



NATIONAL WESTERN CENTER

Master Transportation and Parking Management Plan

PURPOSE

The NWC Master Transportation and Parking Management Plan will develop best parking practices that incorporate multi-modal needs for the National Western Center (NWC) Campus. The plan will identify strategies and tactics proven effective at other locations similar in nature to the NWC. The intent is to leverage substantial investments, including existing and new, already made in parking and new multi-modal infrastructure within the City.

SUMMARY OF STUDY DELIVERABLES

1. **Documentation of Goals and Objectives for the plan** – The goals and objectives task will answer the “What?” and “Why?” of the project which will guide the project team. This will be a collaborative effort with the area stakeholders and engaged citizens.
2. **Public Involvement Plan** – A plan to provide information to the surrounding communities and stakeholders as well as an engagement strategy for the groups to inform the plan.
3. **Existing Conditions Assessment** – Build upon the existing conditions data collected for the 2014 and 2015 Stock Show; the analysis will also document the available parking for the area including overflow parking pools or garages.
4. **Parking User Group Identification, Parking Demand, and Travel Demand Management Strategies** – This is the technical component of the report identifying demand and demand management. The following will be part of the analysis:
 - a. **User Groups** – work closely with the NWC partners to identify time of operations, type of vehicles (semis, trailers, etc.), and parking needs of the various vehicles for both patron and operational/back-of-house user groups.
 - b. **Parking Demand** – determine the parking demand in the area based upon all the users of the NWC; the demand will be a maximum demand
 - c. **Travel Demand Management (TDM)**– determine the range of reduction that can be considered based upon active transportation to and from the site (transit, bicycle, and walking); the range will take into account passive users as well as an aggressive management plan that will incentives users to leave their car at home and utilize transit, bicycle routes, bicycle parking, car share, and car pool opportunities.
5. **Parking Infrastructure Needs and Access and Circulation Plans** – The following will be identified:
 - a. Parking Facility Locations including surface, structured, and specialty parking
 - b. Location for drop offs to accommodate buses, Taxi’s, Uber, Lyft and alternative ride systems
 - c. Bicycle parking areas and size of parking areas
 - d. Shared parking opportunities in the surrounding area and accompanying shuttle services
 - e. Back of house vendor and participant needs, especially for the Stock Show
 - f. Real time parking information type and location
 - g. Parking access and circulation plans during construction phasing and final buildout

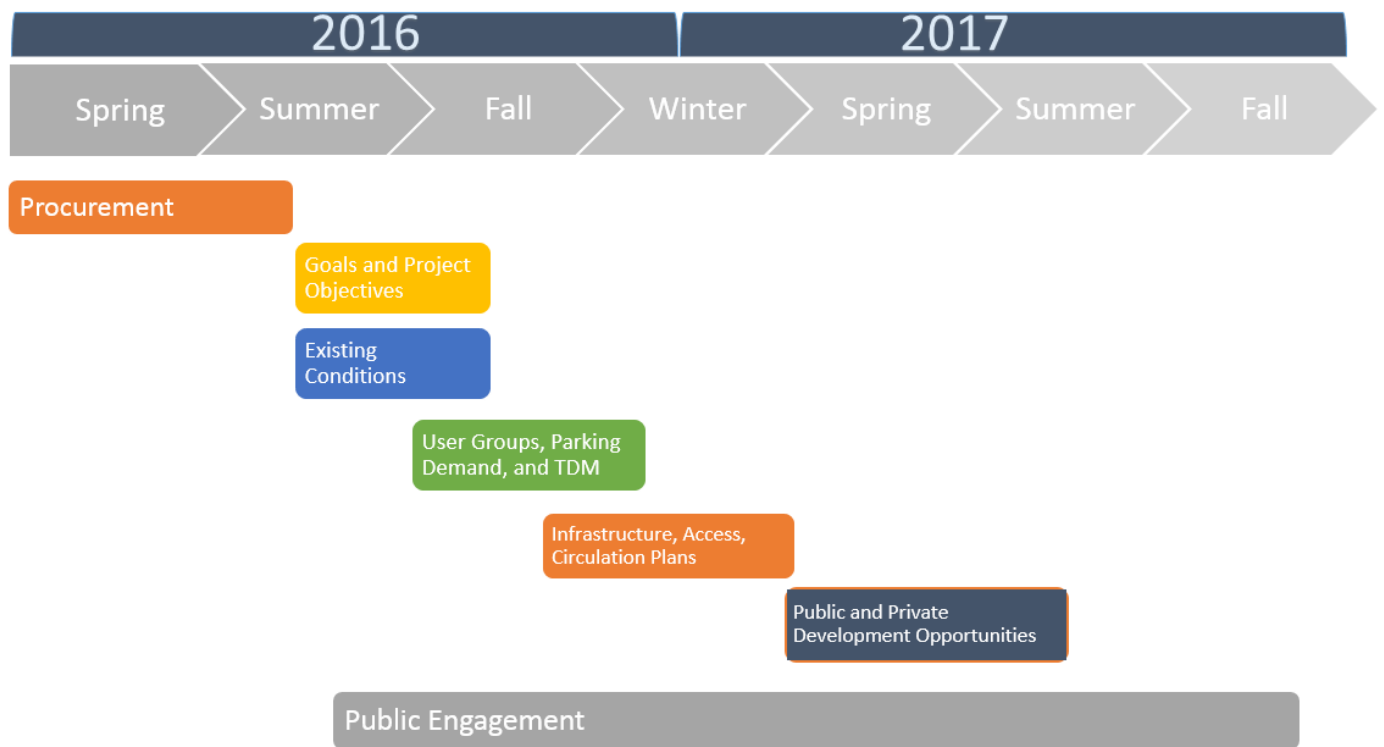


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6. **Analysis of Public and Private Development Opportunities** – develop a framework that the City and the NWC partners can consider for shared delivery of the parking structure(s); the information will also include:
 - a. Phasing and Implementation Plan
 - b. Parking Pricing and Management
 - c. Annual Operations and Maintenance Costs for the Parking System

PROJECT SCHEDULE/MILESTONES



PROJECT MANAGEMENT

- Lead Organization: Public Works
- Project Lead: Emily Gloeckner

PROJECT FEE

- DRCOG Funds - \$200,000
- Local Match - \$50,000 (provided by NWCO)

Request for Qualifications

Overview

The North Denver Cornerstone Collaborative (“NDCC”), an initiative of the City and County of Denver (CCD) Mayor Michael B. Hancock Office, is seeking professional services to develop a Master Transportation and Parking Management Plan for the National Western Center (“NWC”). This plan will incorporate current best parking management practices to guide the redevelopment of the NWC, and also provide the blueprint for the transportation network, parking operations, and public/private partnerships in the area to create and leverage “best-in-class” parking investments and management practices as part of the new National Western Center campus project (“NWC”).

Background

NDCC:

The City and County of Denver (CCD) has several major redevelopment and infrastructure projects taking place that provide connections from Denver Union Station to Denver International Airport. Named the Corridor of Opportunity, the nearly 23-mile stretch is one of the most compelling commercial investment opportunities in the world, with thousands of developable acres.

Currently, there are six different redevelopment projects, which are being strategically coordinated by the NDCC, providing a unique and historic opportunity to rebuild a connected community and energize a gateway to downtown Denver one of which includes the NWC. These six projects include:

- Neighborhood Plans for Globeville and Elyria- Swansea
- **National Western Center**
- Brighton Boulevard Corridor Redevelopment
- River North (RINO) Redevelopment
- Interstate 70 Reconstruction
- RTD East Line Station Development

“Denver is taking bold steps to re-create a connected and sustainable community that will drive job creation and growth on a globally competitive scale.” - Mayor Michael B. Hancock

NWC:

The National Western Center represents a visionary transformation of the National Western Complex and Denver Coliseum sites into a must-see destination and regional asset, enhancing these current Denver landmarks through creative year-round activity.

With a combined 130 acres of redeveloped land, growing the NWC into a 270-acre campus at full build out, that will support Denver's global standing as a world-class hub for the Western way of life. The master planning effort will bolster a variety of opportunities through the involvement of our partners including Colorado State University, the Denver Museum of Nature & Science, History Colorado and an Advisory Committee made up of residents, business owners and other stakeholders from the surrounding Globeville, Elyria and Swansea neighborhoods. In short, the NWC can become an international model for a synergistic educational, R&D and commerce community.

The vision for the NWC celebrates the pioneering spirit and promise of the West through year-round experiential lifelong learning, research, the arts, entertainment, competition and commerce.

The NWC is generally bounded by Brighton Boulevard on the east, Race Court on the north, the South Platte River on the west, and McFarland Drive/Arkins Court on the south. Included within those boundaries are the Denver Coliseum and Globeville Landing Park to the south of I-70, and the existing National Western Stock Show complex to the north of I-70. A new commuter rail station will soon be under construction within the NWC boundaries, at 49th and Brighton. At full build-out, the NWC will comprise almost 270 acres of land, including an estimated 45 acres of public and open spaces, and over 2.8 million square feet of new or renovated facilities. The NWC Master Plan ("Master Plan"), which defines the program, layout and uses of the new Center, was developed through a Memorandum of Understanding between five partners: The City and County of Denver, the Western Stock Show Association, Colorado State University, History Colorado, and Denver Museum of Nature and Science ("MOU Partners"). The MOU Partners outlined a bold vision for the NWC that will replace the aging and insufficient National Western Stock Show facilities with new state-of-the-art facilities that will meet the needs of a modern, re-envisioned Stock Show and other year-round events. Additionally, CSU will bring new educational, research and veterinary program elements to the NWC, collaborating with the City to develop a world-class center for agricultural research, commerce and activities, creating a new "Silicon Valley of Ag" in the Rocky Mountain West.

The NWC project is being implemented under the auspices of the National Western Center Executive Oversight Committee ("EOC"), which is comprised of members of CCD, the Western Stock Show Association ("WSSA"), Colorado State University ("CSU") and the Globeville, Elyria and Swansea neighborhoods. The EOC will eventually be replaced by a new governing body, likely a Public Authority, which will be responsible for the redevelopment of the NWC and appropriate deployment of the project funding streams, and eventual operation of the new NWC. In the interim, the Mayor has established the Office of the National Western Center ("NWCO") to manage the day-to-day administration of the project, which shall report to the EOC.

The new facilities will host a variety of events of varying attendance levels throughout the year, with the cornerstone event being the annual National Western Stock Show (NWSS), which runs for 16 days in the middle of January each year. Several new parking facilities,

both surface and structured, are contemplated in the Master Plan that would augment the existing 2,800 car surface lot to the west of the Denver Coliseum. Currently, parking is generally bundled with ticket prices, with some pay parking during Stock Show.

Because of the size and scope of this redevelopment effort, the project has been divided into eight (8) phases of activity, as outlined in the Master Plan. This phasing plan is necessary because (a) funding for the various project components will be sought in manageable tranches, given the size of the project, and (b) the Stock Show must continue to run each January, so the infrastructure improvements and new buildings must be constructed according to a phasing plan that maintains circulation, parking and access to the existing and renovated/new facilities each January, without overly significant operational disruptions.

The Master Plan also identified roadways and area connectivity in order to serve neighborhood and regional connectivity needs to and from the NWC as part of the adopted Globeville and Elyria/Swansea neighborhood plans.

In addition to the redevelopment anticipated within the NWC boundaries, CDOT is moving forward with a redesign of I-70 between I-25 and Tower Road (physical improvements are between Brighton Boulevard and Peoria) that is likely to trigger revitalization and redevelopment of the Globeville, Elyria and Swansea neighborhoods. Both of these milestone projects are likely to bring with them additional demand for multi-modal infrastructure and parking in the area.

Project Description

Through this Request for Qualifications (RFQ), a Master Transportation and Parking Management Plan will be developed for the NWC that incorporates multi-modal needs and best parking practices that have proven effective at other locations similar in nature to the NWC and leveraging substantial investments already made in parking and new infrastructure within the City (i.e. RTD Fastracks)

The connectivity in the area will need to be right sized in order to handle the demand for travel to, from, and around the area accommodating vehicular, transit, bicycle, and pedestrian traffic. The network will tie into the larger regional network that will be studied under the NDCC Master Transportation Plan.

As per the Master Plan, the ultimate parking program envisioned for the NWC is one that will rely on both on-site and off-site parking locations and a mix of surface and structured parking. Because the parking requirements will change during each phase of the build out of the NWC, an initial range of 8,500 – 11,000 parking spaces has been identified to meet the parking demand for all events on the site except for the stock show; the 11,000 space forecast assumes status quo travel habits from visitors while the 8,500 space forecast assumes an aggressive travel demand management program is in place that encourages visitors to change their travel habits.

One of the primary tasks of this project will be the development of a multi-faceted travel demand management program for the NWC that includes forecasts on how much each

facet of the program will reduce vehicular parking demand, so the overall parking space range can be refined. A second task will be to identify preliminary parking locations within the campus that will provide the identified number of spaces, including interim parking solutions during phased -construction, since the NWC will be developed over a multi-year period. A third task will be to develop a plan that addresses the parking capacity needs of the stock show, including vehicular, bicycle, and drop off spaces.

The NWC Master Transportation and Parking Management Plan (“Plan”) will provide an overall strategy for right sizing infrastructure and managing parking at the NWC.

The plan is intended to establish a systematic approach to parking management at the NWC, with specific strategies identified for various event size ranges, including interim strategies that can be implemented as the NWC builds out. The selected team will be expected to work closely with City, WSSA and CSU staff to ensure that all circulation needs are met, for both patrons (“front of house”) and exhibitors/vendors/staff (“back of house”) populations.

Broader Context/Relevant Studies and Projects:

The consultant team should reference previous plans, guidelines, and relevant projects pertaining to the NWC and surrounding neighborhood. These include, but are not limited to:

- The National Western Center Master Plan (2015)
- The NDCC Mobility Master Plan (Expected 2016)
- Brighton Boulevard Design and supporting Studies (2015)
- The National Western Center Infrastructure Master Plan (2015)
- The National Western Center Master Plan Parking Analysis (2015-16)
- National Western Center Stock Show Parking Memo (2015)
- National Western Center Stock Show Parking Memo (2016, pending)
- National Western Center RFP Best Practices Research (2015)
- Globeville, Elyria and Swansea Neighborhood Plans (2015)
- CDOT I-70 East Supplemental Draft Environmental Impact Statement (2014) and FEIS (expected 2016)
- Denver Moves (2011)
- The Strategic Transportation Plan (2008)
- Blueprint Denver (2002)
- Denver Strategic Parking Plan (2010)
- CDOT Statewide Bicycle and Pedestrian Plan (2012/2015)

Overview of Specific Tasks

The following is a preliminary description of the specific tasks proposed for the Plan. The ultimate study approach will be finalized as part of the Project Work Plan after execution of the professional services contract. Tasks may run concurrently or out of order as needed and will be finalized in the Project Management Plan.

Task 1: Project Management

The Plan is sponsored by Denver Public Works with support and close participation from NWCO, NDCC, Arts and Venues, Colorado State University, the Denver Museum of Nature & Science, History Colorado and the NWC Citizen Advisory Committee (NWCAC) made up of residents, business owners and other stakeholders from the surrounding Globeville, Elyria and Swansea neighborhoods.

The City's Project Manager for the study will be responsible for the day-to-day management of tasks and progress. Specifically, the CCD Project Manager will:

- Coordinate data collection within CCD Public Works, NWCO, NDCC, WSSA, CSU and other NWC partners, including any needed parking data.
- Have primary authority for contract management, direction and enforcement
- Review and approve the consultant's monthly progress reports and invoices
- Review and approve any significant schedule changes and any contract modifications
- Review and approve all meeting agendas, minutes, meeting materials, and deliverables prepared by the consultant
- Hold regular meetings on project status with the core Project Management Team (PMT).

The CCD Project Manager will report on project status to the NWCO Executive Director, NWCO Project Management Team, Public Works Directors of Transportation and Policy, Planning and Sustainability as well as the Public Works Executive Management Team throughout the Study process, as needed.

Based on consultations with the CCD Project Manager and other supporting staff, the consultant will coordinate with the core Project Management Team (PMT) regularly. With the input of the PMT, the consultant shall prepare a Project Work Plan for the study. The Project Work Plan will specify the roles and responsibilities of the consultant and other study participants, identify specific work tasks, sub tasks, and review/comment points, and provide a timeline/schedule of work. In addition, the consultant will provide monthly invoices to the CCD Project Manager stating progress on the project tasks and highlighting any issues of concern. Invoices should clearly indicate nature of the work completed by each consultant team member and follow Public Works billing procedures.

Deliverables:

- Project Work Plan and schedule (including coordination points with the PMT and public outreach)
- Monthly invoices and progress reports

Task 2: Define Plan Goals and Objectives

The goals and objectives task answers the questions "What?" and "How?" for this project. Early agreement on a set of clear goals and objectives provides direction for the analysis and helps reiterate the study scope. The goals and objectives will be critical throughout

the process of identifying, evaluating and selecting parking management tools elements as it will provide basic performance criteria.

Working with the CCD Project Manager and PMT, the consultant will develop a clear set of goals and objectives for the plan. The goals will be based upon the original NWC Master Plan and Denver Strategic Parking Plan as well as the Denver strategic Master Transportation Plan.

Deliverables:

- Documentation of goals and objectives for the plan
- Map of study area for use in project materials

Task 3: Public Involvement Plan

The area has an engaged population that is undergoing heavy planning and construction activities. A public involvement plan is necessary to keep the general public and key stakeholders up to date on the NWC Transportation and Parking Management Plan and to provide input on the plan as it moves forward. Coordination with the NDCC and NWCO Communications group will be a key component to the success of the outreach.

Deliverables:

- Public Involvement Plan
- Materials for Public Outreach

Task 4: Document Existing Conditions

The CCD Project Manager will coordinate the collection of as much existing conditions data as possible and will work with the consultant team to identify any additional data deemed important for the study (to be determined in the Project Management Phase). The goal of this activity will be to develop an understanding of how the existing parking inventory is utilized and managed, how travelers currently get to and/or travel through the Center and what types and mix of vehicles are being used by front of house and back of house populations. The consultant team will analyze and summarize relevant parking-related data for the NWC, and also review any relevant plans, guidelines, and studies pertaining to the NWC and study area as listed above. The review process should consider both how the goals and objectives of those projects or plans coordinate with this Plan's goals and objectives. The existing conditions analysis should be based on indicators that may include, but are not limited to, the following:

- Walking and biking audit of site and surrounding area
- Existing pedestrian and bicycle facilities including routes and parking racks
- Inventory of existing parking counts and collect license plates to determine travelsheds for various events at the NWSS Complex and Denver Coliseum (Provided by the City)
- Inventory of existing mix of vehicle types at various events (Provided by the City)
- Inventory of existing transit service to the NWSS Complex and Coliseum along with accessible stops and shelters

- Existing pedestrian and bicycle count data
- Existing roadway network and capacities
- Average daily volume cordon study on perimeter of project area
- Existing traffic volumes – AM and PM peak hour counts at intersections surrounding the NWC

The City will be collecting data for the 2016 National Western Stock Show to ascertain in real time the major parking challenges of the event. In early 2016, bicycle and pedestrian count data will be collected at the Brighton Blvd/35th Street intersection. These data should be incorporated into the existing conditions phase of this project.

Deliverables:

- Collection of relevant data, maps and graphics.
- Walking and Bicycle Audit Report
- Technical memorandum summarizing the review and analysis of existing conditions including documentation of technical data.

Task 5: Identify Parking User Group Requirements

Using information from existing documents and input from NWCO NDCC, Arts & Venues, NWSS and CSU staff, the consultant will create a list of the various user groups that need to be considered in the parking analysis, along with the vehicle type needs for each user group. For instance, the stock show back of house population will need accommodation for semi-trucks, larger pickup trucks and animal trailers, while the stock show front of house population needs accommodation for passenger vehicles; other events at the NWC may have different vehicle accommodation requirements. The consultant will also need to identify the typical parking duration needs for each group, as well as the generally acceptable locations for the provision of parking for each group, including year round parking for horse/livestock trailers and RVs.

Deliverables:

- List of user groups with parking requirements.

Task 6: Evaluate Parking Demand and Identify Travel Demand Management Strategies

The consultant will work with NWCO, NDCC, Arts & Venues, NWSS and CSU staff, as coordinated by the CCD Project Manager, to develop preliminary parking demand forecasts for typical, everyday conditions at the NWC, plus projections for a range of event sizes at the NWC (e.g. small, mid-sized, large) as well as for the Stock Show. The consultant will provide the following:

- Identify a range of travel demand management strategies that have been proven to reduce vehicular demand at event facilities in other cities
- Consider the impacts of the new northwest corridor, gold and east commuter rail line into their analysis, as well.

- Document which user group each strategy targets and provide an associated vehicular parking reduction percentage associated.
- Combine various individual strategies to develop travel demand management plans for the range of event sizes, and
- Refine parking projections for each event size with the travel demand management plans in place
- Identify the projected number of off-site parking spaces required during Stock Show events
- Identify off-site parking locations shuttle frequency between the remote lot(s) and the NWC campus, including but not limited to Coors Field and Denver Union Station
- Identify tools that will encourage use of the remote lot and minimize spill-over into the surrounding neighborhoods
- Identify parking assumptions made in the NWC Master Plan and determine the validity of the assumptions. Create a list of recommended changes if needed.

Deliverables:

- Technical memorandum summarizing the parking demand evaluation and proposed travel demand management plans for the Stock show as well as other events of various size at the NWC.

Task 7: Identify Parking Infrastructure Needs

Using the revised parking demand forecasts from the evaluation in Task 5, the consultant will identify parking infrastructure needs for the site, including bicycle parking locations and the amount of bicycle parking needed. The consultant will provide the following:

- Recommendations on preliminary locations for each parking facilities, including both surface, structured and specialty parking (i.e. RV's),
- Determine the appropriate mix and location of surface lots and parking structures. Parking spaces should be an acceptable walkable distance to destinations (5-8 minute walk)
- Identify locations for drop off and pick up, considering Taxi, Lyft, Uber and other alternative ride systems
- Identify the target user group(s) for each based on its location relative to the buildings and other land uses within the NWC
- Identify bicycle parking areas and type (secure, covered, maintenance stand potentials, B-Cycle Stations)
- Address shuttle service within the NWC along with stop recommendations
- Identify "back of house" parking needs associated with the Stock Show and the Stock yards
- Identify location of permanent vehicle and bicycle counters to track daily throughput and parking turnover
- Identify real time parking information locations

Deliverables:

- Map of preliminary parking structure, surface lot locations and drop off/ pick up locations by phase
- Map of preliminary bicycle parking and bike share locations
- Map of recommended vehicle and bicycle counter placement and real time parking information locations

Task 8: Develop Access and Circulation Plans

The consultant also needs to design efficient ingress and egress plans for both the National Western Stock Show and year round events, considering both back of house and front of house population requirements. This task should include development of design recommendations to accommodate;

- Loading/unloading of parking structures by patrons and visitors, “front of house”, high volume events (i.e., ramp/aisle circulation, multiple egress points, etc.),
- Loading/ unloading of facilities by vendors, exhibitors and promoters, “back of house”, during other large events throughout the year
- Parking, queueing and circulation needs for back of house users during Stock Show and other large events
- Infrastructure needs to address and support the safe separation of front of house/back of house circulation through the NWC;
- An analysis of the relevance and potential benefits of various smart parking technologies that would aid in the ingress/egress process, operational requirements, wayfinding signage directing patrons to the lots from major access points, etc.

Deliverables:

- Parking access and circulation plans during construction phasing and at final build out

Task 9: Analysis of Public-Private Development Opportunities

This task seeks to develop a framework that the City and its NWC partners can consider for shared delivery of proposed parking structures (identified in Task 6) with the private sector. The task should assess the timing of construction costs, revenue generation and ongoing maintenance and operations costs to define strategies for P3 program delivery. Recommendations should include an assessment of the potential use of parking districts, in addition to other financing and/or management tools. In the completion of this task, the consultant must address the following:

- ***Phasing and Implementation***

The consultant will identify phasing opportunities for implementation of the parking facilities identified in Task 6 that corresponds to the overall Phasing Plan for NWC as outlined in the Master Plan. These recommendations will address phased construction of each parking structure, identify interim surface lot locations that can accommodate

demand prior to and during garage construction, identify any interim travel demand management strategies that should be implemented before or during garage construction, and identify a timeline or development triggers for construction of new garages.

- ***Parking Pricing and Management***

The consultant will identify a preliminary fee structure for parking at the various structures and lots identified in Task 6. This should include research into pricing models at other peer facilities, and developing a management plan for collecting parking fees and loading the parking lots in a systematic order. This task may include options for bundled pricing opportunities with RTD and/or other transportation service providers.

- ***Annual Operations and Maintenance Costs for the Parking System***

The consultant will develop planning-level annual cost forecasts for operating and maintaining the identified parking system for the NWC. This will include estimates on the number of full time and part time staff required to manage the parking system, event staffing needs, maintenance costs such as garage cleaning, snow removal, fare collection device upkeep, etc.

Deliverable:

- Technical memorandum summarizing strategic opportunities for private participation in the financing and implementation of NWC parking, including identification of construction phasing opportunities; parking pricing recommendations, fee collection recommendations and parking lot loading recommendations; and planning-level operation and maintenance costs.

Task 10: Parking Management Plan Report

The consultant will provide the draft report to the PMT for review and comment. After documenting the feedback and responses to comments, the consultant will prepare a final report.

Deliverable:

- Draft and Final Report with associated graphics, tables and maps.

Project Timeline

It is the desire of the CCD that the study be completed within 9 months from the issuance of the Notice to Proceed. Draft report to be issued [TBD] with a final report issued [TBD] based upon stakeholder feedback.



Public Works, NWCO and NDCC Executive Management Check-Ins

Check-in meetings will be held at major steps in the planning process to ensure the study's recommendations and messages are supported by that body. The consultant will support and attend up to two (2) NWCO Executive Management briefings using materials that are already being prepared as part of the process.

DISADVANTAGED BUSINESS ENTERPRISE PARTICIPATION REQUIREMENTS:

The goal of 5% Disadvantaged Business Enterprise (DBE) Participation shall apply to this contract.

DRAFT