



City of Emeryville

CALIFORNIA

MEMORANDUM

DATE: February 4, 2020

TO: Christine Daniel, City Manager

FROM: Charles S. Bryant, Community Development Director

SUBJECT: **Resolution Of The City Council Of The City Of Emeryville Authorizing The City Manager To Execute An Agreement To Provide Parking Technology And Related Services With IPS Group, Inc., In An Amount Not To Exceed \$1,468,483 In Fiscal Year 2019-20, And For Services Not To Exceed \$416,395 In Fiscal Year 2020-21, \$428,887 In Fiscal Year 2021-22, \$441,753 In Fiscal Year 2022-23, And \$455,006 In Fiscal Year 2023-24, For A Total Contract Amount Not To Exceed \$3,210,524, For Implementation Of Paid Parking In The North Hollis And Triangle Commercial Areas (CEQA Status: Exempt From The California Environmental Quality Act (CEQA) under State CEQA Guidelines Section 15301(c))**

RECOMMENDATION

Staff recommends that the City Council approve the attached resolution authorizing the City Manager to execute an Agreement with IPS Group, Inc. ("IPS") for equipment and services not to exceed \$1,468,483 in Fiscal Year 2019-20 and for services not to exceed in Fiscal Year 2020-21 \$416,395, in Fiscal Year 2021-22 \$428,887, in Fiscal Year 2022-23 \$441,753, in Fiscal Year 2023-24 \$455,006 for a total contract amount not to exceed \$3,210,524, for implementation of paid parking in the North Hollis and Triangle commercial areas.

BACKGROUND

On June 21, 2016 the City Council adopted the 2017-21 Capital Improvement Program (CIP), including the North Hollis Paid Parking and Transportation Demand Management Project (CIP Number T-07, now assigned Project Number 18475002 (the "Project")) allocating \$1,200,000 for parking improvements. Subsequently, on April 27, 2017 the Alameda County Transportation Commission (ACTC) awarded funding of \$930,000 for fiscal year 2018-19 (the "Parking Grant") to support the Project with \$270,000 required in local matching funds. On February 19, 2019, the City Council adopted the framework for paid parking in the North Hollis and Triangle Pilot Areas and made findings regarding California Environmental Quality Act (CEQA) compliance.

With the policy framework in place, the next steps to implementing paid parking include adoption of an ordinance amending the City's existing parking meter ordinance to include the North Hollis and Triangle areas; adoption of a resolution establishing the location of meters and parking rates pursuant to the amended parking meter ordinance; and

procurement of the equipment and services necessary to establish the paid parking program. This report provides the City Council with a summary of the procurement process and proposed contract for the paid parking program.

DISCUSSION

Consistent with City Council direction, on July 19, 2019 the City released a Request for Proposals for the Purchase, Installation and Ongoing Maintenance and Operation of On-Street Paid Parking Equipment and Associated Systems (“RFP Installation”) and a Request for Proposals for Parking Enforcement Citations and Appeals (“RFP Enforcement”). These RFPs were emailed directly to vendors, listed on the CIP listserv used by the City for all public works bids, and shared with parking associations and consultants.

On July 31, 2019, the City conducted mandatory Pre-Proposal Conferences for the potential proposers for RFP Enforcement, which seven parties attended, and for RFP Installation, which 12 parties attended. Two addenda were issued for each RFP, on August 9, 2019 and on August 23, 2019. The addenda included the posting of 1) the Pre-Proposal Conference sign-in sheets so subconsultants could identify potential qualifying prime contractors, 2) copies of the presentations made at the Pre-Proposal Conferences, 3) answers to questions, and 4) revised unit cost submittal forms. On September 6, 2019, the City received four responses to RFP Enforcement and four responses to RFP Installation. A panel made up of representatives from the City’s Finance, Public Works, Information Technology and Police Departments conducted interviews of all applicants for both RFPs on October 3 and 4, 2019. Following the interviews, the panel ranked all four companies for each RFP based on the review of the proposals and interview results, without consideration of price. After interviewing the firms, price proposals were shared with the panel for consideration. Firms submitting for RFP Installation were given additional points for Alameda County LBE (local business enterprise) qualifications, as required by the ACTC grant. The table below summarizes the proposals received and the firms’ LBE qualifications, where applicable:

Firm	Responded to RFP Enforcement	Responded to RFP Installation	LBE Certified by ACTC
Duncan	Yes	No	N/A
Flowbird	No	Yes	No
Impark	No	Yes	Yes
IPS	Yes	Yes	No
Laz	Yes	Yes	No
T2	Yes	No	N/A

The panel’s scoring resulted in a “shortlist” of three firms: T2 Systems (“T2”), Impark and IPS and these firms were asked to provide additional information and revised pricing based on clarified assumptions. As IPS had submitted proposals for both the Installation RFP and Enforcement RFP, together, IPS’s proposals comprised a comprehensive

installation and enforcement proposal. The two other finalists, T2 and Impark were paired to create a comprehensive team as their initial proposals had made reference to using each other's technology. IPS was selected for contract negotiations for both the RFP Install and RFP Enforcement, based on the updated pricing, streamlined contract management with full integration of project components in both RFPs, visual clarity of the Data Management and Enforcement Management Systems and ease of interpretation, compatibility of license plate readers with the City's existing systems, and cost effectiveness. Subcontractors to IPS include Serco, Vigilant and ParkMobile. ParkMobile did not initially team with IPS but was requested as a subcontractor by the City to expand access to Pay By Cell options for users. ParkMobile had also teamed with two other proposing firms, and offered IPS and the City the same terms made in those proposals (discussed below).

In general, the City sought equipment features that:

- Accept payment by cash, credit card, contactless mobile phone payment, smart cards
- Display rates for at least three time periods
- Accept payment in 15 minute increments
- Allow pricing to be changed as needed
- To the extent possible, discourage re-feeding the meter to extend stays
- To the extent possible, discourage staying over a paid-for period
- Allow for enforcement, warnings, ticketing and support collections

Services requested by the City include equipment maintenance, collection of coin from meters and kiosks, and software to support enforcement, citation collections and permitting. The following sections discuss key components of the proposed contract with IPS (Exhibit A of the attached draft resolution).

Meters and Kiosks

Initial Installation

The initial investment in meters and kiosks will cover approximately 450 parking spaces that will be equipped with a mix of single head meters, dual head meters and kiosks that include near field communication and Pay by Phone capabilities. The installations will be within the North Hollis and Triangle areas as indicated on the maps included as Attachment A to the proposed contract. To allow for expedient implementation, Caltrans right of way (i.e. San Pablo Avenue and West Macarthur Boulevard) is not included in the initial installation, since these areas require Caltrans approval of local ordinances.

As noted above, the installation would address about 450 spaces, as follows:

- 360 existing short-term spaces (i.e. green zones);

- Approximately 68 meters on four cross streets for 150 feet east of Adeline Street to the City limit; and
- 20 additional metered spaces where businesses have requested new short-term spaces.

Of the total number of spaces to be metered, approximately 130 spaces are located in the Triangle area and 320 spaces are located in the North Hollis area.

The installation plan to be prepared by IPS, as required by the contract, will identify where the appropriate payment technology is needed and precise installation locations, following these general guidelines:

- i. Install dual head meters where blocks are interrupted by frequent driveways and red zones such that kiosk use would be inefficient
- ii. Install single meters where single spaces are isolated by driveways or red zones
- iii. Install kiosks where paid parking zones are on both sides of the street, nearly a block long, and kiosk placement can be done efficiently

Additionally, signage will be designated by the installation plan and the installation plan shall form the basis for an encroachment permit.

Equipment Capabilities

Pay by Plate technology is proposed to be implemented with both meters and kiosks. Additional payment methods to be accommodated include pay by phone, near field communication (i.e. contactless mobile phone payment), and Bluetooth Low Energy (BLE) to expand options for existing and anticipated payment options, as described in Attachment A to the proposed IPS contract. In accordance with state law, all meters and kiosks will also accept coin payments.

As described in the adopted framework for paid parking, initial pricing will be established with a \$2 per hour rate for the first two hours of parking, and a rate of \$7.00 per hour for any time exceeding the initial two hours, with these rates prorated to 15 minute intervals. Both the proposed meters and kiosks can accommodate this pricing arrangement. Signage, screens, and pay by phone are key to the user experience.

On the meters, sensors will be installed in the domes of the meter heads. These sensors will indicate if a vehicle has stayed longer than two hours and will let the meter know that the increased rate is applicable if the vehicle remains in place. The sensors help mitigate the potential for parkers to “feed the meter” repeatedly to take advantage of the rate structure intended to incentivize shorter term parking.

Spare parts, warranties and replacement kiosks and meters are included in the purchase to ensure ongoing operations, as described in Attachment A to the proposed contract.

Automatic License Plate Readers (“ALPR”)

Vigilant is currently providing ALPR to the Emeryville Police Department for use in traffic enforcement. IPS proposed procurement of three additional ALPR systems from Vigilant to be vehicle mounted for integration with the Enforcement Management System (EMS), and handheld citation devices for use in parking management.

Signage and Displays

Signage will be designed to clearly communicate preferences for short term parking while using meter or kiosk screens to convey detailed pricing information. Screens will also communicate the hours when no payment is required, as well as any time restrictions on parking. Examples of signage and screens found in other communities with similar parking program elements are shown in Figures 1 and 2, below.

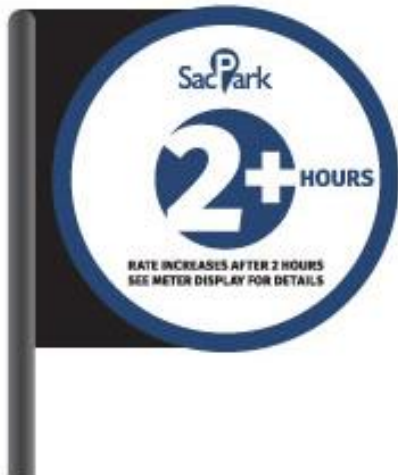


Figure 1. Signage in Sacramento for Variable Pricing Parking program

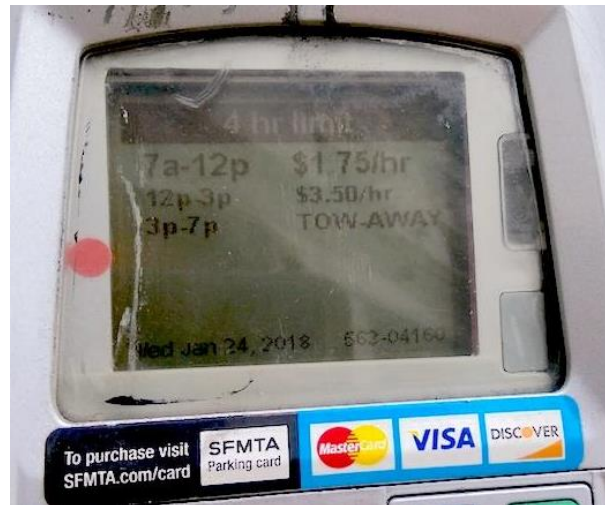


Figure 2. Meter in San Francisco for Variable Pricing Parking program

IPS will utilize a sub-contractor for signage fabrication and installation. Layout is anticipated to be completed by City staff using existing, iconic imagery from Sign of The Times works by Seyed Alevis.

Digital Citation Issuance and Citation Printing Equipment

IPS will provide three handheld citation issuance devices and remote printers for digital ticket writing, onsite issuance and integration with the EMS, as described in Attachment A and E of the proposed contract.

Meter and Kiosk Maintenance

IPS will provide twice weekly preventive maintenance and as-needed maintenance services. As noted above, spare parts and replacement meters are included in the proposed contract scope, to be stored locally to reduce down-time. Maintenance services are described in Attachment C of the proposed contract.

Collections

IPS has subcontracted with Serco for weekly collection and auditing of the coins collected in meters and kiosks. This service includes use of Serco's collection equipment, coin room equipment, deposit bags, armored service for money transfer to a designated location per the City's bank's specifications, collection van, fuel and uniforms. Additional detail is included in Attachment D of the proposed contract.

Enforcement Management System (EMS) and Data Management System (DMS)

The EMS is the software that provides the enforcement officers an interface with the citation issuance and management process. The EMS also includes a public-facing citation payment component and customer service. The DMS is web-based software that provides analytics and reports, and monitors the condition of the meter system. IPS will provide both the EMS and DMS for managing parking utilization data as well as citations and the processing of outstanding citations. As part of this scope, IPS will provide demonstrations, staff training and specialized reports. Fees are included for program integration, kiosk connectivity, database management and citation processing.

Duncan Solutions is currently serving as the City 's citation management processor. The contract with Duncan Solutions will be terminated with 30 days-notice as provided by the current contract, pending Council approval of the proposed IPS contract.

Attachments E and F of the proposed IPS contract include more detailed descriptions of the EMS and DMS, respectively.

Mobile Payments

ParkMobile, which is used in both Oakland's and Berkeley's on street parking programs, allows users to register the license plate number of the car they are parking in their mobile device once, and not need to remember the license plate number when parking at kiosks or meters. Users can opt to use the app for a \$0.30 convenience fee charged to the user. The proposed contract with IPS includes implementation of ParkMobile's service in Emeryville (Attachment F of the proposed contract).

School Parking Permits

Existing on-street parking reserved for school employees is located in the 47th Street public right-of-way adjacent to the Emeryville Center of Community Life ("ECCL"). Virtual permits could integrate enforcement of these parking restrictions with the proposed ALPR and EMS. A Virtual Permit Parking ("VPP") program relies on the use of license plates to identify permit holders, eliminating the need for permit parking stickers. It also allows applicants to apply on-line to register their license plate as a parking permit. A VPP is proposed to replace the school employee parking program at ECCL.. The parking meter Resolution that is also on the February 4, 2020 City Council agenda allows for the proposed school employee permit program, as required by the California Vehicle Code.

No changes to the existing Residential Permit Parking (RPP) program are proposed; however future changes may be desirable after meters are installed if spillover effects are observed. By piloting the VPP for school employee permits, VPP could be implemented in both existing and proposed RPP areas on an as-needed basis, as new policies and procedures for residential permits are developed. The VPP capabilities are included in the proposed contract scope as Attachment H.

Warranties

The proposed contract with IPS includes warranty provisions for the kiosks, meters, sensors, ALPR units, and printers, as shown in Attachment I of the proposed contract.

FISCAL IMPACT

Capital

The proposed capital investment is being contracted for an amount not to exceed \$1,064,216 and includes:

- Up to 70 kiosks at \$6,144 each, and near field communication plus installation and freight totaling \$480,240
- 30 single dual head meters with sensors, Low Emission Blue Tooth and near field communication at \$1,378 each, totaling \$41,350
- Three ALPR at \$19,163 each, totaling \$57,489
- Three ALPR connected citation devices and printers at \$2,500 each, with supplies and training totaling \$11,572
- Signage not to exceed \$77,000
- Parts \$22,160 – an initial stockpile for repairs and swapping out coin boxes
- Warranties: \$144,080(ALPR, hand-helds, meters and kiosks)
- Contingency (assumed at 20% for operations and 25% for capital costs) given a new program with unknown operational needs with capital implications Program Startup \$4,000

- Permit to install \$13,482

These costs are eligible for funding from the Measure B grant award from ACTC for the North Hollis Paid Parking and Transportation Demand Management project.

As noted above, the ACTC grant was for \$930,000 and requires \$270,000 in local matching funds, equal to 22.5% of total project costs for a total of \$1,200,000 in fundable costs. Therefore, if total costs are \$1,064,216 as outlined above, local funds of about \$239,449 will be required (22.5%), with \$824,768 to be funded by the ACTC grant. Thus, there is estimated to be about \$105,232 of grant funds are still available for other project capital costs and may be requested if costs are identified for the project.

Prior to the Measure B grant award, \$1.2 million was allocated in City General Capital to fund this program, of which about \$239,449 is required for the match and \$228,558 in planning efforts, leaving about \$731,993 available to cover additional expenses. Because ACTC funds cannot be used for vehicles, City funds will be required for enforcement vehicles.

Operating

Once established, revenue generated by the paid parking program is estimated to range from \$836,640 in the first full year of operation to \$884,040 in the fifth year, using the following assumptions:

- Total of 350 meters or 50 kiosks or a combination thereof (total of 350 paid parking spaces) (assuming an occupancy rate of about 78% of the 450 metered spaces)
- 249 revenue days (i.e. excluding holidays and weekends)
- Parking rates of \$2.00 per hour
- Metered spaces occupied five hours per day, on average
- No violation of stays, nor stays over two hours
- 10% decline in occupancy in the first year of operations, as people avoid metered spaces

Annual program costs are estimated to range from \$689,044 in the first full year of operation to \$779,490 in the fifth year and include:

- \$212,000 in contracts, fees and software, including the proposed contract with IPS
- \$69,931 set-aside for capital equipment replacement (10 year replacement schedule)
- \$288,000 in new staff costs (1 Analyst, 2 Parking Enforcement Officers)

Additional costs will be incurred to process citations estimated at \$80,520, however revenue related to citations is anticipated to substantially offset these costs. Additionally,

Park Mobile will charge \$0.30 for every transaction that will need to be paid to the City and passed to ParkMobile at estimated costs and 1:1 revenue of \$25,099.

The proposed contract with IPS is for an initial amount not to exceed \$1,468,483 in fiscal year 2019-20 including \$1,064,216 in capital purchases and installation and \$171,750 in data management and credit card processing and \$232,517 in services such as Collections, processing citations and maintenance services. With the 3% increase the contract is anticipated not to exceed \$455,006 annually from fiscal year 2020-21 to 2023-24, for a total contract amount not to exceed \$3,210,524 as shown in the table below

Cost Type	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23	FY 2023-24	Total
Installation and Purchase	\$1,064,216					\$1,064,216
Communication and Processing	\$171,750	\$176,903	\$182,210	\$ 187,676	\$193,306	\$911,844
Collection, Citations and Maintenance	\$232,517	\$ 239,493	\$246,677	\$ 254,078	\$261,700	\$1,234,464
Total	\$1,468,483	\$416,395	\$428,887	\$ 441,753	\$455,006	\$3,210,524

Additional program support includes an estimated \$165,000 in existing staff salaries and benefits in the Community Development, Public Works and Finance departments to support the proposed paid parking program. No new allocations are needed for these costs as they are currently covered by the General Fund, whereas the three positions noted above under new costs would be new hires paid exclusively through anticipated parking revenue.

CEQA STATUS

The proposed contract with IPS Group, Inc. is exempt from the California Environmental Quality Act (CEQA) under State CEQA Guidelines Section 15301(c) which applies to operation and minor alteration of existing streets, sidewalks, and similar facilities

STAFF COMMUNICATION WITH THE PUBLIC

Staff presented this Revised Parking Framework to the Economic Development Advisory Committee (EDAC) and the Public Works and Transportation Committees in January 2019. Additionally, staff emailed approximately 300 stakeholders regarding the City Council's consideration of the proposed paid parking framework in February 2019. An emailed notice of the City Council's consideration of the contract was sent to the stakeholders list in advance of the February 4, 2020 City Council meeting.

CONCLUSION

In summary, implementation of paid parking in the North Hollis and Triangle areas consistent with the Paid Parking Framework approved by the City Council on February 19, 2019 requires adoption of a resolution authorizing execution of a contract with IPS to purchase the equipment and services required to initiate paid parking.

This contract is necessary, but not sufficient to fully implement the program. To complete this process the City will also need to complete the following next steps, including:

- Development of an updated ALPR policy to include parking enforcement
- Update of the Master Fee schedule
- Procurement of parking enforcement vehicles
- Hiring of a parking manager and parking enforcement staff
- Contracting for a Hearing Officer to hear citation appeals
- Offering community education and warnings for violations

PREPARED BY: Amber Evans Economic and Community Development Coordinator II

REVIEWED BY: Chadrick Smalley, Economic Development and Housing Manager

**APPROVED AND FORWARDED TO THE
CITY COUNCIL OF THE CITY OF EMERYVILLE:**



Christine Daniel, City Manager

ATTACHMENTS

- Draft Resolution Authorizing Contract with IPS
- Exhibit A to Draft Resolution: Contract with IPS