

## **CHAPTER 16**

# **PARKING STANDARDS**



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This Chapter presents recommendations for Downtown parking to meet future demand and also establishes the vehicle parking standards and guidelines for bicycle parking for the Downtown Specific Plan area. The Chapter is organized as follows:

- 16.1 Context
- 16.2 Parking Needs and Requirements
- 16.3 Standards for Off-Street Parking and Loading
- 16.4 Parking Strategies
- 16.5 Bicycle Parking Guidelines

## **16.1 CONTEXT**

Just prior to commencing the Downtown Specific Plan effort, Wilbur Smith Associates was hired by the City of Riverside to conduct a separate downtown parking study focusing on existing parking conditions, future parking demand and parking operations and management. The Comprehensive Downtown Parking (CDP) Study by Wilbur Smith Associates includes the area bounded by Fourteenth Street, Market Street, Third Street and Lime Street. Although the CDP study area does not correspond to either the Downtown Specific Plan area as a whole or any of its Districts, there is enough similarity to draw basic conclusions. However, it should be noted that since the CDP Study has a different focus from the specific plan, it needs to be considered as a complementary study and used in conjunction with the specific plan.

The CDP Study has identified a total of 9,658 parking spaces, of which 1,625 are on-street and 8,033 spaces are off-street. The same study identified the current peak parking demand in the study area at 6,715 spaces, indicating an overall existing surplus of parking. The off-street spaces are almost equally divided among City, County and private spaces, and 48% are available for use by the general public, while the remaining 52% are for private use or are reserved spaces. Public facilities are generally dispersed throughout the downtown area, with short walking distances between parking locations and ultimate destinations (typically only one or two blocks).

Currently, the key issues regarding parking in the downtown are as follows:

- Off-street parking demand in the downtown area is generally below capacity and there is potential to shift on-street long term parking to nearby lots and structures.
- There is a general shortage of on-street spaces for visitors and shoppers along Mission Inn Avenue and University Avenue. However, the nearby lots and structures are underutilized.
- One reason that parking lots and structures are underutilized is that they are not clearly identified and visible to the infrequent downtown visitor, including businesspersons.
- Priority tends to be given to permit/employee parking, rather than visitor parking. Permit parking is often located in the most convenient ground/lower floor locations of parking structures forcing visitors to circulate to the upper levels.
- Some parking lots are confusing in regard to whether the lot is available for public parking and whether there is a cost associated with parking.
- The older garages are intimidating and outdated with poor lighting and narrow access aisles.

- The current parking code requires parking supply for buildings to be located on-site. This is an impediment to new land uses in downtown.

The CDP Study provides an assessment of current and future conditions and the reader is, therefore, referred to the CDP Study for a detailed assessment of downtown parking.

An earlier study, Magnolia/Market Corridor Study by Moule & Polyzoides with The Mobility Group, also addressed parking in the downtown area. This study discussed and recommended a “Park Once” policy, described as follows:

“In order to enhance the effectiveness of transit and reduce the general reliance on automobiles, land uses and buildings need to be focused and concentrated into villages or neighborhood nodes. Multiple use buildings, higher population densities, and traditional village centers create walkable districts where people can meet most of their daily needs without using their cars. The principle transportation within each village or neighborhood node should be walking. By placing buildings close to the center of the district, and close to the street, people can walk between different buildings, to or from transit stops, and around the village without having to move their cars. This concept is called ‘Park Once’.”

“By establishing a Park Once program and through shared parking opportunities, the City and property owners can create fewer parking spaces yet still maintain a high number of users. If one parking spot can serve three different businesses, then the overall amount of required parking could be reduced relative to standard dispersed suburban development. On-street parking is promoted because it is often the most conveniently located, and additional parking can be accommodated in shared parking lots behind buildings in a village center. Traffic will often be reduced as well, since a high proportion of traffic in suburban style commercial areas is traffic circulating between parking spaces for visits to different buildings within the same area.”

The Magnolia/Market Corridor Study also made the following recommendations regarding parking in the “Downtown District”:

“Market Street is dominated by parking lots and parking structures and has many substandard retail and commercial activities. The City’s policy of concentrating parking on the edges of downtown needs to be re-evaluated and better dispersed. While parking uses should not face onto the major retail streets of the Raincross District, neither should parking be concentrated along streets on the edge of downtown. A more dispersed and less concentrated alternative would improve the district and better promote a Park Once program throughout the City.”

“An important aspect of a park once program is to evenly disperse parking throughout a neighborhood or district. Instead of consolidating parking structures along Market Street, they should be dispersed throughout downtown. This would mean that building code requirements should be changed to allow parking to be located off site within a certain distance from the specific use. Better-dispersed parking allows for a well-integrated Park Once approach for the City thereby promoting greater pedestrian activity and use. Retail uses should also be located at first floors of all parking structures to maintain pedestrian continuity and use.”

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## **16.2 PARKING NEEDS AND REQUIREMENTS**

The future parking supply needs for downtown will depend on the amount of new development, the demand for parking, and the requirements of the City's Parking Code.

### **16.2.1 Future Supply Needs**

The CDP Study provides an estimate of the parking needs for the development opportunities identified in Chapter 21: Implementation. This analysis indicates that the parking requirement for these projects would be in the range of 3,360 to 4,460 spaces, depending on their ultimate configuration. These estimates include adjustments for estimated shared use potential and replacement of parking spaces that would be displaced by the development projects.

The analysis also indicates that the peak demand for parking in the study area will increase from its current level of 6,715 spaces to somewhere in the range of 10,070 to 11,175 spaces. Some of this need could be accommodated by the existing surplus of supply while some will need to be accommodated by the provision of additional spaces. The CDP Study provides a detailed discussion of these needs.

### **16.2.2 Future Supply Locations**

With respect to additional parking for the development opportunity sites, parking spaces for the hotel/convention center expansion will need to be constructed in close proximity to the Convention Center. Other spaces are less location specific. A number of potential sites for new parking structures (of varying sizes) have been identified as follows and are shown in Figure 16A:

- The half-block bounded by 5th and 6th Streets, east of Market Street (development opportunity Site #3)
- The half-block west of Lemon Street, between University Avenue and 9th Street (Development opportunity Site #126). Retail uses should be emphasized along University Avenue.
- The northwest corner of Orange Street and 9th Street.
- The southwest corner of Orange Street and 9th Street
- Between Lime Street and SR-91 between 10th and 11th Streets
- Between Lime Street and SR-91 between 11th and 12th Streets

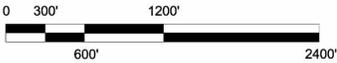
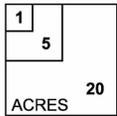
These sites should be able to provide the additional non-hotel related spaces that will be needed for the identified development opportunities. Depending on the sizes of the structures these sites could also potentially provide additional spaces.



**Figure 16A**  
**Potential Parking Structure Locations**  
 Downtown Specific Plan

**LEGEND**

- Potential Parking Structure Locations
- Downtown Specific Plan Boundary
- - - Riverside Marketplace



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### 16.2.3 Basis for Modifications to the Parking Code

Most City Parking Codes, including Riverside's current code, set out parking ratio requirements for individual stand-alone land uses. While this is appropriate for most areas of the City, it is not appropriate for downtown areas for the following reasons:

- There is much more interaction between land uses in downtown areas, as people walk from one building to another.
- There is usually more on-street parking in downtown areas. (For example, approximately 17% of the parking in downtown Riverside is on-street)
- More people ride transit to downtown because transit service (both routes and service frequency) tends to be focused on downtown
- Parking costs are usually higher in downtown, so more people rideshare.
- The peak parking demand for different uses tends to occur at different times of the day, so some parking supply can be shared by multiple uses.

Although there are a variety of land uses requiring parking in the downtown, the opportunities for shared parking between many of those uses (particularly in the Raincross District) means that fewer spaces need to be provided in total. This is supported by factual evidence from numerous cities across the country. For example, studies in downtown communities as diverse as Manhattan Beach, California; Mountain View, California; Rockville, Maryland; and Boston's Wharf, Baltimore have shown that the actual peak demand for parking ranges from 47% to 62% of the Parking Code requirements, and averages 54% of the Code requirements. The recent CDP Study of Downtown Riverside indicated that current parking demand is about 56% of the overall code requirement for the downtown area. This evidence indicates that typical Parking Code requirements do not apply in downtown areas and that if applied they will lead to a significant oversupply of parking.

Exploring this further, downtown uses can be divided into two categories. The first type - base uses - are uses that bring people downtown for long periods of the day and are the primary drivers of parking demand. Such uses include office uses that bring workers into the downtown for many hours of the day. Hotels are also base uses because guests generate a demand for parking (particularly overnight) and meeting rooms are a principal destination requiring parking. Some visitors to downtown also visit specific uses such as restaurants and retail uses, for which adequate parking needs to be provided.

The second type - other uses - are those that many people visit because they are already in downtown for another reason and they walk to these uses. These include some visitors to retail and restaurant uses. While some people will come to downtown just to visit these uses, and thus require parking, others will already be in downtown, at work or staying at a hotel, and will walk to a store or a restaurant (or from a nearby residential area) and thus will not need a separate place to park. Other uses such as cinemas and theaters, tend to create peak parking demands in the evenings and weekends and can therefore share parking when demand for office parking is negligible.

**16.2.4 Parking Requirements**

The parking requirements for new uses within the Downtown Specific Plan shall be as outlined in the following table. As discussed in the preceding section, parking requirements include allowances based on the opportunities for shared parking. In addition, parking standards envision that parking can either be provided on site or within common parking facilities through the payment of an “in-lieu” parking fee. This concept will be discussed in detail in the following section.

**Table 16A  
Parking Requirements for the Downtown Specific Plan Area**

<b>Uses</b>	<b>Raincross and Justice Center Districts</b>	<b>All Other Districts</b>
General office	1:250	1:250
Medical/Dental office	1:180	1:180
Banks	1:250	1:180
Retail	1:375	Per Zoning Code
Restaurant	1:150	Per Zoning Code
Cinema, auditorium	1:8 fixed seats	1:4 fixed seats
Motel	1:1 guest room	1:1 guest room
Hotel	1:1 guest room; ancillary uses at 50% of Specific Plan requirement	1:1 guest room; ancillary uses at 50% of Specific Plan requirement
Assembly areas and meeting rooms without fixed seats	1:50	1:30
Schools-Educational and vocational	Per Zoning Code	Per Zoning Code
Residential uses	Per Zoning Code	Per Zoning Code
Uses not listed	Per Zoning Code	Per Zoning Code

**Exemptions:** Any new uses within the confines of an existing structure which is a designated historic resource or a contributor to an historic district, as defined in Title 20 of the Riverside Municipal Code, are exempt from providing any additional parking. If an existing building is expanded, additional parking will be required to accommodate the expansion.

**Live/Work Units:** The parking requirements for live/work units in the downtown shall be based on the requirements of dwelling units only. Since live/work units are primarily for individual entrepreneurs and visitors will be minimal, visitor parking for live/work units should be accommodated by public on-street or off-street parking.

**Mixed Use Development:** The parking requirements for mixed use developments shall be calculated based on the sum of the parking requirements for each individual use. In cases of mixed residential and commercial projects, the residential parking should be separate and secured from the commercial parking spaces.

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## 16.3 STANDARDS FOR OFF-STREET PARKING AND LOADING

Refer to Chapter 19.74 of the Zoning Code and the Riverside Downtown Design Guidelines for standards for off-street parking and loading. In addition, refer to the recommendations of the Comprehensive Downtown Parking Study by Wilbur Smith Associates.

## 16.4 PARKING STRATEGIES

In order to meet future parking needs and to achieve the parking goals and policies in Chapter 3: Vision, Goals and Policies, a comprehensive parking management strategy is needed. In addition to recommendations contained in the CDP Study by Wilbur Smith, a coordinated, comprehensive parking strategy should include the following:

1. Rehabilitation of the existing public parking structures to enhance their appearance, visual appeal and ease of use.
2. Improvement of “wayfinding” signage that identifies public parking lots/structures and provides directions to them.
3. In public garages, placement of reserved parking areas for long-stay users on the upper levels and retention of lower levels for short-stay visitor parking.

These recommendations are intended to address previously identified problems of poor visibility and access and poor aesthetics/convenience of existing parking garages, particularly for visitor parking.

4. Periodical review of the parking requirements of the Specific Plan.

As stated earlier, parking requirements are based on the opportunities for shared parking to support the “park once” concept and to avoid the oversupply of parking in the downtown. It is important to periodically review parking requirements to ensure that they continue to be balanced and equitable.

5. Provision of “in-lieu” parking fees for new development as an alternative to providing some or all of the required parking. These fees can be used by the City to finance off-street public parking facilities.

This will provide for greater flexibility for both developers and the City. Rather than requiring new developments to build their own parking on-site, this provides an option of paying an in-lieu fee to the City instead. Funds collected from in-lieu fees would be placed in a parking fund to finance the construction of strategically located parking facilities, which support shared parking and the “park once” concept. Typically, fees are set below the likely cost of constructing all the required parking on-site, but are sufficient to pay the appropriate share of construction. This

would typically be about 50 to 75% of the cost of constructing all required spaces on-site. A simple methodology to determine the “in-lieu” fee will need to be adopted. In order to stay ahead of demand, it is important that at least one new, strategically located parking structure be built in the near term.

6. Create a Downtown Parking District to own/manage the public parking supply. This would include the existing supply (lots and garages), as well as new public supply. It would also include all on-street parking.

There would still be independent private lots/garages within the downtown. The Parking District could include only City facilities, although other public facilities (e.g. County) could be included through cooperative agreements. The parking district would manage/operate existing parking, set parking rates, and build new parking. Parking revenues from public facilities, as well as in-lieu parking fees, would flow back to the Downtown Parking District to fund ongoing operation and new construction where possible. This approach allows for a more coordinated and efficient management of parking in the downtown and facilitates shared use parking. The CDP Study includes a detailed discussion of a parking management strategy.

7. Channel parking revenues (on- and off-street) directly back to the Downtown Parking District to fund ongoing operations and new construction where possible.
8. Encourage greater use of transit, bicycling and walking, as well as ridesharing, telecommuting and alternative work schedules, to reduce overall parking demand.
9. Electric vehicle charging spaces should be required within new parking garages (public or private). Those should be placed in a priority/convenient location, along with spaces reserved for alternative fuel vehicles.
10. Develop a parking strategy for the Almond Street District that develops opportunities for public and shared use parking.

Such a parking strategy is needed to address the specific parking needs for the Almond Street District due to on-going and future adaptive re-use of buildings in an area that also includes residential and school uses. While parking structures are not envisioned in this area, shared parking lots may be a viable option.

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## **16.5 BICYCLE PARKING GUIDELINES**

All uses that are subject to Design Review are encouraged to provide bicycle parking in conformance with the following guidelines:

### **16.5.1 Multi-family Residences**

Every residential use of 10 or more dwelling units should provide at least one sheltered bicycle parking space for each dwelling unit. Sheltered bicycle parking spaces may be located within a garage, storage shed, basement, utility room or similar area. In those instances in which the residential complex has no garage or other easily accessible storage unit, the bicycle parking spaces may be sheltered from sun and precipitation under an eave, overhang, an independent structure, or similar cover.

### **16.5.2 Parking Lots**

All public and commercial parking structures should provide a minimum of 20 bicycle parking spaces.

### **16.5.3 Schools**

Elementary and middle schools, both private and public, should provide one bicycle parking space for every 10 students and employees. High schools should provide one bicycle parking space for every 5 students and employees. All spaces should be sheltered under an eave, overhang, independent structure or similar cover.

### **16.5.4 Colleges and Vocational Schools**

Colleges and vocational schools should provide one bicycle parking space for every 10 motor vehicles, plus one space for every dormitory unit. Fifty percent of the bicycle parking spaces should be sheltered under an eave, overhang, independent structure, or similar cover.

### **16.5.5 Commercial Development Greater than One Acre**

Commercial development greater than one acre in size should provide one bicycle parking space for every 20 vehicle parking spaces. There should be a minimum of 10 bicycle parking spaces.

### **16.5.6 Mixed-Use Development**

Bicycle parking for mixed-use development should be calculated by using the total number of vehicle parking spaces required for the entire development. A minimum of one bicycle parking space for every 10 vehicle parking spaces is recommended.

**16.5.7 Raincross District**

Within the Raincross District, bicycle parking for customers and employees should be provided along the street at a rate of at least one space per use. Individual uses may provide their own parking or spaces may be clustered to serve up to six bicycles. Bicycle parking spaces should be located in front of the stores along the street, either on the sidewalks or in specially constructed areas such as pedestrian curb extensions. Inverted “U” style racks are recommended. Bicycle parking shall not interfere with pedestrian passage, leaving a clear area of at least 48 inches between bicycles and other existing and potential obstructions. Customer and employee bicycle parking spaces may or may not be sheltered.

**16.5.8 Exemptions**

These guidelines do not apply to single family dwelling units.

**16.5.9 Location and Design**

Bicycle parking should be located conveniently to both the street right-of-way and at least one building entrance. It should be incorporated whenever possible into building design and coordinated with the design of street furniture when it is provided.

**16.5.10 Visibility and Security**

Bicycle parking should be visible to cyclists from streets, sidewalks or building entrances so that it provides sufficient security.

**16.5.11 Options for Storage**

Bicycle parking for long-term and employee parking can be met by providing a bicycle storage room, bicycle lockers, racks or other secure storage space inside or outside of the buildings.

**16.5.12 Lighting**

Bicycle parking should be at least as well lit as vehicle parking for security.