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REQUEST FOR PROPOSALS

WATERFRONT DISTRICT PARKING MANAGEMENT PLAN *for the* **CITY OF HERCULES**

Release Date: June 28, 2018

Due Date: July 26, 2018

Project Purpose

The City of Hercules is accepting proposals to provide professional services to assist the City of Hercules staff in preparing a parking management plan for the entire Hercules Waterfront District. The scope of anticipated work includes the following tasks:

- Peer review prior parking demand calculations.
- Estimate future parking demand scenarios, accounting for multi-modal access, mix of uses, phased construction, and current trends in mobility.
- Assess site options for situating and constructing parking to serve publicly-shared uses.
- Estimate costs of and propose methods for financing construction and long-term maintenance and operation of publicly-accessible parking.
- Develop policies and strategies to manage anticipated parking supply, including both private on-site parking and public on-street parking, to meet parking demand of residents, employees, customers, visitors, and transit users, including the establishment and operation of a Public Parking District.

Project Background

In 2000, the City of Hercules adopted the Waterfront District Master Plan (WDMP), a plan to transform 167-acres of former industrial land along San Pablo Bay into a transit-oriented, traditional-themed, mixed-use district. The WDMP envisioned that the center piece of the Waterfront would be an

Intermodal Transit Center (now referred to as the Regional Intermodal Transportation Center), a first-of-its-kind facility for the region combining rail, ferry, and bus service. The WDMP called for surrounding the RITC with a high-density mix of retail, commercial, and residential development, with the 11-acre Hercules Point designated for waterfront recreation.

The initial WDMP led to the first phases of Waterfront District development between 2002 and 2004, consisting of two single-family residential neighborhoods: Promenade (217 residences) and Baywood (78-single family residences) on the south and east sides of the Waterfront District. Homes in both neighborhoods include either 2- or 3-car, attached or detached, alley-loaded garages. In 2005, construction of Railroad Avenue, a 15-unit mixed-use project, was completed. Each of the units there also included a two-car, alley-loaded garage.

In 2008, the City adopted the Waterfront Initiative, which revised the WDMP for the remaining undeveloped areas of the Waterfront (identified as Blocks A–Q; see Figure 1 below), comprising three distinct neighborhoods: Crescent Heights (Blocks A–D); Bayfront Boulevard (Blocks E–J, which includes the RITC); and The Village (Blocks K–R). The full build-out of these neighborhoods is expected to add to the Waterfront District up to:

- 1,392 multi-family residential units;
- 115,000 sq. ft. of office space;
- 90,000 sq. ft. of retail space; and
- 134,000 sq. ft. of flex-space (of which, up to 67,000 sq. ft. could be used as retail, or the entirety of which could be used as 134 additional residential units).

The revised WDMP (p. 1-34) includes its own district-specific parking standards, premised on the following principles:

“Adequate parking availability is critical to the success of the Hercules Waterfront district. Parking availability is partly a function of parking supply, but more importantly parking management. It shall be the policy of the City of Hercules to manage its parking resources according to the following principles:

- 1. Protect existing residential parking, address spillover parking.*
- 2. Make customer parking easy.*
- 3. Focus on parking availability, not supply.*
- 4. Encourage on-street parking.*
- 5. Share parking.*
- 6. Park once and walk.*
- 7. Pay attention to a place’s strengths.*
- 8. Design parking to be pedestrian-friendly.*
- 9. Set appropriate parking requirements.*
- 10. Encourage in-lieu parking.*
- 11. Invest in all transportation modes.*

12. *Involve the business community.*
13. *Effectively utilize transit parking.”*

Figure 1: Hercules Waterfront District (Blocks A–Q)



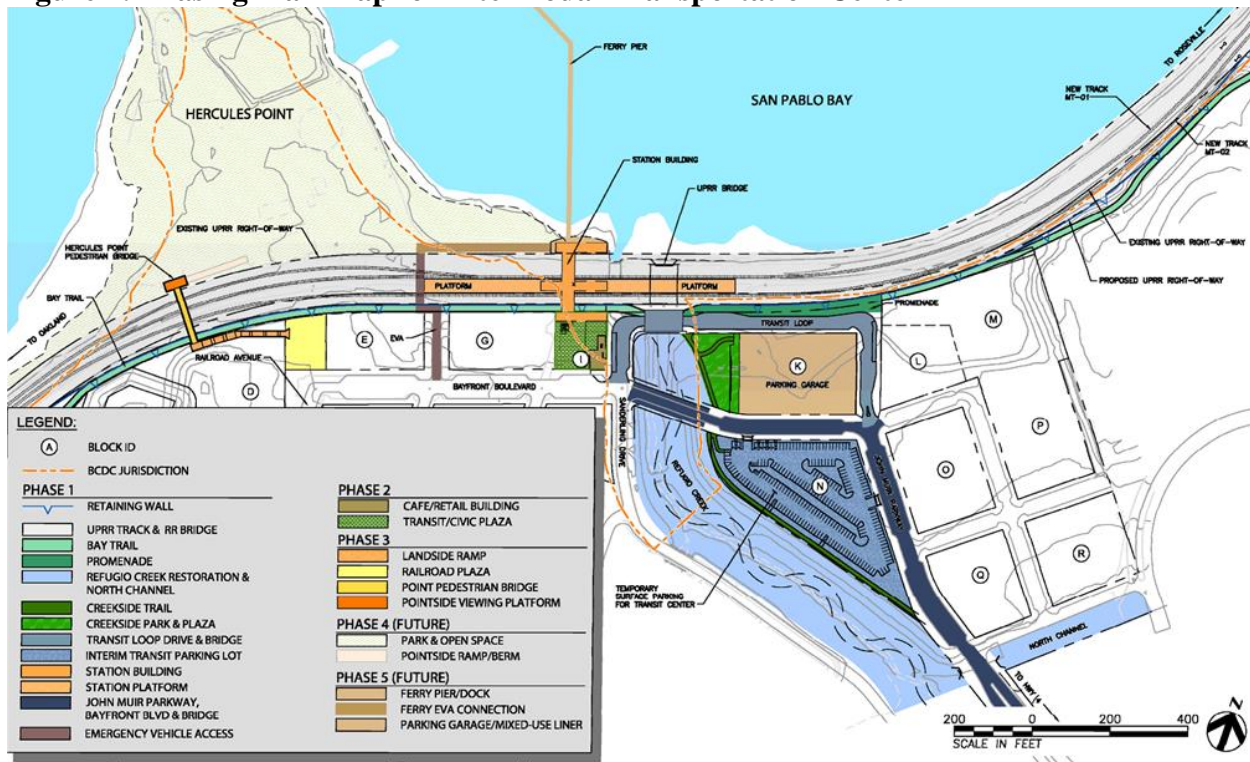
Though the RITC (a public project) and the Bayfront project (private development) were the subjects of separate environmental impact reports (EIRs), the two EIRs were done roughly concurrently (2010–2011) and coordinated based on the same premises, consistent with the WDMP parking principles listed above. Both EIRs designated Block K of the Waterfront (see Figure 2 below) as the site for constructing a parking garage to serve the RITC. The Bayfront Project EIR also included a parking analysis based on this shared public/private parking approach.

The mutual interest and collaborative efforts of the City and the private developer in implementing the WDMP’s parking principles throughout the District, including for the RITC, was further solidified in 2012 when both parties entered into a Development Agreement that stated:

“To maximize the ability of the City to develop public parking in the initial phases of the public infrastructure and ITC, and to coordinate with Owner’s [developer’s] private parking, Owner agrees that a Public Parking District may be established to serve public and private parking of the Hercules Bayfront Project. Owner and City acknowledge that parking in high-intensity development areas is more appropriately treated as a public infrastructure cost and financed through a neighborhood

improvement district parcel assessment, such as a Public Parking District, than as private cost burden. Thus, the City, as a condition of approval of the project requires that all parking for the Owner's project shall be accommodated by a Public Parking District designed to accommodate both public and private parking needs, except for: (i) spaces reserved for residential use per code, excluding guest parking; and (ii) some minimum portion of office parking required also to be reserved for key tenants, but not more than 10% of all office parking."

Figure 2: Phasing Plan Map for Intermodal Transportation Center



As part of fulfilling its obligation under the Development Agreement to conduct a parking study, the City, with the developer's cooperation, contracted with HDR, Inc. in 2017 to update prior studies and projections of potential rail and ferry ridership in Hercules through the year 2040. These most recent projections estimate that combined rail and ferry service would on their own generate demand at full build-out for 286 parking spaces, which remain fairly consistent with the 292 park-and-ride trips estimated for the RITC in the *Environmental Impact Report/Environmental Impact Statement for the Hercules Intermodal Transit Center* (State Clearinghouse #2009112087).

Also in 2017, the developer (Hercules Development Partners LP.) commissioned consultants at Nelson\Nygaard to draft a parking management program for the Bayfront project, i.e., a parking plan for Ledcor's own to-be-built portions of the Waterfront. Most recently (June 2018), Ledcor Properties, Inc. has reached two of the first milestones in developing the mixed-use components of the Waterfront District:

- Broke ground to begin construction of Block N, consisting of 172 residential units and 13,979 sq. ft. of retail space in three buildings. The project includes 20 at-grade garage spaces for 10 townhouse units, and 205 below-grade parking garage spaces.
- Received design approval for Blocks Q & R, consisting of 232 residential apartments and 311 structured parking spaces within two separate level parking garages.

The City of Hercules requires a parking management plan at this time because the City and developer anticipate private development of the remaining parcels of vacant land in the Waterfront District over the next 5–15 years. The City has completed initial phases of the RITC (including acquisition of right-of-way and construction of paths-to-transit, e.g., roadway, bridge, bicycle/pedestrian paths) and is aggressively pursuing additional funds to complete the remaining construction phases of the RITC, including any additional public parking facilities. To ensure the success of both public and private investment in the Waterfront District, the City is prepared to rely upon active management of parking resources and is ready to establish the necessary governance mechanisms for long-term management of parking resources throughout the entire Waterfront district for the general public benefit.

Project Goals and Objectives

With this request for proposals, the City is looking for specific, detailed, actionable recommendations to efficiently and effectively meet Waterfront parking demand, within the existing framework of the WDMP design regulations and the City's and the Waterfront developer's mutual obligations of the Implementing Development Agreement.

The Parking Management Plan should enable City staff to recommend to City Council parking policies and to take administrative actions necessary to respond to immediate issues (including reviewing private development design proposals) and to prepare for long-term strategic challenges. The goal is therefore to provide actionable information based upon facts and rigorous analysis. Within this goal are specific work objectives, including:

- Assemble and evaluate existing studies, data, and plans;
- Anticipate likely parking conditions;
- Formulate a scalable parking supply and demand management strategy;
- Determine steps to establish a Hercules Waterfront Parking District as the institution for executing a parking supply and demand management strategy;
- Establish recommendations for subsequent administrative review of design plans, as related to parking management;
- Generate physical specifications, performance requirements, potential costs, and financing options for parking facilities to effectively serve the RITC.

Through execution of the tasks below, consultant will assist City staff in delivering a Waterfront Parking Management Plan that provides for the future needs of residents, employees, shoppers, transit users, and other Waterfront visitors.

Tasks & Deliverables

The services to be provided include (but are not necessarily limited to) the following components:

- **Task 1:** Meet with City staff to gather data, discuss approach, and determine schedule.
- **Task 2:** Meet with private developer to gather additional project-related information.
- **Task 3:** Assemble and review all available existing studies, data, plans, and planning standards related to parking in and around the Hercules Waterfront, including on-street and off-street parking, and public and private facilities.
- **Task 4:** Estimate future parking demand scenarios, accounting for multi-modal access, mix of uses, phased construction, and current trends in mobility.

☐ **Deliverable:** One technical memorandum analyzing anticipated parking conditions and scenarios throughout phased development of the Waterfront District.

- **Task 5:** Based on existing development agreements and environmental reviews and approvals, develop policies and detailed strategies to manage anticipated parking supply, including both private on-site parking and public on-street parking, to meet parking demand of residents, employees, customers, visitors, and transit users, including the establishment and operation of a Public Parking District.

☐ **Deliverable:** One technical memorandum, using text and graphics, that:

- Analyzes existing and future parking supply and demand.
- Recommends amount of public parking spaces that should be available, and recommends opportunities for public–private sharing of parking.
- Details how principles and strategies—such as parking pricing, time limits, desired vacancy rates, parking governance, and uses of parking revenue—may be applied to manage parking supply and demand in the Waterfront.
- Provides a framework for the formation and operation of a Public Parking District, including (as appropriate) residential parking permit programs.
- Presents parking technologies and practices (such as real-time wireless monitoring, variable messaging, mobile communications, electronic payment, in-vehicle parking meters, GPS guidance, car sharing, etc.) that are available and appropriate for implementing the strategy.
- Recommends best practices for ongoing monitoring of parking demand.
- **Task 6:** Estimate costs (including City staff time) of establishing, operating, and maintaining a Public Parking District and its facilities, and propose methods for financing construction and long-term maintenance and operations.

☐ **Deliverable:** One draft (for staff review and comment) and one final Parking Management Plan, complete with text and graphics, for the Waterfront District.

- **Optional Task:** Present findings, recommendations, Parking Management Plan to City Council at a public meeting.

Proposal Content and Submittal Information

Proposals are limited to no more than 15 pages and should contain the following information:

- ☐ Cover letter.
- ☐ Description of company.
- ☐ Description of any sub-contractors.
- ☐ Statement of understanding of the work required.
- ☐ Brief description of similar projects completed by your firm, including references.
- ☐ Project schedule.
- ☐ Fees and requirements for payment of services.

Please submit three (3) hard copies and one (1) electronic PDF copy of your proposal with budget and project team no later than 5:00 p.m., Thursday, July 26, 2018, to 111 Civic Drive, Hercules CA 94547, and electronically to rreber@ci.hercules.ca.us. The City reserves the right to reject any and all proposals, and to modify the scope of work as needed. Proposals will be evaluated based on a combination of factors, including company experience, expediency of schedule, and reasonable project costs for the work being done. The Proposal will need to include a preliminary estimate of the cost of performing the scope of work described above, with the Proposal noting whether the work will be performed “in house,” or by a sub consultant.

After review of all proposals, City staff will select the top firm based on qualifications, cost, and schedule that best meet the City’s needs. Staff anticipates awarding the contract in August 2018, using the City’s standard contract form (see Exhibit A). The selected firm must agree to comply with the City’s anti-neopotism/anti-cronyism policies (see Exhibit B).

Sincerely,

Robert Reber, AICP
Planning / Project Manager