DOWNTOWN RIVERSIDE STATION AREA TOD ACTION PLAN

06/09/2026

Project Acknowledgements

This Project is funded and managed by the Southern California Association of Governments (SCAG) with Regional Early Action Program 2.0 grant funding from the State of California Department of Housing and Community Development.

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Purpose, Goals & Context

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Project Goals and Purpose

- Regional Early Action Planning grant funded project to accelerate housing production.
- Action Plan lays the groundwork for housing production that is rooted in feasibility.
- Explore what TOD means for this station, test integration of residential – height, density, and mobility options for the area.

What is TOD?

Transit Oriented Development (TOD) – an integrated, compacted, community near transit where people enjoy easy access to jobs and services coupled with housing.

Transit could be bus, rail, streetcar or other means of public transportation.

What is this Study?

This Study…

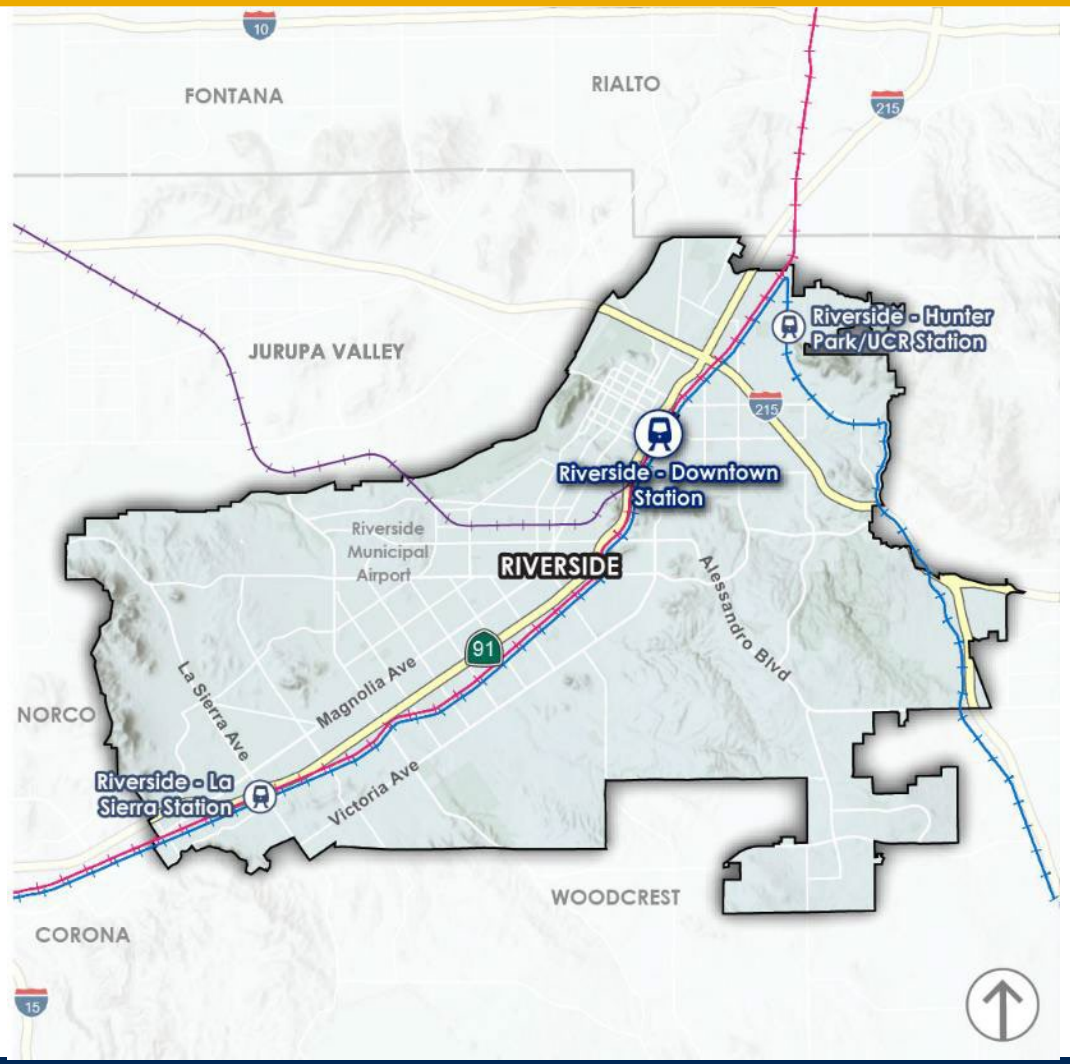
- Informs land use decisions for the General Plan Update.
- Provides an actionable list of steps for decision makers and staff to implement – identifying near-term, mid-term and long-term actions.
- Lays the groundwork for expanded housing opportunities in the City of Riverside.

This Study Does Not…

- Approve or authorize construction of a specific project.
- Rezone properties within the project area. Implementation of the Action Plan may update zoning and the Specific Plan in the future.

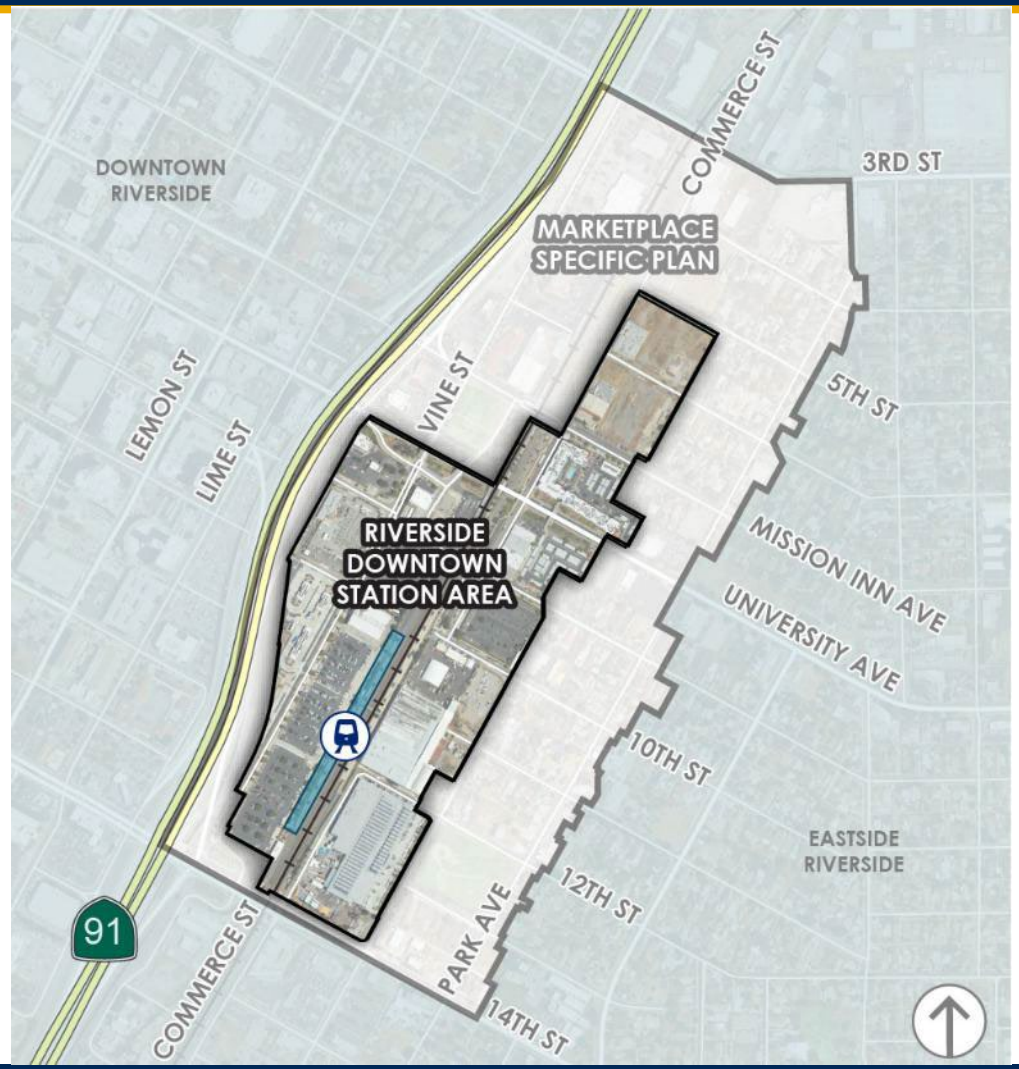
Planning Area Site Context

- The study area is focused around the Downtown Riverside Metrolink Station. The station was built in the early 1990s.
- The Downtown Station is located adjacent to Downtown Riverside, the 91 freeway, and serves 3 Metrolink Lines including:
  - 91/Perris Valley
  - Inland Empire-Orange County
  - Riverside
- The area is also home to the Riverside Transit Authority's Vine Street Mobility Hub, completed in 2024.



Planning Area Site Context

- The Riverside Downtown Station Area is located within the Marketplace Specific Plan boundary.
- This study focuses on the potential for housing within this area.
- The focused area intentionally excludes residentially zoned parcels since the purpose of the grant is to expand housing opportunities for the city.
- Total approximate study area acres: 85



Prior Planning Efforts and Studies

- Riverside Marketplace Specific Plan & Draft Environmental Impact Report (1991)
- Transit Oriented Development Marketplace Study by Urban Land Institute (ULI) (2009)
- Draft Marketplace Specific Plan Update (2012 – never adopted)
- SCAG Riverside HQTA Vision Plan (2019)
- RCTC Riverside-Downtown Station Improvements Draft Environmental Impact Report (2021 – not implemented)
- RCTC Transit Oriented Communities Strategic Plan Corridor Plan (2024)
- RCTC Transit Oriented Communities Strategic Plan Station Plan - Riverside - Downtown (2024)
- Housing Implementation Strategies Memorandum for the Downtown Metrolink Station (2024)

Exhibit from RCTC TOC Strategic Plan, 2024

Key Takeaways from Prior Planning Efforts and Studies

- **Set Expectations for Feasible Development**: Earlier plans restricted housing near the station, and later plans overestimated the market and lacked feasible implementation strategies. Several of the studies envisioned high-density (e.g., 15-story towers) which exceed market demand. Identify opportunity sites for potential catalyst projects, opportunity sites and development capacity through this study.
- **Secure Funding & Strengthen Partnerships**: Increase collaboration between public agencies, private developers, and local community organizations to align resources and secure necessary funding for improvements – partners could include - but are not limited to – RTA, RCTC, WRCOG, area businesses, non-profits, Chamber of Commerce, property owners and developers.
- **Update Regulatory Framework**: Update or replace the Marketplace Specific Plan to align with current and near economic market conditions, add flexibility for the future, streamline affordable housing development, and establish design standards.
- **Implement Near-term Improvements**: Focus on feasible active transportation and placemaking projects along key corridors like Commerce Street and Vine Street.

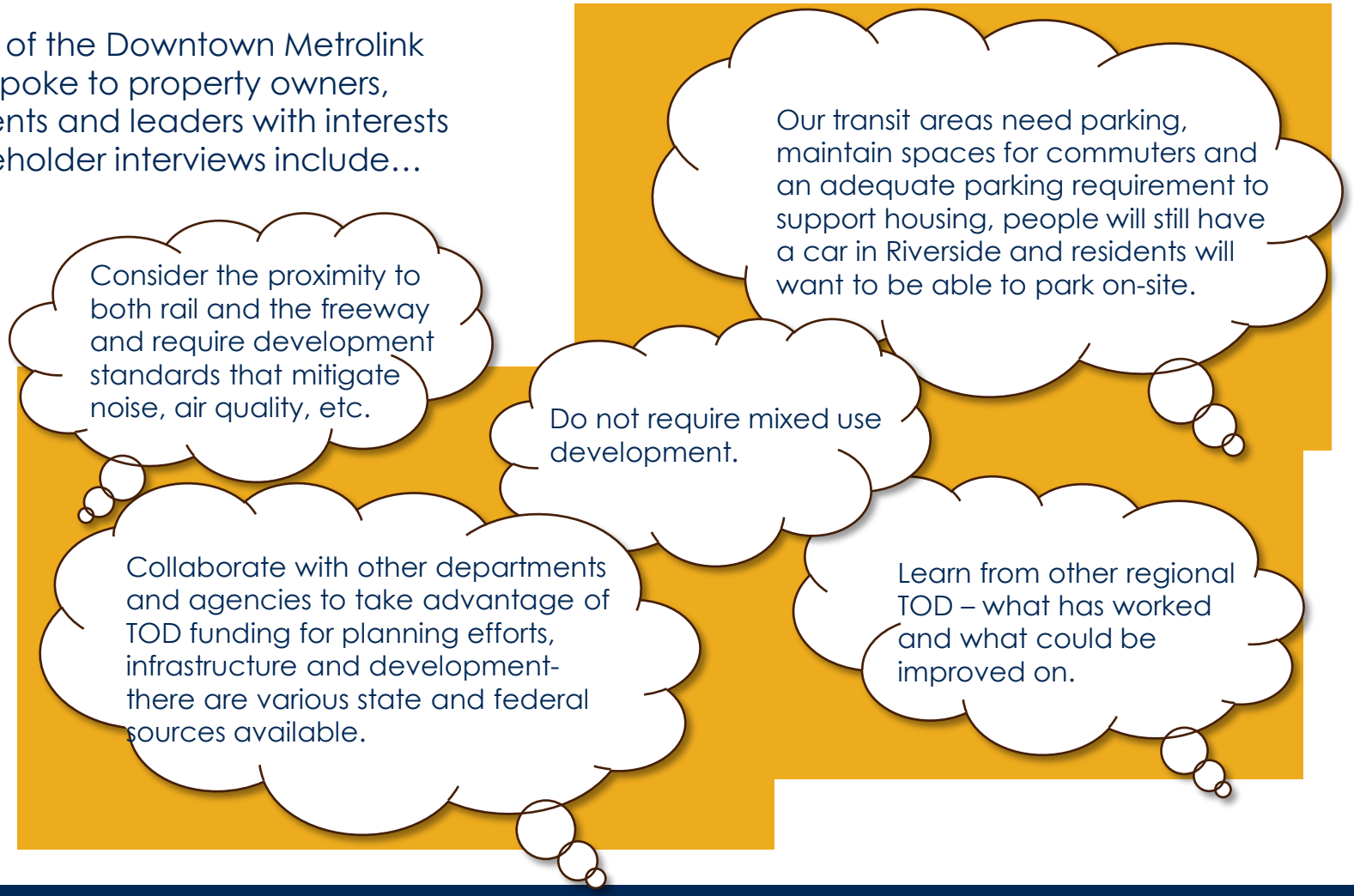
Downtown Station Area

Stakeholder Interviews

Stakeholder engagement was an important part of the Downtown Metrolink Station Area TOD Action Plan. The project team spoke to property owners, developers, agencies, and various city departments and leaders with interests in the station area. Key takeaways from the stakeholder interviews include…

Various City Departments:
- City Manager's Office and Council Member
- Public Works – Traffic
- Public Utilities – Electricity and Water

RCTC
RTA
Blue Zones
Property Owners:
- IronWorks Building
- Mission Lofts and Iron Lofts (Realm)
- Diamond Properties – Former Brightwood College and Packing House



Case Studies

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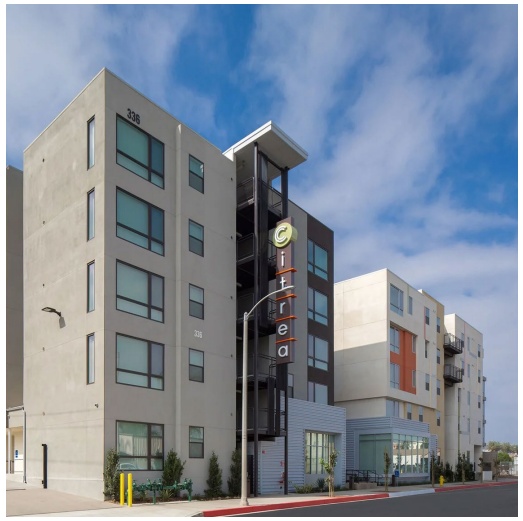
CASE STUDIES – Recent Plans & Development in the SCAG Region



Case Study	**North Montclair Downtown Specific Plan** *(2006) (Amended in 2017) Montclair, CA*	**Vista Canyon Specific Plan** *(2011) Santa Clarita, CA*	**Oceanside Transit Center (OTC) Specific Plan** *(2025 – In progress) Oceanside, CA*	**Fullerton Transportation Center Specific Plan** (2011) Fullerton, CA
Plan Area	179 acres	185 acres	10.2 acres	35 acres
Allowed Density Range	60-80 du/ac	n/a	n/a	45-60 du/ac
Buildout Potential	5,888 dwelling units 773,000 sf commercial	1,100 dwelling units 164,000 sf commercial 646,000 sf office	547 dwelling units 29,000 sf commercial 64,000 sf office	1,650 dwelling units 138,000 sf commercial 108,000 sf office

CASE STUDY: NORTH MONTCLAIR DOWNTOWN SPECIFIC PLAN

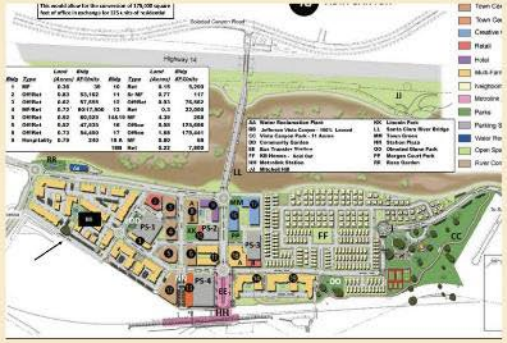
Background

Located on the Los Angeles–San Bernardino county line, Montclair has planned the area around the Montclair Transcenter as a mixed-use transit district. The station serves Metrolink, Foothill Transit, and Omnitrans, and remains a planned future terminus of the Metro A Line (formerly the Gold Line) extension. The city has guided underused commercial land toward higher-density, walkable mixed-use development.

Development Regulations

North Montclair Downtown Specific Plan	
Year of Adoption	• Adopted in 2006 and amended in 2017
Acres	• Originally 147 acres • 32 additional acres after amendment
Density	• In the Station District, it permits high-density mixed-use development with heights of up to six stories and expected residential densities of 60 to 80 dwelling units per acre.
Units	• Original target: 2,800 to 3,200 dwelling units • After Amendment: 5,888 units
New Developments	• The Paseos: 385 apartment units, and an integrated public park. • Arrow Station: 129 for-sale units incldluing condominiums and townhomes. • Alexan Kendry: 211 apartment units • Village at Montclair: Mixed-use development of 350 units with ground-floor commercial space
Financing	• Private Market-Rate Financing • Early public investments for critical infrastructure (such as the multi-million dollar Ramona Avenue Grade Separation to mitigate heavy freight train traffic delays) and land acquisition. • San Bernardino County Transportation Authority (SBCTA) defunded the rail extension and withheld grant support in early 2026.
Parking	• Within half-mile radius of Station: zero parking minimums mandated by AB 2097. • Outside of half-mile radius: 1 parking space per residential unit • Montclair's new Master Project Development Plan includes station improvements and a centralized 1,600-vehicle structure (on pause).

CASE STUDY: VISTA CANYON, SANTA CLARITA



Background

Vista Canyon is a new transit-oriented, master-planned community located in the eastern portion of Santa Clarita, California. Approved by the City of Santa Clarita in 2011, the project was designed to transform largely undeveloped and underutilized land into a sustainable car-optional urban village. The project's first two phases have opened, including residential, office, and the Vista Canyon Intermodal Center with regional Metrolink service and a multi-modal transit facility. Additional phases are slated for completion through 2035.

Development Regulations

Vista Canyon Specific Plan	
Year of Adoption	• 2011
Acres	• 185 acres
Units	• 1,117 base residential units (579 apartment units, 442 condominium / townhome units, 96 single-family lots) • Unbuilt commercial office space could be converted into maximum additional 233 attached multi-family units under residential overlay
New Developments	• Array Vista Canyon (Jefferson Vista Canyon) (2020–2021): 480 multi-family apartment units were built in two phases across 18.8 acres. • KB Home Subdivisions (2020–2021):245 single-family units as Auburn and Blum.
New Infrastructure	• Vista Canyon Water Factory (2019) • Vista Canyon Multi-Modal Center (2023-2024): New Metrolink commuter rail station, Santa Clarita bus transfer facility, adjacent 120-space surface parking lot.
Financing	• Cooper Street Parking Structure and a portion of the Transit Center infrastructure is funded by CFD. • The $50 million Vista Canyon Multi-Modal Transit Center was built through Public-Private Partnership (P3). • Residential developments were funded by private capital.
Parking	• Residential parking required: 1.5 spaces /unit for rental, 1.7 spaces/ unit for ownership. • Civic Parking Structure: A 5-story, 613-space parking garage serves the transit center and commercial core. 84 spaces are dedicated specifically to the adjacent apartment complex (Array). • The plan sets aside land and legal authorization for two more parking structures of 1,115 spaces and 800 spaces).
Affordable Requirements	• An affordable senior housing complex is planned for a later phase in the SP.
Other Specif Plans	• The MetroWalk Specific Plan was Adopted in 2021, this is a distinct 20.4-acre site located directly south of Vista Canyon, with 498 planned units.

CASE STUDY: OCEANSIDE TRANSIT CENTER

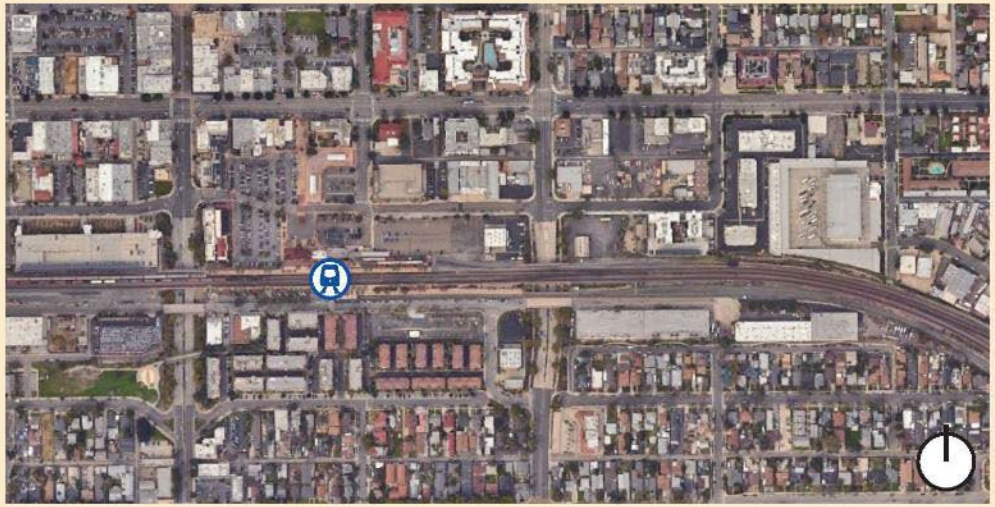
Background

The Oceanside Transit Center (OTC), located in downtown Oceanside, California, serves as the primary regional transit hub for Northern San Diego County. The project is the first of 11 Transit-Oriented Development (TOD) projects the North County Transit District (NCTD) is planning. To maximize the utility of this transit hub, the NCTD partnered with Toll Brothers Apartment Living to initiate the massive TOD project. The plans will proceed to the California Coastal Commission for final review in 2026.

Development Regulations

Oceanside Transit Center (OTC) Specific Plan	
Year of Adoption	• Approved in 2025 • California Coastal Commission final review pending in 2026
Acres	• 10.2 acres
Density	• Residential Buildings (Blocks 3 and 4): The plan caps the residential apartments at five stories.
Units	• 547 dwelling units
New Developments	• The nearly $100 million public-private project includes 547 residential apartments, 170 hotel rooms, nearly 30,000 sf of retail space, a park-like Station Plaza, upgraded public waiting areas and a new public parking structure. Pending CCC final review in 2026.
Financing	• Public-Private Partnership (P3) Ground Lease: The developer secures land rights for private residential and commercial development in exchange for subsidizing the site's new public transit infrastructure, parking.
Parking	• The finalized development plan approved under the Specific Plan supplies up to 1,768 total parking spaces, Including: • Apartment: 790 spaces • Public/Transit Parking: 611 spaces in a shared parking structure (replacing and expanding the previous commuter surface lots). • Commercial/Office/Hotel Parking: Approximately 367
Affordable Requirements	• 15% affordable housing (10% Low-income household, 5% moderate-income household) • Out of the 547 total apartments planned for the site, 82 units will be affordable.

CASE STUDY:
FULLERTON TRANSPORTATION CENTER SPECIFIC PLAN



Background

The Fullerton Transportation Center is a multimodal transit facility in Fullerton, California, serving Metrolink and Amtrak rail lines as well as local and regional bus services operated by the Orange County Transportation Authority. Located in downtown Fullerton, the station includes rail platforms, bus bays, parking facilities, and passenger amenities. It functions as a regional transfer point within the Southern California rail network and supports surrounding commercial and mixed-use development.

Development Regulations

Fullerton Transportation Center Specific Plan	
Year of Adoption	• 2011
Acres	• 35
Density	• 45-60 du/ac is the targeted density range for the high-density mixed-use and transit-oriented development zones within the plan area.
Units	• Buildout potential: 1,513 residential units (inclusive of affordable housing units and additional units that may be constructed per California Density Bonus Law).
New Developments	• Citrea Apartments (2018): 55 units • The Parkwest Project: 140 residential units, 124 room hotel, and minor commercial (Approved)
Financing	• Citrea Apartments (Affordable Housing): Public-Private Partnership • The Parkwest Project (Market-Rate Mixed-Use): Private Construction on Public Land through a DDA
Parking	• Residential requirements: 1.5-2.75 spaces per unit • Transit center parking: Fullerton Transportation Center (FTC) Parking Facility - 820 stalls
Other Projects:	• Clean California Transit Enhancement Project (2021-2025): Restoration of the historic train depot; New signage provide solar-powered, real-time transit information; New bicycle racks and restriped bike lanes

TOD Framework

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TOD Framework

The TOD framework for the Downtown Riverside Station Area is provided in 3 parts:

- Development Concept
- Land Use Concept
- Mobility Concept

These 3 concepts are intended to inform future planning efforts. The concepts consider adjacent land uses, existing and potential future mobility connections and economic feasibility. Implementation of this Action Plan would use the concepts as a starting point for a land use map, tailored development and design standards, mobility/circulation improvements, and phasing as discussed later in the Recommendations section.

The framework was informed by the stakeholder interviews and identifies near-term, mid-term and long-term redevelopment opportunities in the Phasing and Economic Feasibility section below. It also identifies future studies that would be needed to support the integration of housing into the area, including but not limited to, water, wastewater, and storm drain supply/capacity, a traffic study, and soil assessment. This study was limited to the potential for housing production.

DEVELOPMENT CONCEPT PROCESS – Identifying Opportunity Sites

The project team utilized several factors when finalizing the Study Area boundary and selecting opportunity sites to test for residential feasibility. These included:

- A Site Tour
- Baseline Metrics – Quantified existing residential units (Mission Lofts)
- Stakeholder Engagement – a series of 1/1 interviews (previously summarized)
- GIS Parcel analysis – lot size, land use, existing use, identification of underutilized parcels (i.e. surface parking lots, vacant sites, etc.)
- Case Studies – regional examples for plans and recent development (previously summarized), exploring possibilities for the Downtown Station Area
- Economic Feasibility – Proforma modeling under current conditions for various building types

POTENTIAL AREAS OF CHANGE

Several properties within the study are <u>not likely</u> to change for a variety of reasons:

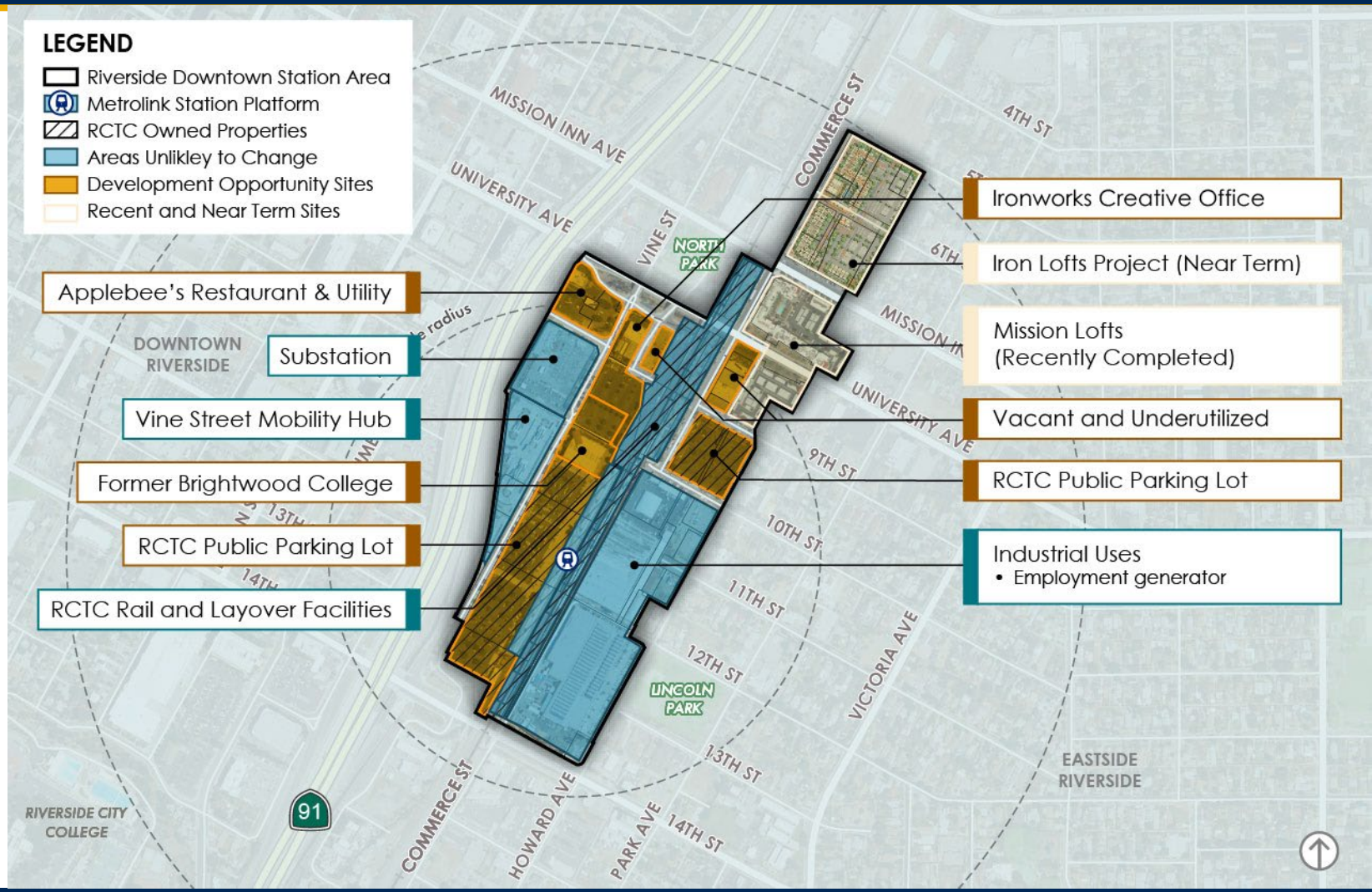
- Metrolink Station Platform – station is critical part of TOD area; land use change is not anticipated.
- RCTC Railroad and Layover Facilities – needed for station operations.
- Existing and forthcoming residential uses – already identified for change.
- Non-residential uses – employment generating businesses, not viable for relocation.
- Vine Street Mobility Hub (Recently Completed) – critical part of TOD area
- Electric Substation – public utility

Identified Opportunity Sites:

- Applebee's Restaurant & Utility – surface parking
- RCTC Public Parking Lots – potential for infill
- Former Brightwood College Site - vacant
- Former Packing House site – vacant
- Other Vacant and Underutilize Parcels
- Ironworks – long term infill site or adaptive reuse

Recent and Near-term Development Projects:

- Mission Lofts
- Iron Lofts – current entitlement project



Development Considerations

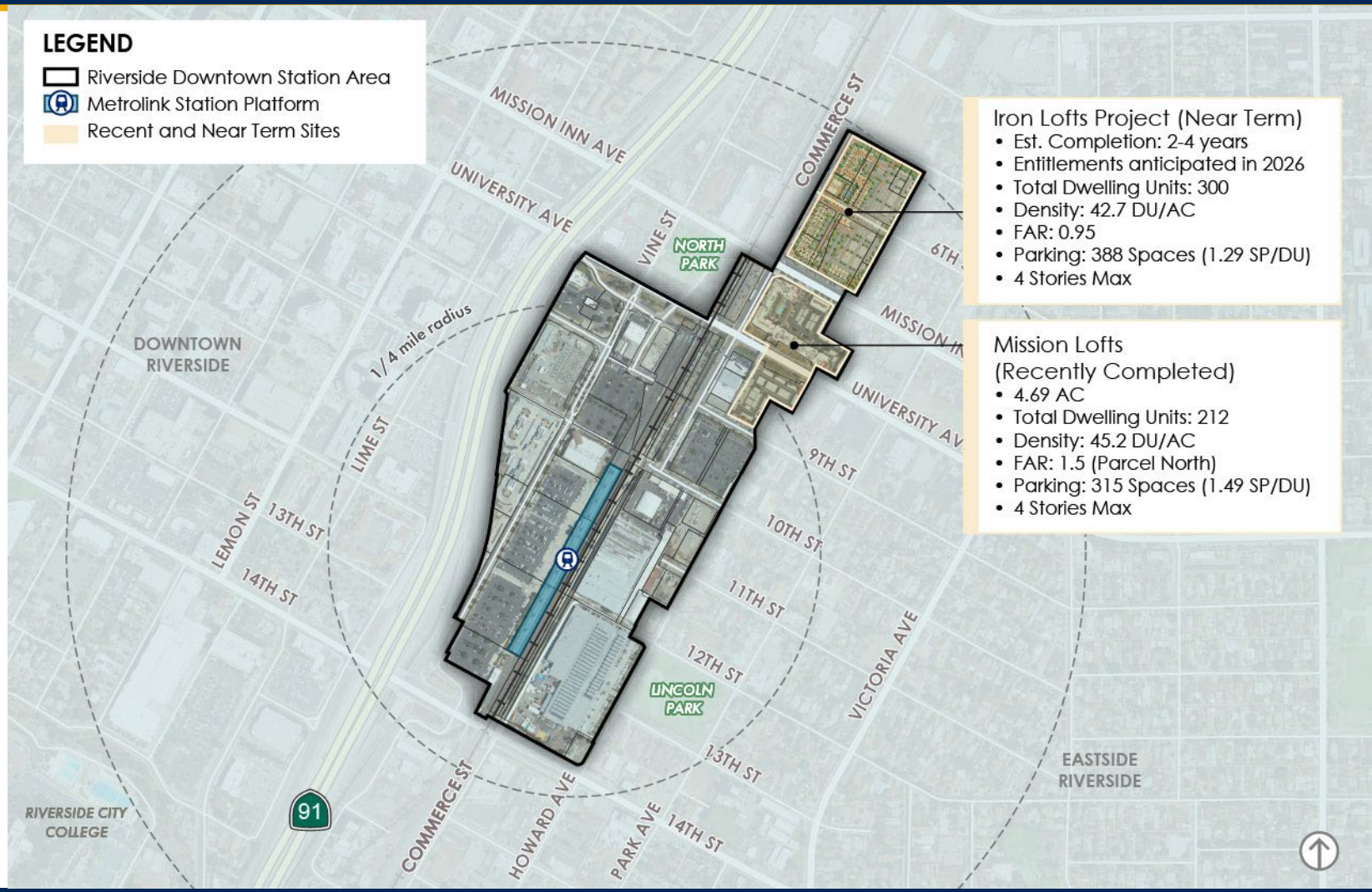
Near-Term Housing Production

Mission Lofts Project

- Completed in 2019
- Unit Mix
  - Studio (25%)
  - 1 Bedroom (36%)
  - 2 Bedroom (39%)
- Average Unit Size: 700 SF
- Surface parking lot connected via pedestrian bridge over University Avenue.

Iron Lofts Project

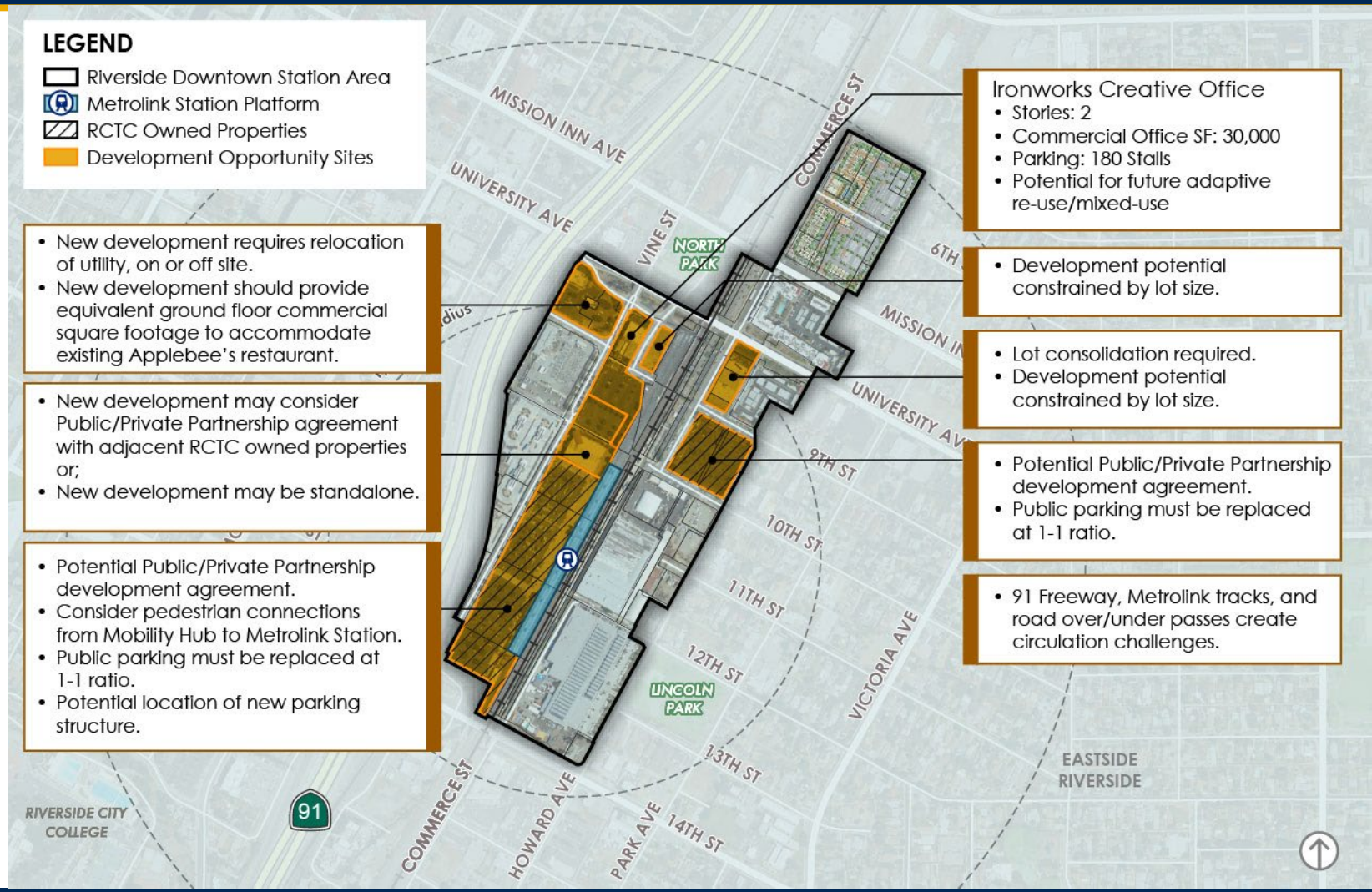
- Entitlement currently under review with the City
- Unit Mix
  - Studio (17%)
  - 1 Bedroom (49%)
  - 2 Bedroom (31%)
- Average Unit Size: 700 SF
- Surface parking lot
- Historic building to remain as club/fitness/co-working/pool



Development Concept – Opportunity Sites

Sites considered for redevelopment potential

- Many underutilized sites present opportunity for the area
- Several are surface parking lots which could be consolidated into structured parking
- City public utilities own property in the area:
  - The Electric Substation will remain
  - Mulberry facility for water has potential to be relocated
- Approximate acreage for the Opportunity Sites: 21.5 ac



Land Use Concept

- Created Districts to group the opportunity sites and identify potential capacity.
- Parcel size, ownership, and existing use also factored into the district designations.
- The catalyst for TOD at the Downtown station is the transit village, envisioned to have higher density than the other districts.
- The innovation and public facilities districts are anticipated to retain their existing use.

	District
	Residential
	Transit Village
	Residential Infill
	Mixed-Use
	Innovation
	Public Facilities

Land Use Concept

	District	Potential Density / FAR (Floor Area Ratio)	Height	Potential Uses
	Residential	40 - 50 du/ac	Up to 4 stories	• Residential (Mission Lofts and Iron lofts)
	Transit Village	65 -120 du/ac	5-8 stories	• Residential • Station Area Parking
	Residential Infill	12 -22 du/ac	Up to 3 stories	• Lower Density Residential • Townhomes or Courtyard Bungalows
	Mixed-Use	40 – 120 du/ac / .25	5-8 stories	• Standalone Residential • Standalone Retail/ Commercial/Office • Live/Work • Residential with Ground floor retail/ commercial
	Innovation	.5	Up to 2 stories	• Employment Generating Businesses
	Public Facilities	N/A	N/A	• Utilities • Transit Hub

Land Use Concept- High Density and Mixed-Use Building Types

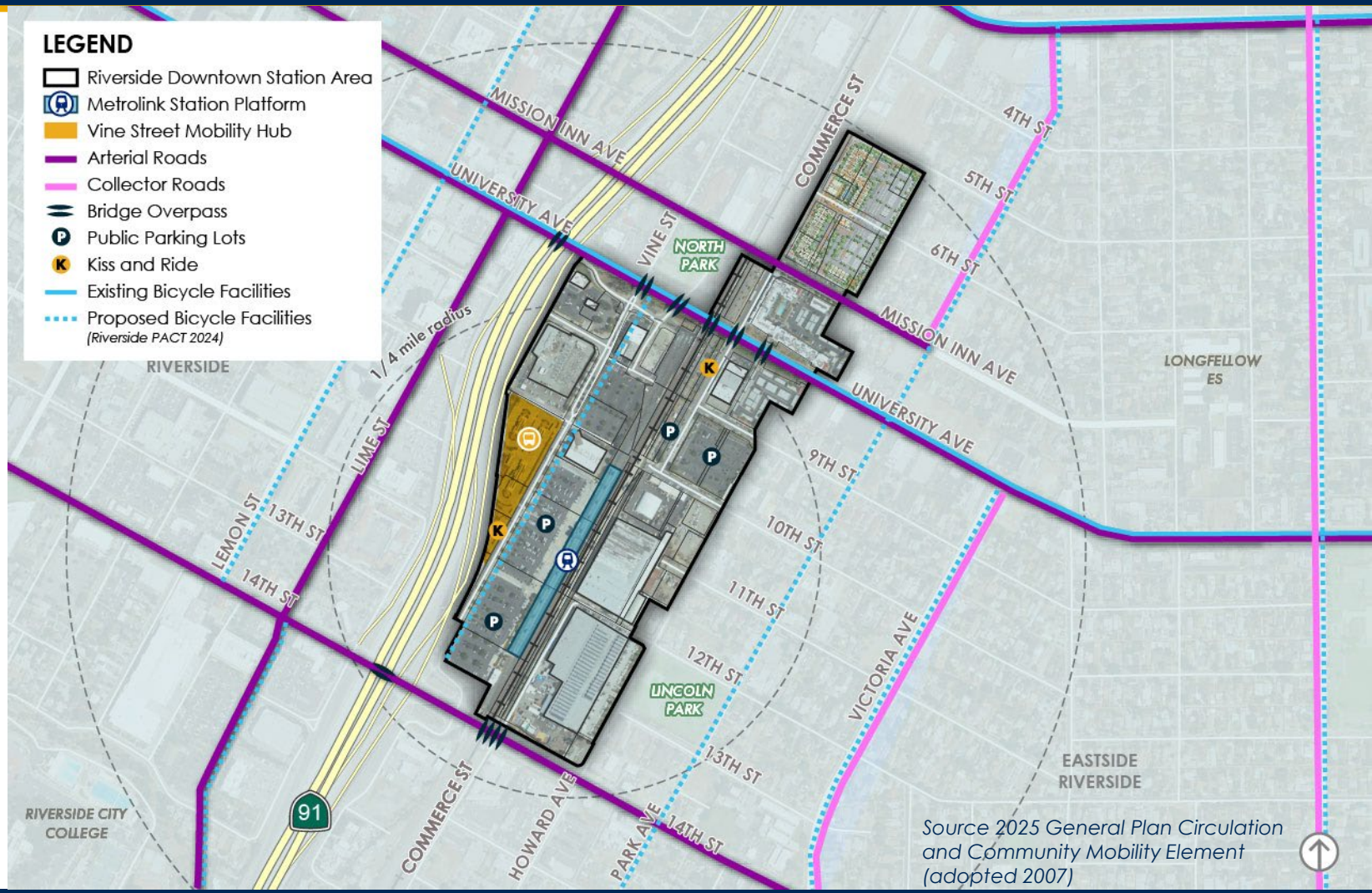
Multi-Family Wrap	Multi-Family Podium
▪ 60-100+ Units per Acre ▪ 4-5 Stories ▪ Parking Structure Wrapped by Residential Units ▪ May include ground level commercial retail ▪ Apartments or Condominiums	▪ 60-120+ Units per Acre ▪ 5+ Stories over 2 Levels of Parking ▪ May include ground level commercial retail ▪ Apartments or Condominiums

Land Use Concept- Low Density Housing Types

Townhomes (Attached)	Bungalow Units
▪ 10-24 Units per Acre ▪ 2-3 Stories ▪ 1-2–Car Garage ▪ Condominiums ▪ Includes Live-Work Housing Type	▪ 10-15 Units per Acre ▪ 1-2 Story ▪ Surface and Tuck-under Parking ▪ Standalone units wrapping a shared open space

Mobility – Existing Network

- A variety of roadways support the area
  - **Arterial Streets** carry through traffic and connect to the state highway system with restricted access to abutting properties. They are designed to have the highest traffic carrying capacity in the roadway system with the highest speeds and limited interference with traffic flow by driveways.
  - **Collector Streets** are intended to serve as intermediate routes to handle traffic between Local Streets (all other streets not identified on the map) and streets of higher classification. Collector Streets also provide access to abutting property and are two lanes in width. Collector Streets may handle some localized through traffic from one local street to another; however, their primary purpose is to connect the local street system to the arterial network.



Source 2025 General Plan Circulation and Community Mobility Element (adopted 2007)

Mobility Concept– TOD Focused

- Informed by the current General Plan and existing roadways
- Integrate potential bridge over the 91 Freeway
- Uses local streets – Vine and Commerce – to provide pedestrian connection from east to west utilizing the bridge over the tracks
- Further study is needed of roadway capacity and improvements needed to support residential development

Phasing & Economic Feasibility

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Anticipated Phasing

Near-Term Opportunities:

- Residential Infill: Explore development opportunities or properties that ***do not*** require replacement parking.
- Standalone Wrap or Podium residential development on privately-owned parcels using updated Specific Plan development standards.
- Establish Joint Development Policy for Public Agencies including RCTC.
- Conduct Parking Inventory: Evaluate parking utilization and opportunities for shared parking or operational efficiencies.

Longer Term Opportunities:

- Explore joint development opportunities on parcels requiring replacement parking, likely via structured parking garage.

Anticipated Phasing (continued)

Sequence of Implementation for Transit Village District:

- Determine the size, configuration, and cost of the replacement parking structure.
- Develop a financing strategy for the parking structure that might include developer contributions, land value capture, agency participation, grants, and tax increment financing.
- Establish a phasing plan that limits temporary parking losses to no more than (xx%) of the existing supply.
- **On "Site 1" construct the first residential project to generate development proceeds, ground lease revenues, and land value that can support subsequent garage financing.**
- Retain existing surface parking on Site 2, 3, and 4.

Consolidated Parking Structure:

- Construct the replacement parking structure on the designated garage parcel, shown on the diagram conceptually as Site 2.
- Replace all parking spaces displaced from Site 1 and provide capacity for future redevelopment phases.

Remaining Transit Village District Buildout:

- Develop the remaining residential units on Sites 3 and/or 4.
- Apply a portion of revenues generated by subsequent development phases toward repayment of structured financing, reimbursement of public-sector capital contributions, or funding of additional infrastructure improvements.

Opportunity sites outside of the Transit Village District are anticipated to develop in later stages after the immediate station area.

Economic Feasibility

Site	Housing Type Tested	Assumed Units & Parking	Feasibility (+, - x)	Phasing
A.	5 Story Wrap (residential building w/ structured parking)	143 units 164 spaces	+	Early
A.	5 Story Podium (residential above 2 levels of parking)	229 units 257 spaces	+	Option for alternate housing type
B.	RCTC Joint-Development 5 Story Wrap(s) – standalone parking structure (replacement parking)– multiple buildings on site	603 units 1,900 spaces	–	Middle
C.	2-3 Story Townhomes	20 units 20 spaces	–	Early or Middle pending remediation
D.	Podium with Ground-Floor Commercial Space	164 units 240 spaces	X	Later – not feasible in current market
	Total Units (Potential Capacity)	**~900 -1,026**		
	Parking Spaces	**2,324**	*(assumes consolidation of station parking and maintains RCTC parking at 1:1)*	

Potential Development Capacity

This study estimates that transit-oriented development in the Downtown Station area could add about 1,000 new housing units in various types of housing for a variety of income levels.

TOD Capacity on Opportunity Sites		1,000 Units
Total	(Opportunity Sites + Iron Lofts)	1,300 Units
GRAND TOTAL (including Mission Lofts)		**1,512 Units**

Implementation Actions

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Implementation Steps

Action	Description	Timeframe	Type	Responsible Party	Potential Funding Source & ROM Cost Estimate
1.	Adopt General Plan with land use plan that allows for recommended density range identified in this study.	Near-term	Land Use	Planning Department	City Investment COST: N/A
2.	Conduct broad community outreach- engage neighborhoods and other stakeholders outside of the focused study area.	Near-term	Outreach	Planning	Staff Time / Grant COST: $$
3.	Continue to engage study area stakeholders through 1/1 meetings and a hosted round table. Include nearby industrial businesses in the next round.	Near-term	Outreach	Planning	Staff Time / Grant COST: $
4.	Support RCTC in updating/approving a joint development policy.	Mid-term	Policy	City Manager's Office, Real Property Services, Planning	Staff Time / Grant COST: $
5.	Continue to partner with City Manager's Office, Public Works, Utilities, and others to identify funding sources for TOD improvements within this station area.	Mid-term / Ongoing	Policy	Planning, Public Works, City Manager's Office	Federal, State, and other Grant Opportunities COST: $
6.	Update the Marketplace Specific Plan with an Environmental Impact Report – allow for residential uses, maximum height 5 to 6 stories, do not require mixed-use or ground level retail but allow it, allow standalone parking structures. Could use 2012 update as a starting point.	Mid-term	Land Use	Planning	Federal, State, and other Grant Opportunities, City Investment COST: $$$
7.	Advocate for and implement a quiet zone to accommodate future residential uses.	Long-term	Policy	Planning and Partner Agencies	Staff Time / Grant COST: $$$
8.	Conduct the following studies: Traffic Study, Infrastructure Studies (Water Supply Assessment, Stormdrain and Wastewater), Phase I & II (identify soil remediation).	Long-term	Land Use	Planning, Public Works, Public Utilities, Private Property Owner/Developer	Private Funding, Grant COST: $$$$

Potential Funding Sources for TOD Planning and/or Development

Tax Increment Financing

- Enhanced Infrastructure Financing District (EIFD)
  - Funds can be used for TOD area infrastructure and public improvements
- Community Revitalization and Investment Authority (CRIA)
  - Offers more flexibility to fund broader community revitalization efforts

Stakeholder Participation (Agencies and Developers)

- Private Property Owner/Developer and Agency Partnership (P3)
  - Partnership could be structured as a ground lease that provides revenue stream
  - Developer and/or Transit Agency Capital Contributions

State Sources

- Transit and intercity Rail Capital Program (TRICP)
  - Explore option to subsidize cost of structured parking could be considered "transit access infrastructure"
- Affordable Housing and Sustainable Communities Grant (AHSC) Development Projects
  - Affordable housing developments must include at least 20 percent of the total number of units as affordable (up to 60% of the Area Median Income)

Federal Sources

- Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Grant
- FTA Joint Development and Station Access Funding Opportunities
  - Pilot Program TOD Planning