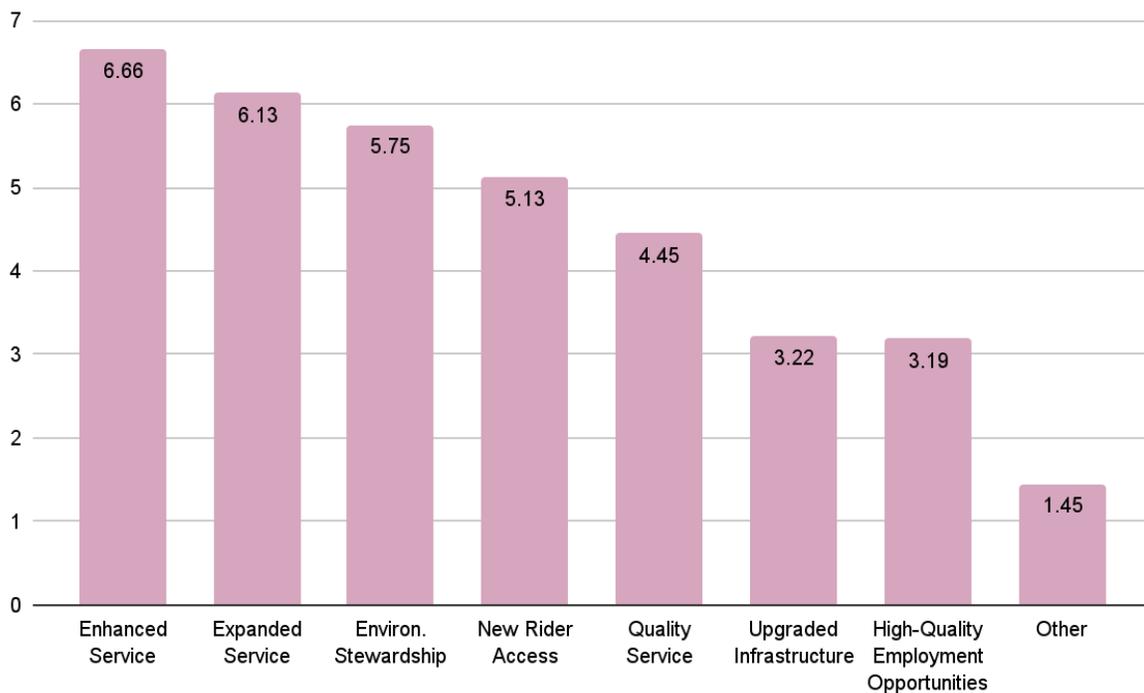
- a. Placemaking Around Terminals  
Opportunity to create vibrant destinations around ferry stations to create a visible, welcoming and safe environment for residents, workers, visitors and businesses.
 - b. Upgraded IT and Fleet Infrastructure  
Utilize technology to make the ferry riding experience faster, more comfortable, easier to use, and attractive for younger riders.
 - c. Clean & Comfortable Service 
Cleanliness is important to riders and is an advantage that the ferry has over other regional transit options, such as BART.
 - d. Secure, Well-Paying Jobs 
Desire for ferry vessel and facility labor to be well-paid and to enjoy employment security.
 - e. Public-Private Partnerships 
Partner with developers and large private employers to share the burden of capital and operating expenditures, especially at new terminal locations.
 - f. Moving Goods as well as People 
Bridge and roadway congestion make it difficult for freight operators to move goods throughout the Bay Area, while waterways could be more efficient.
-

Service Vision Priorities, from the Online Questionnaire

As part of the online questionnaire, we asked stakeholders to rank their water transportation priorities on a scale from lowest (1) to highest (8). The pre-populated priorities were based on interview and focus group responses collected by the time the questionnaire was released.

Across the 77 questionnaire responses, Enhanced Service, Expanded Service, and Environmental Stewardship remained the top 3 water transportation priorities (see Figure 1 below).

Figure 1. Ranked Water Transportation Priorities, from highest (8) to lowest (1)



Potential Obstacles and Challenges

During one-on-one interviews and focus groups, stakeholders shared the following obstacles and challenges when asked the question:

“What are some gaps, challenges and/or obstacles to realizing your vision for water transportation and emergency response in the Bay Area in 2050?”

1. Operating Funding



“It is an expensive service to operate. What do you do with larger vessels when smaller boats may be more appropriate? Water taxis need to have their own real estate so there aren't delays for WETA or other ferries. The challenge for water taxis is also cost. Cost issues make the open water a little less practical today compared to other options.”

2. First & Last Mile Connections



“One issue is connectivity of ferry service to other transportation sources...Interagency coordination between WETA, BART and others is top of mind. To the extent that ferry service is tied to more regional transportation plans, that is pretty critical. Vision for me many years out is that people have frequent, low cost access that creates a seamlessness and comfort to using the service, instead of a secondary or tertiary option as it is right now.”

3. Ridership Demand



“My biggest concern is that we are at a tipping point with WETA, where if we cannot increase ferry service within a short period of time we will end up not having a ferry service at all, which will be very dangerous for my district especially from an emergency response standpoint. We need WETA to engage in activities to increase ridership.”

4. Capital Funding

"We need enough [funding] to build new terminals and vessels. Even if RM3 dollars become available, we still need more. We need to leverage federal, state, local sales tax measures, and private investment to make the vision possible."

5. Environmental Impact

"There are environmental challenges, but boats are getting cleaner and better. We need to help people understand how boats operate and how technologies are getting cleaner, convincing a municipality that putting in a ferry run will not completely change a community."

6. Regulations & Permitting

"[WETA] talks about the 15 to 20 regulatory agencies that touch their shoreline projects. There are different agencies with different jurisdictions over both land and water. But we cannot wait 10 to 15 years to get a terminal permit approved when the money is ready right now."

7. Staffing & Regional Approach

"If WETA does everything on its own, that won't get the vision done. If WETA is not sold on the partnership model, the vision won't happen. Competitors like BART have more resources, and WETA would be scrambling for scraps. The WETA Board and staff need to get out of the "go it alone" mindset."

"Staff is asked to do a tremendous amount of work for such a small group of people. They get overworked sometimes. As we grow, our staff does not seem to grow too much."

8. Other Potential Challenges

- a. How to Prioritize New Service Locations



How will WETA choose between projects to invest in? Have a clear planning and development rubric, and cultivate an appetite for saying "no" to future services that do not rank highly on the rubric.

- b. Shoreline Development



There are a number of issues to navigate related to coastline development to ensure ferry service is more integrated into municipal planning.

- c. Public Support for Ferry System



Because investments are done piecemeal in the Bay Area, the public is losing patience in the public sector being able to deliver on transportation; need to commit to planning the ferry service as a system and make that case much sooner than by 2050.

- d. How WETA Manages Complexity of Vision



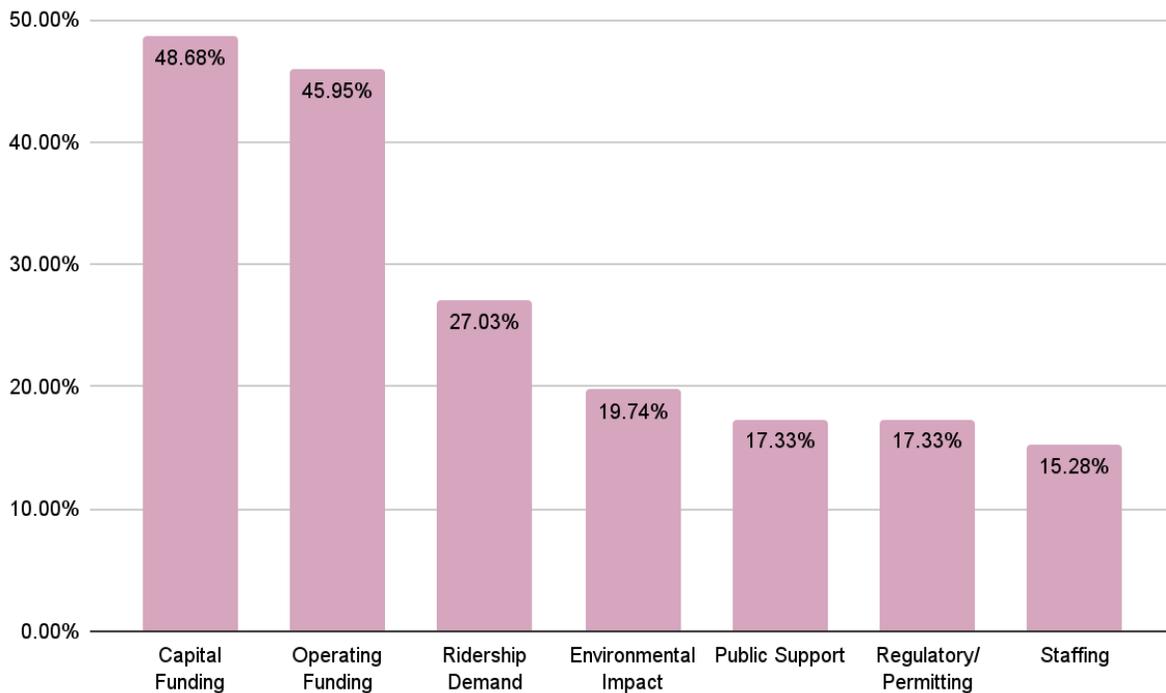
The coordination of public-private partnerships, transit schedules and connections, vessel sizes, etc. is very complex, and how WETA manages all of those relationships and systems will be extremely important for success.

Most Significant Obstacles, from the Online Questionnaire

As part of the online questionnaire, we asked stakeholders to predict the obstacles and challenges that would be most significant in preventing their water transportation and emergency response vision. Questionnaire respondents could choose Insignificant, Not Very Significant, Neutral, Significant, or Very Significant for each obstacle. The pre-populated obstacle choices were based on interview and focus group responses collected by the time the questionnaire was released.

Across the 77 questionnaire responses, Capital Funding and Operating Funding were chosen, by far, as the top 2 most significant obstacles to accomplishing the water transportation and emergency response vision (see Figure 2 below).

Figure 2. Service Vision Obstacles, percent selected as Very Significant



WETA's Potential Role in the Future

During one-on-one interviews and focus groups, stakeholders recommended the following organizational roles when asked the question:

"What do you think are the most valuable things that WETA can do to bring about that larger vision or address those challenges?"

1. Partner & Collaborator



"We want to have a partnership with WETA to help put this vision in place. Staff is driving a new vision and we like it."

"WETA needs to be very active coordinating the last mile with transportation authorities and other operators. That has to be a focus."

2. Planner



"I am really happy to see that WETA is planning for a 30-year time horizon. Historically, WETA has not looked out that far, but it makes sense to do a long-range planning process because it positions the agency well to attract funding and to align with other Bay Area plans."

"WETA has done a good job of becoming overextended. Everyone wants a new service, but it is important for WETA to have a strong strategic plan. We all know there are very real financial constraints. Having a Board-adopted business plan will be really helpful to stay focused and build ridership in a sustainable way."

3. Advertiser & Public Educator



"WETA can do more publicity and drive awareness of the ferry. That is big and important. Try to engage the public and let them know what they do."

"When people think about transportation, the last thing they think about is ferry service. That needs to change. We need a true stakeholder engagement process as it relates to transit, to build out a ferry service that is helpful and centered on transportation and emergency service as well."

4. Funder & Fundraiser



"[WETA should be] getting money. RM3 is great but it is still tied up in court. WETA is poised to grow but it does take money. [WETA should be] making sure ferries are included with all regional funding initiatives in the future. They need help as a new agency navigating that politically."

"Can WETA play a strong role at the state level to identify funding opportunities up and down the Bay Area?"

5. Advocate



"[WETA should be] looking at locations where people have been displaced to. Look at ferry service from those locations to job markets. Some of those markets may not have the same political advocacy. Advocate for policies that get support for expanding into communities that further equity goals."

"I would love to see WETA have a Board that really represents the communities they serve. For instance, members from the different counties that have ferry service to represent their role as a public transportation provider in the Bay Area."

6. Operator/Administrator



"[WETA] should be the primary administrator of ferry services in the Bay."

"WETA should be the umbrella organization that manages the relationships with different providers, and coordinates the scheduling. I like having one service provider and having it be unionized. The idea of having multiple service providers makes me apprehensive."

7. Other Potential Roles

a. Leader among Transit Agencies

CET

"What makes WETA unique is they are a merger of two existing agencies, creating something bigger out of two locally-focused services. As it relates to the next evolution of integrating ferry with other forms of transit, WETA can speak with credibility in this area. A lot of folks are scared of change in this space. There is the need for conversations with electeds, the public. Board and staff can be leaders in bringing together other transit agencies and embracing a more regional approach."

b. Water & Facility Security

PER

"Growing concern about active shooters. We are trying to keep water transit open, but there is a balance between service and safety. What is WETA doing around water security?"

"On-water security and how it relates to facility security. Ferry system has public access all the way to the gate. Security posture is different than at an airport...How do you push the fence line all the way to max, but then have public access on the other side of the fence? WETA needs to balance security with public access."

Most Useful Roles for WETA to Play, from the Online Questionnaire

As part of the online questionnaire, we asked stakeholders to envision the roles WETA could play to accomplish their water transportation and emergency response visions. Questionnaire respondents could choose Yes, No, or Not Sure for each role. The pre-populated roles were based on interview and focus group responses collected by the time the questionnaire was released.

Across the 77 questionnaire responses, Advocate, Planner, and Partner/Collaborator were chosen as the top 3 roles for WETA to accomplish the water transportation vision (see Figure 3 on the next page). Partner/Collaborator, Planner, and Operator were chosen as the top 3 roles for WETA to accomplish the emergency response vision (see Figure 4 on the next page).

Figure 3. What should WETA's Role be in Accomplishing Water Transportation Vision?

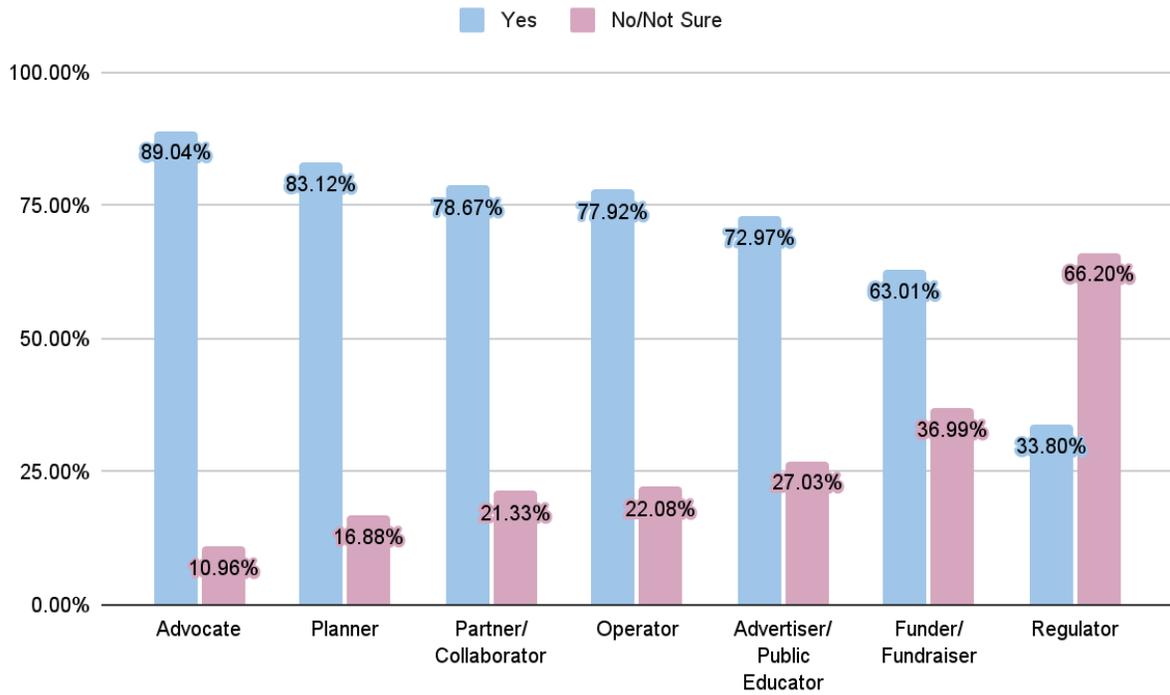
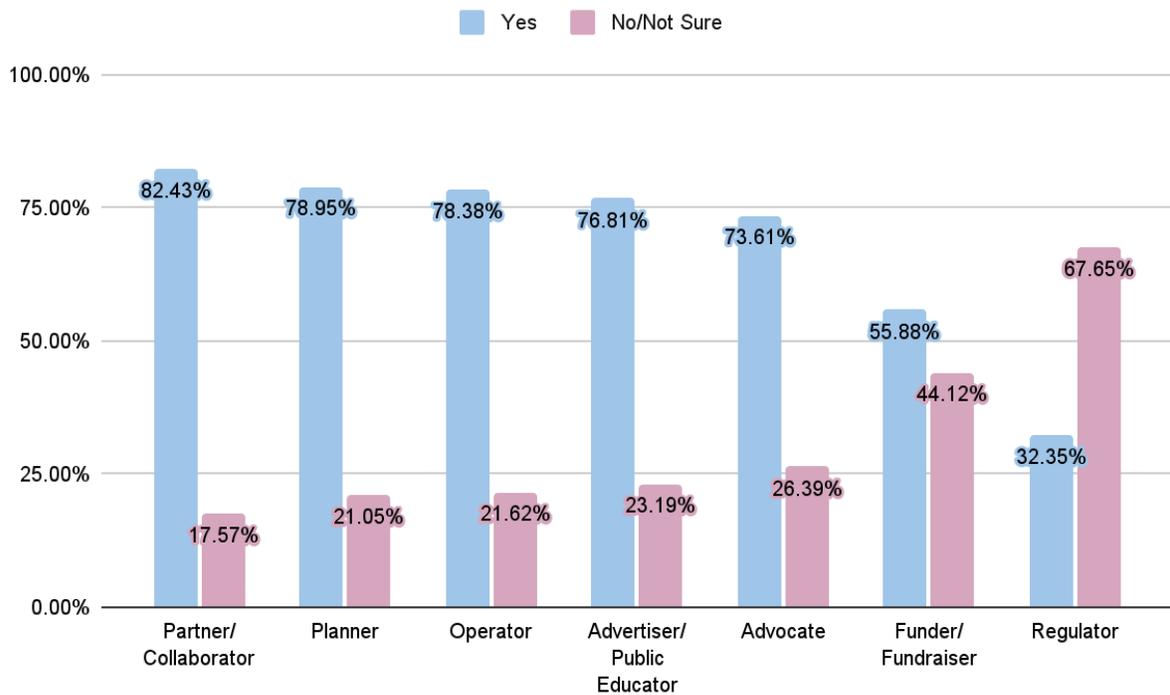


Figure 4. What should WETA's Role be in Accomplishing Emergency Response Vision?



Insights for Future Stakeholder Engagement

During one-on-one interviews and focus groups, stakeholders shared the following engagement ideas when asked the question:

"How do you want to be engaged in this process going forward?"

- **Engage with "real community members."** Stakeholders can get the word out to their clients and other community-based organizations.
 - **Updates from WETA** that stakeholders can circulate out to their networks.
 - **Coordinate with municipal master plans** and other planning processes, including communications.
 - **Stakeholders can provide feedback** on how activities and actions are written into the final plan and into RFPs.
 - **Hold joint town hall meetings** on ferry service, where WETA and municipal partners present on the 2050 Service Vision.
 - **Facilitated meetings with construction and engineering teams** once WETA gets to the implementation portion of the process.
 - **Stakeholders can attend WETA Board meetings** to learn more about the organization and planning process.
-

Who Did We Hear From?

The following lists and charts provide a breakdown of who we interviewed, who participated in the focus groups, and who responded to our online questionnaire.

1. One-on-One Stakeholder Interviews

John Grubb, *Bay Area Council*
Emily Loper, *Bay Planning Coalition*
Assemblymember Mia Bonta, *California Assembly District 18*
Audrey Momoh, *on behalf of State Sen. Nancy Skinner, California Senate District 9*
Melvinia King, *Fighting Back Partnership*
Desiree Miranda, *Fighting Back Partnership*
Denis Mulligan, *Golden Gate Bridge, Highway & Transportation District*
Robert Estrada, *Inlandboatmen's Union*
Sly Hunter, *Masters, Mates and Pilots*
Alex Kryska, *PropSF*
Taylor Lewis, *Tideline Marine Group*

2. Focus Groups

Planning Agencies (27)

Carolyn Clevenger, *Alameda County Trans. Comm.*
Firas Abu-Sneneh, *California Air Resources Board*
Hector Rojas, *City of Martinez*
Michael Chandler, *City of Martinez*
Nicole Ferrara, *City of Oakland*
Jessica Manzi, *City of Redwood City*
Ruben Hernandez Story, *City of Richmond*
Alex Sweet, *City of San Francisco Mayor's Office*
Sheila Lynn Marquises, *City of San Leandro*
Christina Fernandez, *City of South San Francisco*
Mayor Robert McConnell, *City of Vallejo*
John Hoang, *Contra Costa Transportation Authority*
Peter Engel, *Contra Costa Transportation Authority*
Theresa Romell, *Metropolitan Trans. Commission*
Nicola Szibbo, *Metropolitan Trans. Commission*
Toshi Shepard-Ohta, *Metropolitan Trans. Comm.*
Kristine Zortman, *Port of Redwood City*

Lee Huo, *San Francisco Bay Trail*
Tilly Chang, *San Francisco Transportation Authority*
Peter Skinner, *San Mateo County Trans. Authority*
John Sighamony, *Santa Clara Valley Trans. Authority*
Robert Guerrero, *Solano Transportation Authority*

Emergency Response (5)

Gabe Kearney, *CalOES*
Olga Crowe, *City of Oakland OES*
Joe Reilly, *Port of San Francisco*
Lony Haley Nelson, *SF Dept. of Emergency Mgmt.*
Commander Hale Allegretti, *U.S. Coast Guard*

Community Advocates (8)

Dave Campbell, *Bike East Bay*
Denyse Trepanier, *Bike Walk Alameda*
Maria Katticaran, *Current Ferry Rider*
Ed Hatter, *Potrero Hill Neighborhood House*
Dulce Galicia, *RichmondLand*
Ian Griffiths, *Seamless Bay Area*
Arthur Feinstein, *Sierra Club San Francisco Bay*
Michael Hamman, *POSF Southern Waterfront AC*

Business Community (10)

Amy Buckmaster, *Chamber San Mateo County*
Carline Au, *East Bay Economic Development Alliance*
Heather Salem, *Genentech*
Michael Wooley-Ousdahl, *Google*
Alyssa Sherman, *Salesforce*
Rosanne Foust, *San Mateo County Econ. Dev. Assoc.*
Greg Greenway, *Seaport Industrial Association*
Stephen Tu, *Silicon Valley Leadership Group*
Sean Quinn, *Solano Economic Development Corp.*
Georgina Arias, *Univ. of California San Francisco*

3. Online Questionnaire Responses

The questionnaire received 77 complete responses. The following charts provide a breakdown of who we heard from, by stakeholder group, organizational role, and their relationship to WETA.

Figure 5. Number of Questionnaire Responses, by High-Level Stakeholder Group

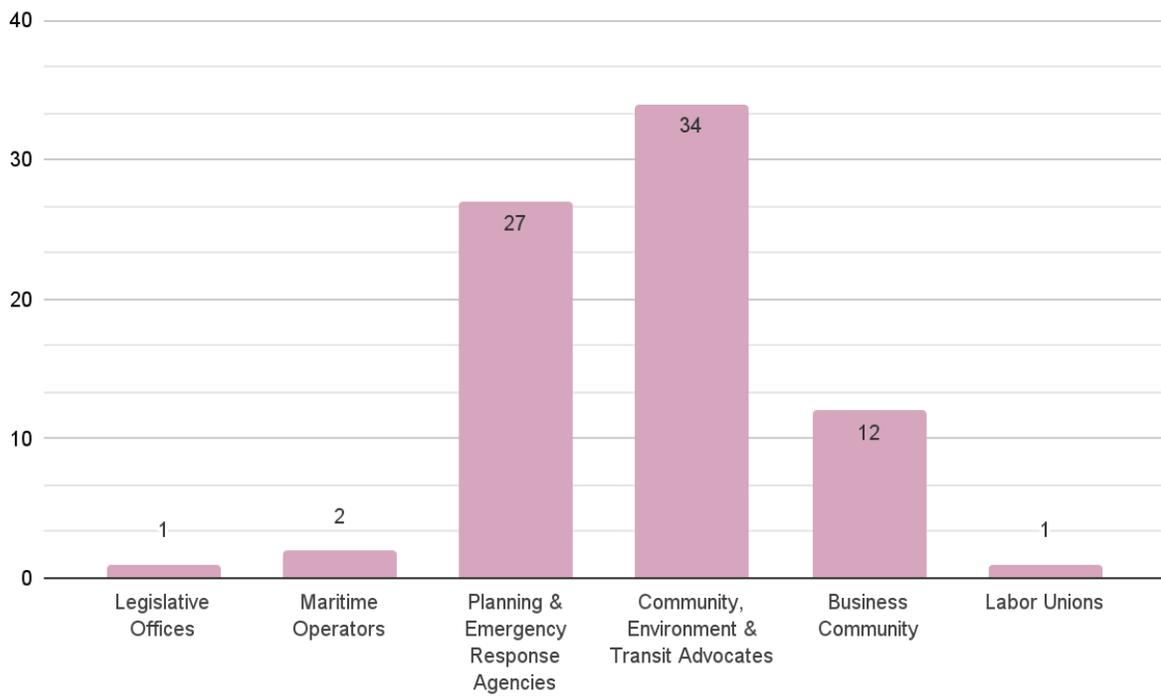


Figure 6. Number of Questionnaire Responses, by Organizational Role

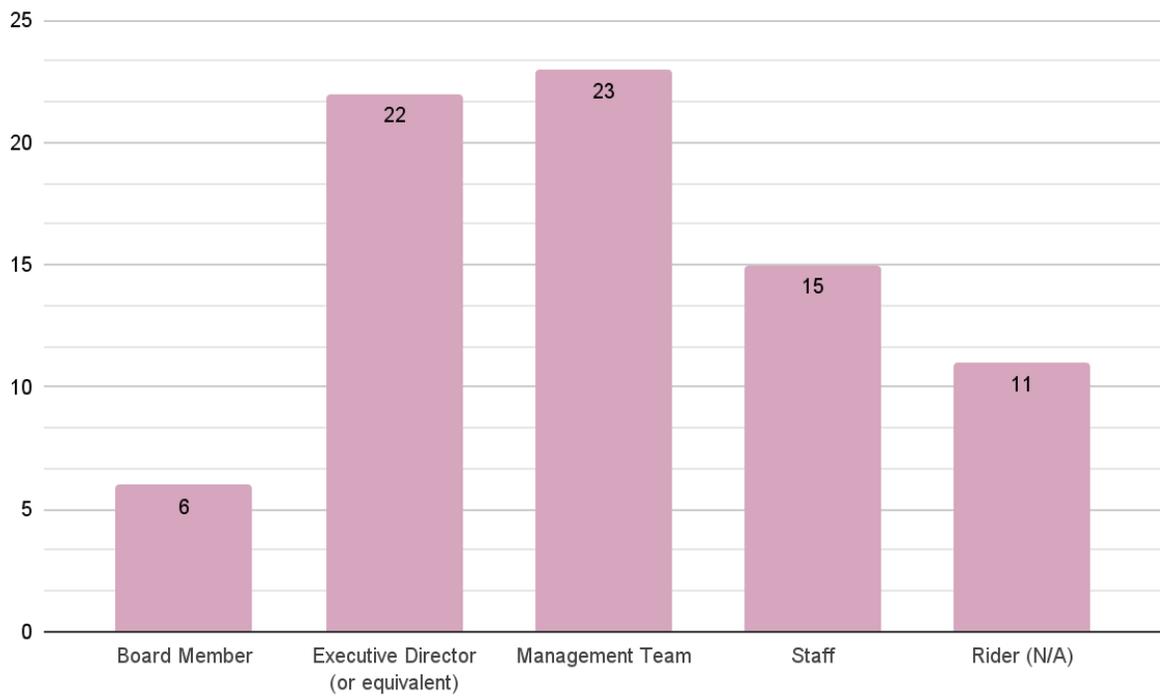


Figure 7. Respondents' Organization's Relationship to WETA, as percent of Total Responses

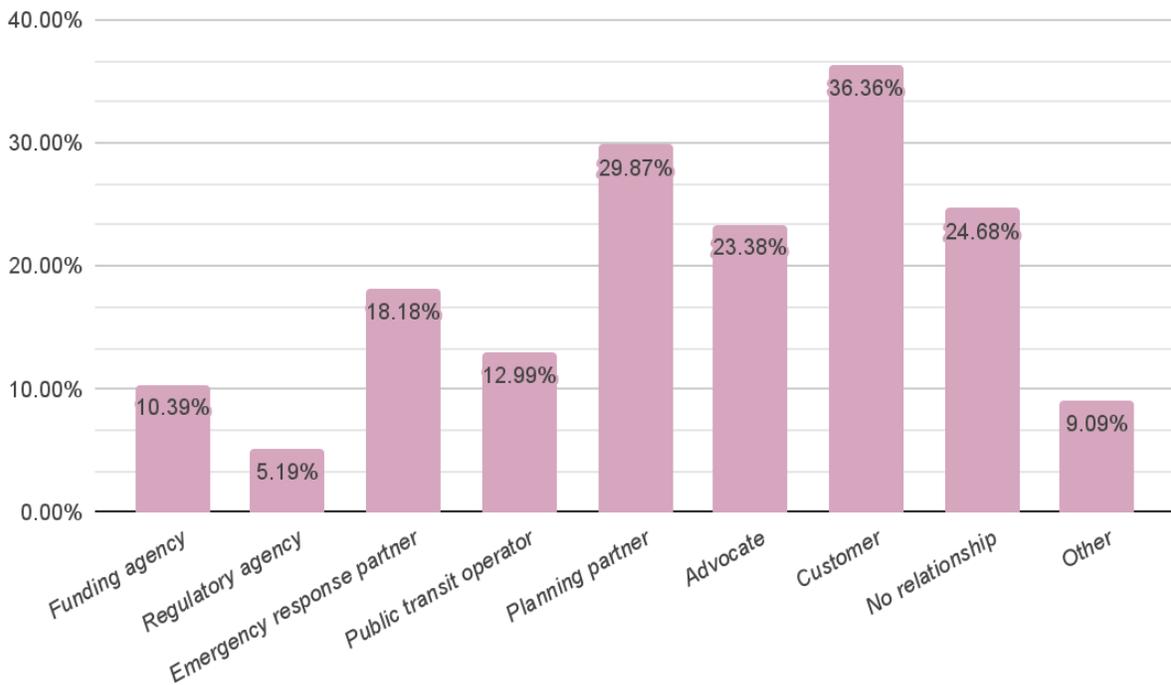


Figure 8. Respondents' Familiarity with WETA Prior to Outreach, as percent of Total Responses

