

Executive Summary

City of Riverside

2016 Strategic Parking Plan

DIXON

RESOURCES UNLIMITED

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Executive Summary

Downtown Riverside is not simply a place. Downtown represents a workplace, a residence, a tourist destination, a commercial corridor, an entertainment and dining venue, and most importantly a community. Our understanding of Downtown Riverside as a community is extremely important as we outline the recommendations for the City of Riverside Strategic Parking Plan.

The following is a document that encompasses an analysis of occupancy and demand for the existing public parking system, along with recommendations to help the City define their future strategy as it relates to parking within the downtown area. DIXON worked closely with local stakeholders and held three stakeholder outreach meetings with members of the public over a three-month period. These meetings were extremely well attended and showed that both local residents and business owners are really passionate about the future direction of the parking in the City. The stakeholder engagement provided important feedback, which has been incorporated into our findings and recommendations.

The recommendations outlined within this report incorporate firsthand experiences and observations, but more importantly, the feedback from your key stakeholders. The stakeholders were representative of the community that we described and included business owners, employees, residents, other agencies, city staff and administration. The level of participation and interest was refreshing, and the engagement and commitment represented an interest to have not only an impact on the overall strategy, but to truly make a difference. Personal agendas were left at the door and stakeholder input focused on the greater good – what was best for Downtown Riverside. You have community members who care about the area in which they live, work, and play. This report outlines our findings and addresses immediate and long-term solutions for parking in Downtown Riverside.

While some of the outlined recommendations may require an incremental financial investment, it is important to highlight that the most significant investment is time. While some recommendations may be an ‘immediate fix’, changing overall parking behavior does not occur overnight. There is no simple, all-encompassing fix. The City must take a strategic, incremental approach towards these improvements, evaluating and assessing the overall impact of these modifications as they are implemented and applied. There is no cookie-cutter approach to parking because each city is different. This is very important as we proceed with the recommendations for Riverside. Your community has proven to be unique and each suggested change or improvement is directed toward ongoing growth and development for the City.

Remember, the first and last experience of Downtown Riverside is typically parking. We want to ensure that it is a positive, affordable and convenient experience. This Strategic Parking Plan

provides specific recommendations in order to maximize the efficiency and effectiveness of your existing and future parking supply.

The 2016 City of Riverside Parking Strategic Plan is a study of the public parking system to develop a long-term parking strategy that will maximize the efficiency of existing parking resources, address concerns about the availability of parking in downtown and plan for the future growth and development of the downtown area. The report begins with background information and a project overview, and then assembles recommendations based upon current conditions. In addition, we have included sections relating to financial analysis and funding strategies in order to help the City of Riverside fund any new technology that is required to improve the parking environment for residents, visitors and local businesses. The following is a summary of report sections included within the Strategic Parking Plan:

- Background Information includes demographic reference details regarding the City.
- Project Objectives provides the guidelines for the direction of the Strategic Parking Plan.
- Project Methodology is an overview of the parking study process.
- Occupancy Summary includes the data collection results.
- Existing Conditions & Recommendations is an assessment of how the existing parking is operating and recommendation required based on current and future needs.
- Technology Recommendations includes a summary of technology advancements that can be considered by the City.
- Financial Analysis/Pro Forma describes the Financial Modeling Workbook that was created for the City to forecast parking impacts and revenue projections.
- Funding Strategies outlines the financial options available to the City for capital investments.
- Alternative Solutions reviews the potential impacts of autonomous vehicles and carsharing.
- Future Parking Developments includes the identification of potential opportunities for parking locations.
- Recommendations Summary includes a synopsis of all the recommendations detailed throughout the Strategic Parking Plan.
- Implementation is a high level summary of the recommendations along with the suggested implementation timeline and approximate cost.

The Strategic Parking Plan includes a data collection and analysis phase focusing on the parking patterns and occupancy impacts throughout Downtown Riverside. The next phase included an initial findings summary based upon an operational assessment and overview of the existing parking conditions. The remainder of the project focused on the recommendations and stakeholder outreach.

Project Objectives

The City of Riverside retained Dixon Resources Unlimited (DIXON) to complete a Strategic Parking Plan that is intended to address and alleviate concerns relating to parking in Downtown Riverside. The plan will be used to help guide the City through future development plans and technology upgrades. After reviewing City documents and meeting with the internal City stakeholders for a project kick-off meeting, the following key strategies were defined as the focus points for the strategy development:

1. **Ensure that future development plans, including the decreased growth in parking supply they imply, are considered in future parking projections. Recommendations for providing the additional needed parking will vary but will begin with utilizing progressive parking strategies (e.g., shared parking) to maximize the use of existing parking supply.**
2. **Develop recommendations and strategies for technologies to maximize the efficiency of parking assets. These will include scenarios to consider how autonomous vehicles and vehicle-sharing may affect future parking needs and infrastructure.**
3. **Gauge and improve the perception of parking availability in Downtown Riverside for residents, employees, and visitors.**
4. **Recommend how Riverside can better manage parking resources in order to fund future upgrades, enhancements, and the parking program itself.**

Project Methodology

In order to develop an effective strategic parking plan, community involvement and operational feedback were critical. Both internal and external stakeholders were engaged and contributed feedback that shaped this report's recommendations. An online survey was also utilized to collect additional community feedback. Meeting minutes and an overview of the survey results can be found in Appendix A, B and C.

Core Team

The core team for the Strategic Parking Plan included staff representatives from Public Works Parking Services. This group was focused on managing the day-to-day aspects of the project and was responsible for meeting on a bi-weekly basis and reviewing the Initial Findings/Preliminary Recommendations and Draft Strategic Parking Plan.

Operational Stakeholder Meetings

Meetings were held with key parking operations personnel from City parking operations and Central Parking, the City's parking operator, to solicit feedback and suggestions to be considered for short- and long-term planning. DIXON also hosted a feedback session for the entire parking enforcement team that provided valuable insights about the day-to-day of parking downtown.

External Stakeholder Meetings

The general public was invited to participate in three public forums to discuss the future of parking in Downtown Riverside. The first meeting (June 20, 2016) was well-attended and every attendee had the opportunity to share their thoughts about parking and identify potential improvements. At the second meeting (July 18, 2016), DIXON summarized the data collected and led an open discussion/debate regarding potential parking solutions, including infrastructure needs and possible rate structures. A third meeting (September 19, 2016) introduced the findings and recommendations of the Strategic Parking Plan and solicited stakeholders for feedback.

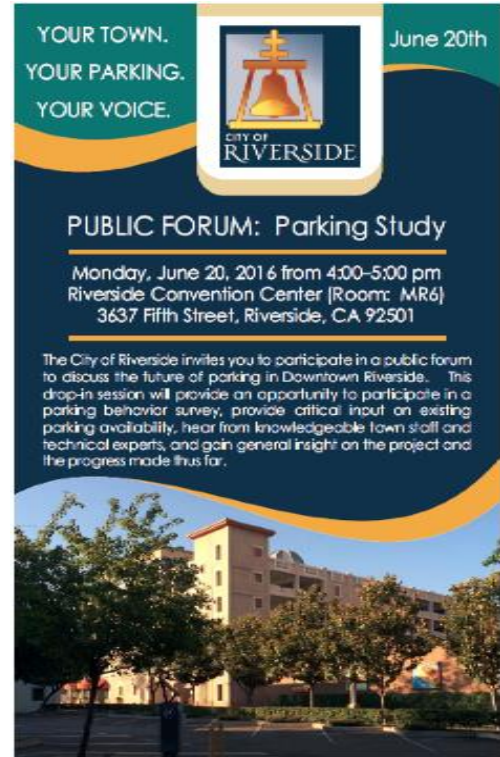


Image 1. Stakeholder Solicitation

Research Methodology

On-street parking occupancy data was collected by DIXON on two days to evaluate weekday and weekend usage. Data was collected to determine occupancy, turnover rates, and peak times during the following time periods:

Thursday, June 16, 2016

Morning	9:00am
Mid-Day	12:00pm
Afternoon	3:00pm
Evening	6:00pm

Morning	11:00am
Mid-Day	2:00pm
Afternoon	5:00pm
Evening	8:00pm

Saturday, June 18, 2016

To provide a more complete understanding of parking in Downtown Riverside, Central Parking, Parking Services, and the Riverside Downtown Partnership (RDP) Ambassadors provided DIXON supplementary off-street parking occupancy data.

Parking Services collected parking occupancy data at downtown surface parking lots from Monday, July 11, 2016 through Saturday July 16, 2016 at the following times:

	9:00 AM	12:00 PM	3:00 PM	6:00 PM	9:00 PM	12:00 AM
Monday, July 11, 2016		X	X	X		
Tuesday, July 12, 2016	X	X	X	X		
Wednesday, July 13, 2016	X	X	X	X		
Thursday, July 14, 2016	X	X			X	X
Friday, July 15, 2016	X	11:00 AM	X	X		
Saturday, July 16, 2016	X	X	X	X	X	X

Parking Services provided occupancy data for the following downtown surface parking lots:

- Lot 1
- Lot 3
- Lot 4
- Lot 12
- Lot 16
- Lot 19
- Lot 27
- Lot 33
- Lot 34
- Lot 38
- Lot 40
- Lot 42
- Lot 44
- Lot TW

Study Map

The study area used for on-street occupancy counts was bordered by 3rd Street to the north, 14th Street to the south, Mulberry Street to the east, and Brockton Avenue to the west. This study area has a total of 1,030 on-street parking meters.



Figure 1. Study Area Map

Occupancy Summary

On-Street

Thursday	Average Occupancy Rate	Saturday	Average Occupancy Rate
Morning (9am)	39%	Morning (11am)	39%
Afternoon (12pm)	40%	Afternoon (2pm)	33%
Mid-Afternoon (3pm)	38%	Mid-Afternoon (5pm)	36%
Evening (6pm)	42%	Evening (8pm)	39%

Table 1. Average Occupancy Rates for All On-Street Parking

The use of on-street parking is optimized when parking occupancy does not exceed 80% to 85%, meaning at least one or two parking spaces are available on each block. If this minimum level of parking availability is not maintained, drivers, as well as business owners, may perceive that no parking is available in the area. Therefore, streets that have parking occupancy of 80-85% or more are considered full. In Downtown Riverside on Thursday, the average observed on-street occupancy rate was 40% and on Saturday 37%, showing Downtown currently has sufficient on-street parking availability. While the overall on-street occupancy rates were below the 80-85% threshold, there were some street block locations that did come close to or reach capacity.

In general, there seemed to be ample parking within a short walking distance of high occupancy areas, even during the Saturday morning Farmer's Market and Saturday night near the Fox Theater. The busiest times observed for on-street parking were the evenings of Thursday and Saturday. Garages 1 and 2 were also almost at capacity around midnight on Thursdays, Fridays, and Saturdays, but the other parking garages are significantly underutilized.

Parking Garages

The utilization of Garages 1, 2, 3, and 7 varied significantly by time of day on Thursday and Saturday. Occupancy at Garage 1 was fairly consistent throughout the day on Thursday, and peaked late, around 12:00am, on Saturday night. Similarly, Garage 2 was utilized primarily on Thursday between the morning and the afternoon. Garage 2 was primarily utilized on Saturday around midnight. Garage 3 was utilized primarily on Thursday in the morning and mid-day, and on Saturday in the evening. Garage 7 was utilized primarily on Saturday in the morning and mid-day, and on Thursday in the evening.

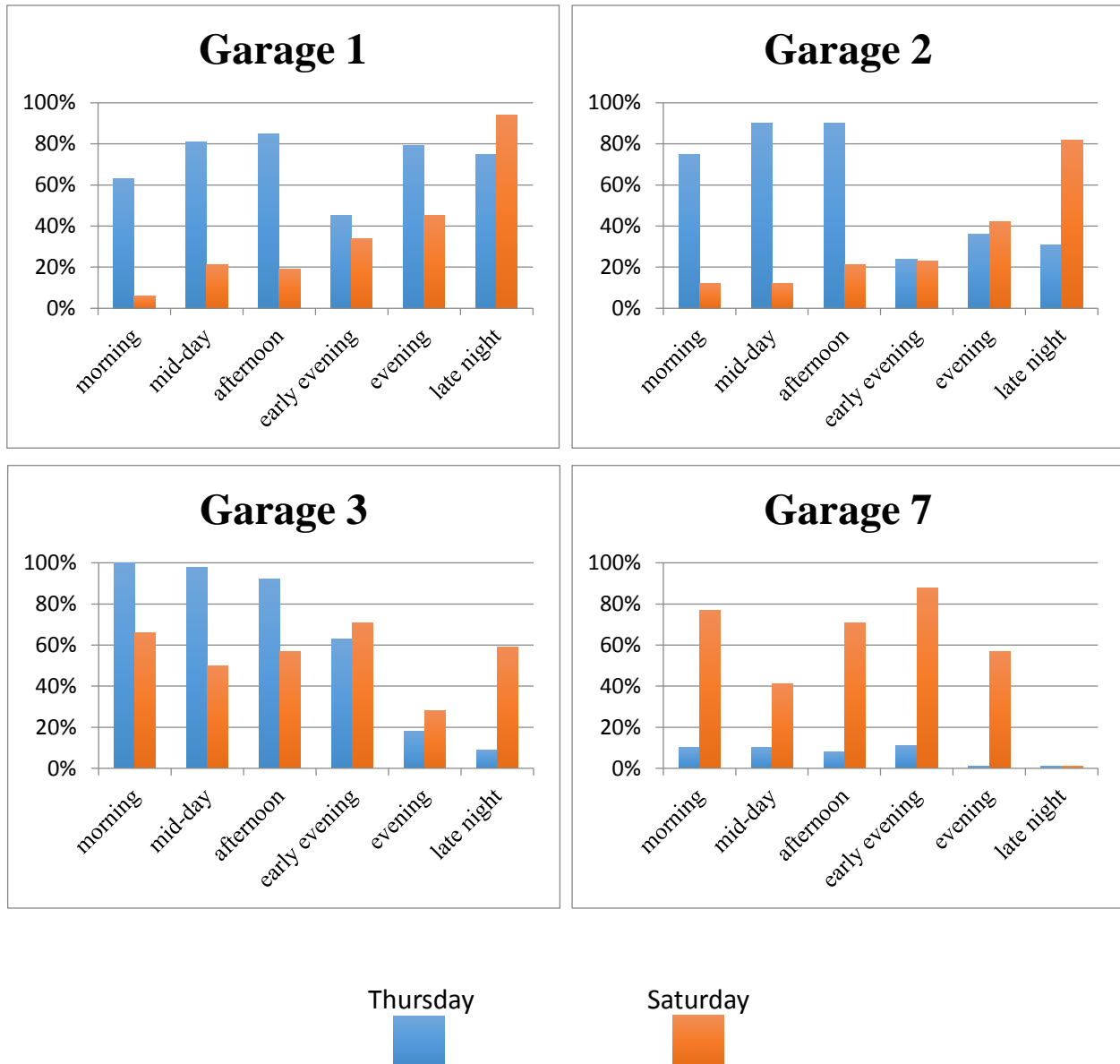


Figure 7. Garage Occupancy by Time of Day

DIXON also evaluated garage occupancy at midnight by day of week. Based on the data provided by the RDP Ambassadors for June 2016, garages are busiest at midnight on Thursday, Friday, and Saturday, but only Garages 1 and 2 approached 80% occupancy.

While Garages 1 and 2 consistently filled up around midnight, Figure 8 demonstrates that there is ample parking in the other downtown garages, including 3, 6 and 7. The availability of the other garages is important because it shows the need for improved wayfinding to direct patrons to nearby available parking. Though there is sufficient parking overall, patrons are more likely to favor Garages 1 and 2 for parking downtown around midnight because they are closest to most nighttime destinations.

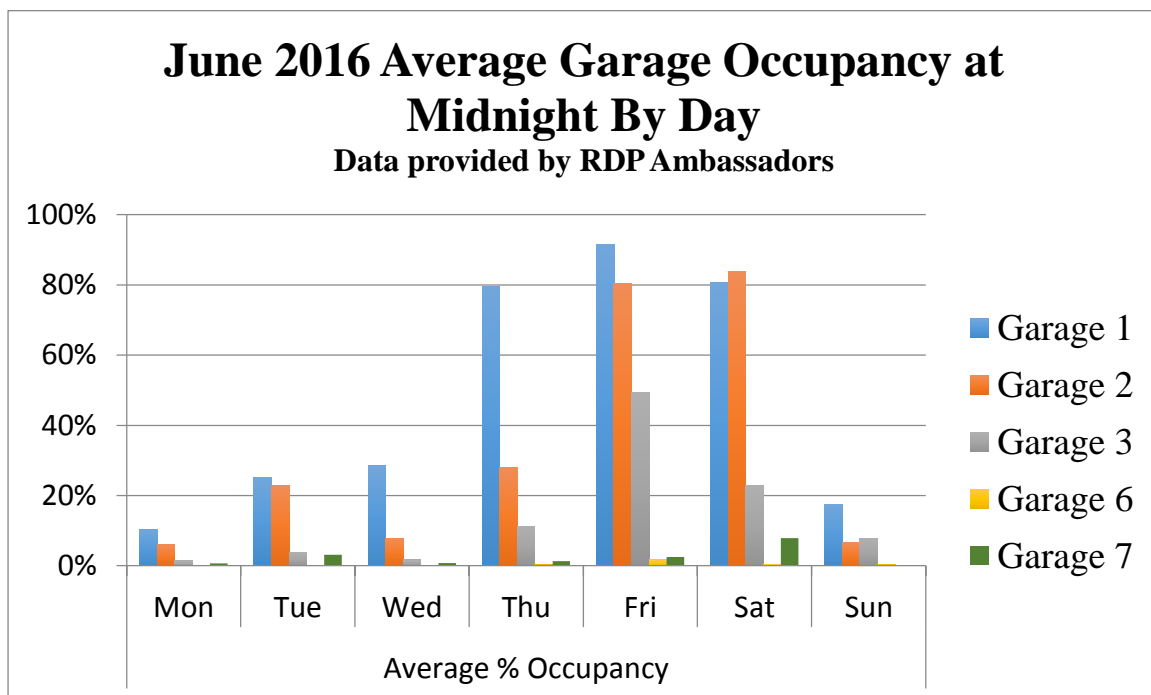


Figure 8. Midnight Garage Occupancy

Impacted Parking

When analyzing the surface lot data, it is important to consider how upcoming development projects will reduce available parking inventory by approximately 239 parking lot spaces and 102 on-street parking spaces.

- Lot 19 will be eliminated in late 2016 as well as some nearby on-street parking, due to the Chow Alley project.
- Lot 27 will be replaced with a boutique hotel in 2017, once approved by Council.
- Lot TW will be removed during Fall 2016 to make room for the Imperial Hardware Redevelopment project.
- Lot 46 will be replaced with a mixed-use project in early 2017.
- Lot 42 will be eliminated due to the Stalder Building, which will be redeveloped in early 2017.
- Riverside Transit Authority (RTA) bus stops will eliminate on-street parking in 2017 primarily along Market, University, and Lemon.

Nearby business owners are concerned about how reducing the parking supply might reduce access to their stores and reduce revenues. To address these concerns, Riverside can better manage demand for the thousands of parking spaces that remain to improve its utilization. Before closing parking lots, the City could identify nearby alternatives and notify the community of these designated areas. The City could also explore opportunities to encourage diverting long-term parkers from these locations prior to closures by offering incentives to relocate to alternate location, like Garage 7 or Lot 40. Proactive marketing steps prior to closing parking lots will help to minimize the effect on the community.

Proposed Rate Structures

While a demand-responsive model can be an effective way to increase turnover, it may deter residents and visitors from going downtown for a short visit if it is during peak hours. This is why we would suggest a tiered rate model (pay-to-stay), along with no time limits, to achieve the City's parking availability objectives. A tiered rate model essentially makes parking a nominal cost for short visits to downtown, but the cost of parking gradually increases with the amount of time parked. This can also be an effective method for encouraging longer-term visitors to park in the off-street garages, thus freeing up the more convenient on-street parking spaces.

If the City continues with the current no time limit model for on-street parking meters, as recommended, the City can experiment with different tiered rate models to ensure a premium value for a parking space in the highest demand areas. On-street rates should be increased incrementally and supported by a proactive education campaign. In addition, all on-street hours of operation should be extended until 6:00pm. The City should be prepared for a public reaction and the education campaign should focus on the benefits of the rate increase that may include future facilities, enhanced garage security and increased availability.

The initial on-street rate increase should focus in and around the Justice Center. A tiered rate model would be ideal to address long term parking at this location. The suggested on-street rate model would retain the first hour parked at \$1.50/hr. and then include a tiered increase for the subsequent time parked, which increases gradually as time passes. This rate model is based on the amount of time spent parking rather than the time of day. Effectively, the parker *pays to stay*. Regardless of the actual values chosen, the parking near the Justice Center needs to be recognized as a premium and the on-street rate needs to be increased.

Tables 2 and 3 show a suggested rate model utilizing the recommended tiered rate model format. This model does not depend on the time of day. Instead, it is based on length of time that someone parks.

Hour	Rate
1	\$ 1.00
2	\$ 1.00
3	\$ 2.00
4	\$ 2.00
5	\$ 2.00
6	\$ 2.00
7	\$ 2.50
8	\$ 2.50
9	\$ 2.50

**Daily
Max \$ 17.50**

**Table 2. Non-Justice
Center On-Street
Suggested Rate Model**

Hour	Rate
1	\$ 2.00
2	\$ 2.00
3	\$ 2.00
4	\$ 2.00
5	\$ 2.00
6	\$ 2.00
7	\$ 2.50
8	\$ 2.50
9	\$ 2.50
10	\$ 2.50
11	\$ 2.50

**Daily
Max \$ 24.50**

**Table 3. Justice
Center On-Street
Suggested Rate
Model**

Hour	Rate/Hour
1.5	\$ 1.00
0.5	\$ 1.00
3	\$ 1.00
4	\$ 3.00
5	\$ 3.00
6	\$ 3.00

**Daily
Max \$ 12.00**

**Table 4. Off Street Suggested
Rate Model (Garages)**

If the City proceeded with the recommendation to eliminate free parking in the parking garages, an escalated rate model could be introduced that offers a low rate for the initial parking time, similar to the on-street suggested tiered rate model. For example, \$1.00 for the first 90 minutes with a tiered increase for the later hours for an all day stay. This increase is an opportunity to develop a model that is appealing and accommodating but also recognizes that parking is a value asset that must be maintained and supported. Also, similar to the suggested on-street rate model, the daily maximums for all garage facilities need to be increased consistent with other Southern California cities. The rates should be established based upon location and demand. For example, Garage 7 could offer a lower daily maximum compared to the premium daily rate at Garage 3. The off-street rate outlined in Table 4 has lower daily maximums than the suggested on-street rates in order to encourage long-term parkers to utilize the garages.

Funding Strategies

Revenue Sharing structures are best used for projects that include real tangible property and/or public infrastructure. Parking systems that include equipment and parking garages are examples of projects where this structure is beneficial.

Recently, the City of Long Beach is proceeding with a public-private partnership (P3) to replace the existing Civic Center. This is a significant development in California because this type of financing method is not typically used in California for this type of project. The City will repay the cost to design, build and operate the over \$530 million project over the next 40 years at which time control of the public buildings and land will revert back to the City.¹

The City of Long Beach is contributing approximately \$11 million toward the construction costs and most of that money is derived from a lease revenue bond that will be repaid from revenues generated from a city parking garage. Additionally, the City will also add over \$30 million in sales from nearby land to private developers. It is expected that the success of Long Beach will mean greater opportunity for PPP throughout California.²

A P3 is a great opportunity for Riverside, however, in order to prepare for a PPP approach for build or replace a parking garage in Riverside, the City must implement rate adjustments, develop consistent pricing and rate increases for parking permits and standardize on- and off street parking operation policies in order to establish consistency. Without consistent performance of the parking management plan it will be difficult to forecast projections and financial impacts and therefore it may result in an undervalued asset, which is consistent with the concerns regarding the valuation of ParkChicago.

¹ *Innovative Public-Private Partnership for the New Long Beach Civic Center*, February 10, 2016, Seth Merewitz, posted by BBK Law

² *Innovative Public-Private Partnership for the New Long Beach Civic Center*, February 10, 2016, Seth Merewitz, posted by BBK Law

Recommendations Summary

The following is a brief summary of the recommendations outlined throughout this report. Any change in policy, facility, or technology should incorporate a proactive education and information community campaign.

On-Street Hardware

- Upgrade the current DPT pay station 2G modems immediately.
- The City should consider expanding on-street paid parking near/around the Convention Center and hotels.

Rates

- Continue to use a no time-limit model, supported by a tiered parking rate structure for on-street parking and surface lots.
- The initial on-street rate increase should focus on the Justice Center parking, recognizing that this area is a premium-parking zone.
- Launch a proactive education campaign to educate the public while raising rates incrementally.
- Use the meters to display the tiered rates.
- After implementing the off-street evening rate first, consider implementing an on-street evening rate later based on future evaluation.
- Assess the level of participation in the token program in the future to determine whether to limit token purchases.
- Surface lot monthly permit rates should vary based on demand and location.
- The surface lot monthly permit rate should increase by at least the same percentage as the monthly garage permit.

Garage Automation

- Manage garage access 24/7 utilizing Pay-on-Exit technology that provides monthly parkers automated gate access.
- Transition booth attendant to a customer service, security presence throughout facility.
- Require selected technology vendor(s) to provide an application program interface (API) for transmission of parking occupancy by facility.

Wayfinding

- Capitalize on the City's Raincross bell branding and ensure consistent parking signage.

- Direct drivers from the primary arteries to the entrances of parking garages, especially for Garage 7 where the entrance is difficult to locate.
- Make sure signage for Garage 6 clearly communicates public parking after 6:00pm.
- Distribute Parking Guidance System data via an application program interface while also displaying data at signs near freeway off-ramps and entrances to the downtown.
- Use a ground induction loop system with single lane counters for all entry and exit lanes in garages.
- PGA wayfinding signage should indicate parking lot status, space availability, and targeting messaging.
- Ensure the maintenance and upkeep of the PGS system, possibly through a subcontractor.
- Choose one of the three provided digital wayfinding solutions to enhance wayfinding throughout the City.
- Brand the parking garages using consistent signage throughout each location supported by a unique name and color scheme for each facility.

Monthly Permits

- Develop a long-term permit rate plan to incrementally increase permit rates annually that incorporates reduced fee options for rideshare, carpool, and public transit use.
- Eliminate reserved permit parking spaces and create a standard permit parking program with designated permit parking zones.
- Permit zones in garages should be on the upper floors.
- Permit pricing should vary by location based on demand and utilization.
- The initial permit rate for Garage 3 should not be less than \$90.00 per month.

Rates

- Gradually eliminate the 90-minutes of free parking offered in the garages and promote the current merchant validation program.
 - o The City could consider cutting the allotted free time in half to 45-minutes prior to completely eliminating the free parking.
 - o If the City wishes to continue to provide free parking, the free parking should apply to only the third or fourth hour.
 - o Implement a low rate for the first three hours of parking and escalate for the remaining time.
- Implement an escalated rate model for off-street parking based on location and demand.
- Increase daily maximum rate to be consistent with other Southern California cities.
- Implement a flat \$3.00 evening rate on Thursday, Friday, and Saturday nights after 5:00pm at off-street locations supported by automated entry and exit system.
- In the future, the City should consider limiting the amount of discounted parking that can be purchased by a business.

- Eliminate the 2-hour parking limit restriction signage in the garages.
- Consider prohibiting parking on the lower floors of garages before the start of business hours.
- Consider implementing an Evening Employee Permit Program.
- As on-street rates are increased, the off-street daily maximum should be increased as well. However, the off-street daily max should always be less than the on-street maximums.

Parking Management

- Ongoing PCR training to manage parking regulations equitably and consistently with a pro-active parking enforcement approach.
- Identify a designated location for drop-off/pick up and bus parking for special events.
- Establish a distribution model for the anticipated revenue increase. Allocate 50% to fund future parking developments, 25% for current enhancements, and 25% to support the existing operation.
- Develop city policy for regulating valet operations.
 - o Consider utilizing valet service for special events and to support the potential development growth of the City.

Zoning

- The City should not lower parking ratios requirements at this time.

Funding Strategies

- In order to prepare for a parking facility PPP, the City must first implement rate adjustments, develop consistent pricing and rate increases for parking permits and standardize on- and off street parking operation policies in order to establish consistency.