



Marketplace District Vision Plan

Downtown Metrolink HQTA
Riverside, CA

HIGH QUALITY TRANSIT AREA
PILOT PROJECT

Southern California
Association of Governments

March 2019



Riverside Marketplace HQTA - 2048 Vision

EXECUTIVE SUMMARY

Key Opportunities

- The Pilot Project Area's proximity to the Downtown Riverside Metrolink Station and to Downtown Riverside make the area accessible to major job and activity centers.
- Vacant lots and surface parking lots along major roadways have the potential for redevelopment to TOD projects and a mobility hub adjacent to the Metrolink station.
- Abandoned rail spurs could be re-imagined as a public promenade along Commerce Street.



For illustrative and visioning purposes only; the ultimate buildout will be determined through a specific plan update, further discussions with property owners, and interested developers.

Vision Plan Goals

#1: Preserve and reinforce the unique industrial character that has defined the Marketplace District

#2: Ensure access to affordable housing for residents of the Marketplace District and Eastside neighborhood

#3: Promote an environmentally-sustainable TOD district that can become a laboratory for new technologies and best practices

#4: Foster healthy and engaged residents through investments in active transportation infrastructure and programming

#5: Promote a complete streets approach that balances the needs of all users

#6: Establish a unique brand for the Marketplace District through placemaking improvements

Major Development Areas (MDA)

Major Development Areas contain clusters of complementary priority projects. An MDA phasing strategy is provided in Part 6 (Implementation).

- MD 1 Mobility Hub
- MD 2 North Park
- MD 3 Lincoln Park
- MD 4 University / Park
- MD 5 North Commerce Creative Hub
- MD 6 South Commerce

Priority Projects

Priority projects are targeted infrastructure or public realm improvements that could catalyze development and private investment in the Pilot Project Area. Funding sources for each priority project type and a priority project phasing strategy are provided in Part 6 (Implementation).

Bicycle Projects

- B 1 Mission Inn / Vine Protected Bicycle Intersection
- B 2 Mission Inn / Commerce Protected Bicycle Intersection

Pedestrian/Greening Projects

- PG 1 Transit Core Paseo
- PG 2 SR-91 Bicycle and Pedestrian Bridge
- PG 3 North Commerce Linear Park
- PG 4 North Commerce Complete Street Improvements
- PG 5 North Park Redesign
- PG 6 Riverside Canal Stormwater Management and Multi-use Path
- PG 7 12th Street Pedestrian Tunnel

Corridor Projects

- C 1 Vine Street
- C 2 Mission Inn Avenue
- C 3 Commerce Complete Street Reconstruction

Parking and Transit Projects

- PT 1 Mobility Hub and Plaza
- PT 2 Layover Facility
- PT 3 New Shared Public Parking Structures
- PT 4 Parking Management District

Constraints

MOBILITY

SR-91: SR-91 is the most significant physical feature within the Pilot Project Area, and most mobility constraints ultimately stem from the expressway and its current design. While allowing the movement of vehicles through the city, it produces significant negative impacts for local residents and workers including air pollution, noise pollution, and visual blight. In addition, it is a barrier to accessing downtown.

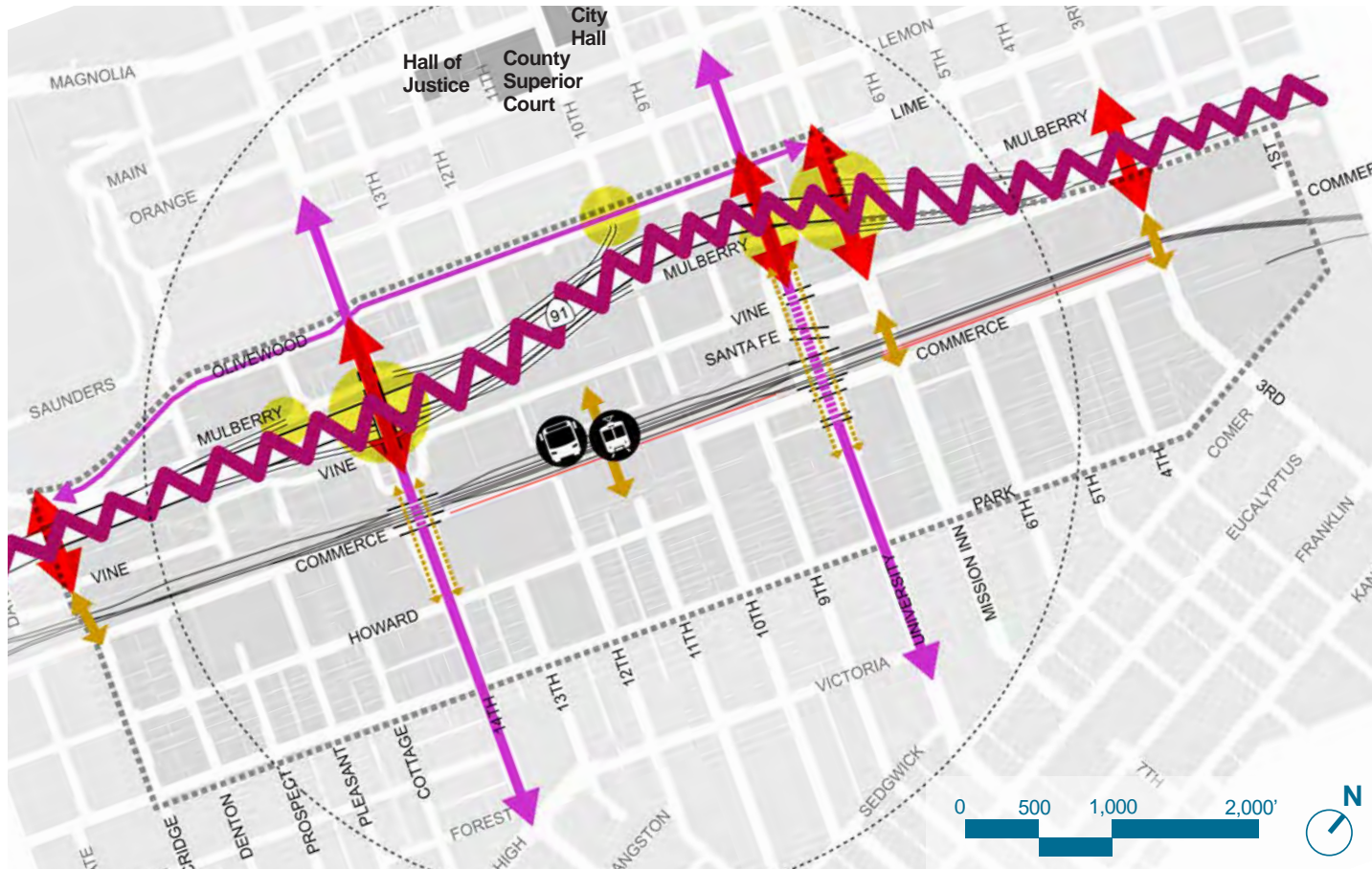
SR-91 Access: SR-91 on-/off-ramps produce traffic congestion, which can be hazardous for bicyclists and pedestrians. Poor visibility for pedestrians and bicyclists due to on-/off-ramps and highway over crossings.

Rail Corridor and Expansion: The potential expansion of rail corridor which includes two spur lines to 3rd Street, additional main line through the Pilot Project Area, and relocation of eastern platform reduces land available for redevelopment.

Vehicle-oriented Corridors: These roads have high traffic volumes and are structured to give priority to vehicle throughput over other modes. They act as barriers to cross, and are unpleasant for pedestrians and bicycles to travel along.

Limited Connectivity Across Rail Corridor: At grade crossings are located at Cridge Street, Mission Inn Avenue, and 3rd Street (solid). Pedestrian access across rail corridor at 14th Street and University Avenue are along roads depressed under rail corridor (dashed). There is a pedestrian bridge above the tracks located at Metrolink station along 11th Street corridor.

Limited Connectivity Across SR-91: Crossing SR-91 is limited to bridges at Cridge Street and 14th Street. Crossing SR-91 through freeway overpass at University Avenue, Mission Inn Avenue, and 3rd Street. Crossing SR-91 combined with freeway on-/off-ramps at 14th Street, University Avenue, and Mission Inn Avenue.



Opportunities

MOBILITY

Street Grid: The Pilot Project Area has a regular street grid with a hierarchy of street types (arterial to local) that allows easy orientation, multiple alternative routes to destinations, and the potential to reduce vehicle priority along some corridors. Parallel/perpendicular to rail corridor visual guide to Metrolink Station.

Connected Bicycle Network: Existing bicycle facilities were identified in Riverside Bicycle Master Plan (2007). Potential streets for protected/buffered bicycle facilities include Vine Street, Lime Street, Mission Inn, Commerce Street, and 3rd Street. Local streets such as 12th and 10th Streets would be good candidates for bicycle boulevards. Potential extension of Commerce Street between 10th and 12th Streets.

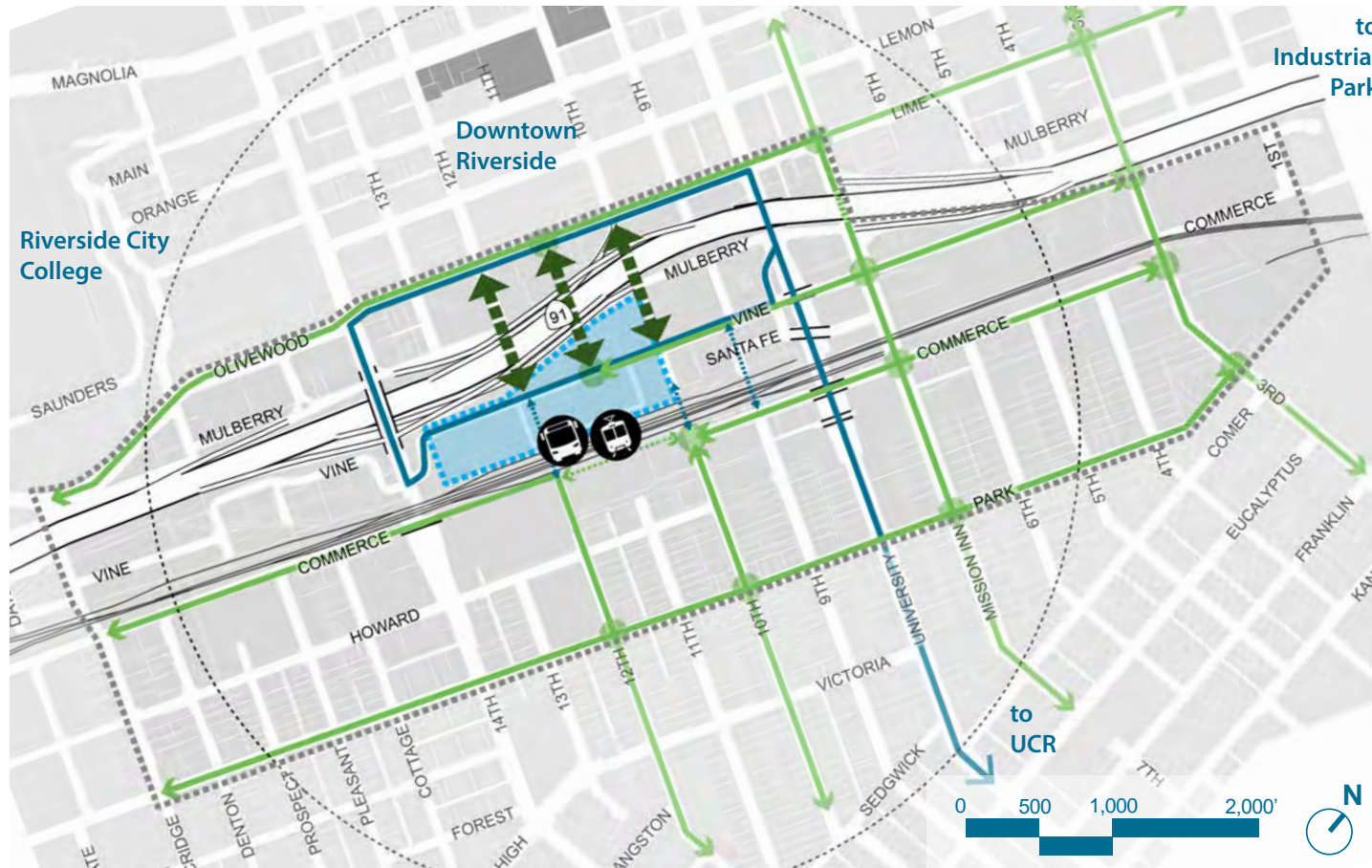
SR-91 Bicycle and Pedestrian Crossing: Multiple potential locations for an iconic bicycle/pedestrian bridge connecting Downtown Riverside to areas east of SR-91.

Transit Priority Corridors: Lime Street, Vine Street, University Avenue have potential for transit amenities (bus shelter) and priority (bus-only lanes) that raise the convenience and dignity of public transit over personal vehicle travel modes.

Transit Connectivity / Integration: Site for the potential development of a mobility hub at Metrolink Station (joint development opportunity).

Rail Corridor Crossings: Potential crossings (at-grade or undercrossing) between University Avenue and 14th Street.

Proximity to Job Centers: Downtown (west of SR-91), UC - Riverside (along University Avenue), Industrial Park (north along rail corridor), and Riverside City College are job centers that can be reached via non-vehicular transportation modes.



Opportunities

SR - 91 Pedestrian/Bicycle Bridge

The 91 Freeway presents a major barrier between the Marketplace District and Downtown Riverside. With the recent addition of a southbound flyway/offramp along the western edge of the freeway, the options for linking the two areas have become even more limited. The matrix at right explores the pros and cons of locating a pedestrian/bicycle bridge at three potential locations.

Based on this evaluation, the 11th Street option appears to be the best alignment. Further studies will be needed to explore the structural, urban design, agency coordination, and financial implications of a bridge at this location.



Alignment	Pros	Cons
12th Street	<ul style="list-style-type: none"> - Continuous path along 12th Street corridor on both sides of SR-91 	<ul style="list-style-type: none"> - Existing buildings located on both sides of 12th Street west of SR-91
11th Street	<ul style="list-style-type: none"> - Prominent visual terminus at former FMC Building - LA County property provides potential for bridge integrated with new public space and/or development - Existing pedestrian bridge across Lime Street at 11th - Center of Metrolink Platform 	<ul style="list-style-type: none"> - FMC Building breaks continuous path along 11th Street corridor across both sides of SR-91 - Highest point of SR-91 flyway off-ramp (though not significantly higher)
10th Street	<ul style="list-style-type: none"> - Continuous path along 10th Street corridor on both sides of SR-91 - LA County property provides potential for bridge integrated with new public space and/or development 	<ul style="list-style-type: none"> - Existing SR-91 southbound on-ramp located at 10th Street would need to be reconfigured

Part 3

Outreach

Input from key stakeholders was an essential component of the research and analysis presented in Part 4 (Opportunities and Constraints), and ultimately Part 5 (Vision).

A - Community Workshop

B - Stakeholder Interviews



Community Workshop

OUTREACH

Summary of Outreach

Public outreach completed for the City of Riverside HQT A Vision Plan builds upon the planning and public outreach completed for the planning documents summarized in the previous section of this document. The public outreach for this Vision Plan was aimed at the general public and stakeholders and had two primary objectives. One was to describe the Vision Plan planning process in the context of contemporary planning practices used to accomplish the overall goals and objectives of SCAG. The second was to summarize the area's previous planning efforts, and to receive feedback on these planning documents and insights into the local community. This feedback was used to develop a plan most appropriate to encourage improvement of the neighborhood and satisfy the desires of the community. This was accomplished through the specific public outreach events, summarized below and pictured to the right:

Community Workshop Wednesday, March 7th 2018; 6:30 pm - 9:30 pm; Cesar E. Chavez Community Center; 2060 University Avenue

- **Presentation:** The community meeting began with a presentation on the opportunities and constraints for mobility, land use, and urban design based on the understood existing conditions. The second part of the presentation identified areas for investment and presented potential ideas and relevant precedents.
- **Visual Preference Boards:** Visual preference boards provided images of precedent projects for the following categories: Transit-oriented Developments, Housing, Parking Structures, Industrial Buildings, and Adaptive Reuse. Postcards were provided for the public to provide feedback on individual images that were liked (or disliked) or appropriate (or inappropriate).
- **Active Transportation Improvements:** Maps of the Study Area were paired with stickers of various transportation improvements (e.g. curb extensions, lighting, etc.). Participants placed stickers on the maps where they would like to see specific improvements.
- **Lego Modeling:** Maps of the Study Area were also paired with Lego blocks of varying colors, with each color representing a different land use, which could be arranged to form different building typologies. Participants combined individual Lego blocks to indicate massing and height that would be appropriate for locations of new development.

Key Themes

No displacement; New development should look and feel like Riverside; Open to new development that improves conditions for existing residents; Connection to Downtown

Stakeholder Interviews

Summary of interviews with individual stakeholders are provided on the following pages.



Stakeholder Interviews

OUTREACH

City of Riverside - 4/11/2018

The Consultant Team facilitated a meeting with representatives from the City's Parks and Recreation, Utilities, Public Works, and Planning Departments. A short presentation of the conceptual framework plan was followed by a discussion of opportunities and considerations for the vision plan. Notes from that discussion follow:

City of Riverside Introductory Comments

- Primary goal of this project is to set up future update of Marketplace Specific Plan
- Draft update of Marketplace Specific Plan from 2010-2012 (not adopted)
- This project will set up a vision and policy document, not a regulatory framework
- Reduced car use, net-zero development, new technologies, urban and walkable neighborhoods
- The eastside focus as an arts and culture district

Utilities

- The substation will remain

Parks and Recreation

- 3 acres/1,000 residential square feet of parkland is minimum goal but Parks and Recreation would like to be more aggressive
- Riverside County has a 5 acres/1,000 res. sq. ft. of minimum parkland requirement
- Parks and Recreation is also updating the trails master plan in addition to the parks master plan
- The Municipal Code allows a developer to provide park space in lieu of paying park fees
- It is important to define parkland
- Open space can be highly programmed
- The Highline in New York and the Transbay Transit Center in San Francisco, which has a park on its roof, both are considered parkland
- Shared spaces – streets, alleys, etc.
- Demographics are key to making decisions on parkland
- Parks and Recreation envisions open space that is integrated and cohesive in its connections
- North Park as an opportunity to be enhanced; currently gated due to homeless population; parking is limited. Add amenities, retail, and active uses to perimeter. There is a potential to create a P3 to invest in and maintain park
- There is a need to think of open space creatively, with non-traditional spaces such as dog parks, wide sidewalks, parks on roof, and Wi-Fi.
- Cap and Trade points are given for various components of open space amenities such as playgrounds, basketball courts, green space (park), seats

Transportation

- The future mobility hub will hold 18 bus bays; 14 at layover site south of substation in short term with 5 at station for transfers

Economic Development

- Economic Development is touring four cities in the U.S. to investigate the components of innovation districts
- The California Air Resources Board (CARB) will bring high-paying research jobs to Riverside and they are concerned about availability of housing, restaurants and other retail in the downtown/market place area
- The City would like to attract more tech/green/clean energy businesses for its Innovation District
- Clean Tech Incubator, Green Zone (reducing greenhouse gases)
- UCR Medical School is being advanced (research opportunities)
- The City recognizes the need to upgrade infrastructure for future growth including utilities and fiber data networks as a way to incentivize and attract businesses
- The City recognizes quality of life/placemaking as a priority focus for the Innovation District and that to attract businesses they will also need to attract their staffs and their staffs' families to Riverside.
- Cap and Trade funding could be an important component

Public Health, Education, and Displacement

- Public Health is interested in knowing what the impacts will be to the existing community as it relates to gentrification and environmental justice.
- The City will be adopting anti-displacement legislation in the coming weeks.
- See Fruitvale Station in Oakland, CA as a model for anti-displacement. Since its opening the existing adjacent Hispanic population has gone down only 1% while the African-American population has gone down only 4%.
- New school facilities are needed in the Eastside community
- The challenge of homelessness in an urban environment is to treat it as a health and safety issue

Stakeholder Interviews (cont.)

Riverside County Transportation Commission (RCTC) - 3/29/2018

The Riverside Downtown Metrolink Station is owned and operated by the RCTC, including the park-and-ride lots. Parking lots are located on both the east and west sides of the Metrolink Station; location and amount of existing parking is shown in the diagram and table below.

RCTC has indicated it is a willing partner for redevelopment that includes its properties. RCTC is currently updating its joint development policy.

Additionally, RCTC is planning an expansion of freight rail tracks through the Metrolink Station, potential relocation of the eastern Metrolink Platform, and extension of two rail spurs to 3rd Street. Current plans are not available, but these expansion plans will need to be considered as part of the Marketplace Specific Plan update.

West of Metrolink Station



East of Metrolink Station



Parking Lot	# of Spaces
A	141
B	135
C	170
D	168
E	42
F	56
G	16 (Disabled Parking)
H	301
I	Pick-up / Drop-off
Total	1,029

Riverside Transit Agency (RTA) - 3/29/2018

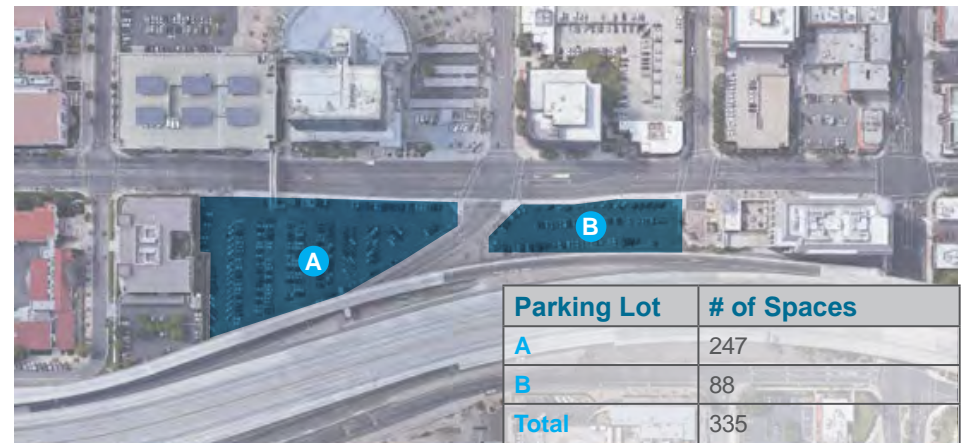
The RTA owns a vacant property west of the Downtown Metrolink Station adjacent to SR-91. This property is used as a temporary bus facility for the RTA.

RTA has indicated plans to develop a Mobility Hub on this property. This project will need to coordinate with RCTC in order to develop a project with maximum synergies for transit operations and equal to providing a quality public space for pedestrians through the design of structures and open space.



Riverside County - 3/30/2018

Riverside County owns two properties west of SR-91 along Lime Street between 10th and 12th Streets, which are used for employee parking serving Riverside County facilities in Downtown Riverside.



Parking Lot	# of Spaces
A	247
B	88
Total	335

Stakeholder Interviews (cont.)

OUTREACH

REALM - 4/11/2018

Realm is an Orange County-based developer of multi-family and mixed use housing projects. The company is currently developing Mission Lofts, a 212-unit housing development along the east side of the tracks. SCAG and the Consultant team met with the developer to learn about their perspective on transit-oriented development in the Marketplace District. The following is a summary of that discussion:

Challenges of Developing in the Riverside Marketplace area

- There are plenty of small development sites but not much where one can develop over 100 units – land assembly is critical in Riverside.
- Housing relocation specialists call developers to inquire about housing opportunities in their projects for their clients.
- Housing solutions (the need for more density/people) and placemaking (includes quiet zones/health and safety issues) are critical.

Positives of Developing in the Riverside Marketplace area

- The existing framework of local restaurants, bars and other attractive destinations in the downtown area is a good foundation.
- The historic building stock can be re-purposed.
- Opportunities for open space amenities include a linear park opportunity in the right-of-way owned by RCTC along Commerce.

Scrapworks Site(s) Phase II Vision

- 250-300 units
- Studios, 1- and 2-bedroom units
- Similar to Mission Lofts
- Primarily Multi-Family (Mission Inn Ave is a low traffic street)
- Live-work lofts
- All surface parking/Type V construction
- 500 units total between Phases 1 and 2
- Commerce corridor could become key complete street, new/innovative open space, etc.

Lessons Learned

- Learned in that context that a larger critical mass of new residents was needed to create a demand for new retail and mass transit.
- Studios are the highest demand unit type.
- Monterrey Station TOD used a 1.3 parking ratio and the Riverside Mission Lofts used a 1.4 parking ratio. REALM plans to use 1.4 for the scrapyards site but believes they can go lower due to extra parking left over in the Mission Lofts.

Ironworks Site - 3/29/2018

The City and Consultant team also met with the owners of the Ironworks site, which consists of two historic buildings between Vine Street and the railroad tracks. The owners are interested in higher density, transit-oriented development, and discussed potential land assemblages and concepts that could be feasible. The Consultant team suggested converting the Santa Fe right of way to a pedestrian paseo that connects south to the RCTC Commuter Parking lots, serving as a walkable spine for eventual development along the length of the tracks. A project on the Ironworks site and adjacent office building parking lot could be a catalyst for this pattern of development.

Other suggestions included holding farmers markets, concerts, and other events to attract attention to the area and, potentially, future investment in transit-supportive retail as the area develops.

