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Downtown Parking and Circulation Policy

Portland (Or.). City Planning Commission

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DOWNTOWN PARKING
AND
CIRCULATION POLICY

Recommended

by

Portland City
Planning Commission

October 10, 1974

DOWNTOWN PARKING AND CIRCULATION POLICY

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PARKING AND CIRCULATION POLICY

FOR

DOWNTOWN PORTLAND

FINAL DRAFT

Recommended by Portland City Planning Commission, October 10, 1974

WHEREAS, the City has undertaken a Downtown Plan that provides guidelines for development and redevelopment, that calls for public as well as private improvements, and establishes policies that will otherwise enhance the quality of downtown, and,

WHEREAS, the City Council desires to provide the parking and circulation elements necessary to complete the Downtown Plan and to provide guidelines and incentives for development of efficient, adequate and convenient parking, which supports the goals and guidelines of the Downtown Plan and encourage desirable land use, zoning goals and policies, and

WHEREAS, the City intends to encourage the improvement of public transportation services to downtown, to thereby accomplish a reduction in the need for parking in this concentrated area of the region, to separate public transportation routes and pedestrian and bicycle ways from automobile traffic to the extent feasible, to improve the efficiency and convenience of parking access through the encouragement of identifiable concentrations of short-term parking throughout the downtown and particularly in support of the retail core, and to reduce the necessity for through traffic to use downtown streets, and,

WHEREAS, the City Council intends to improve air quality in downtown in order to protect public health, welfare and safety and to meet requirements of the Federal Clean Air Law of 1970, now, therefore, be it

RESOLVED, that the City Council adopts the following Downtown Parking and Circulation Policy:

Section A. Definition of Downtown

For the purposes of this policy downtown is defined as the area enclosed by the west bank of the Willamette River, the Broadway Bridge and Broadway Ramp, Hoyt Street, Stadium Freeway and Marquam Bridge, as indicated on the accompanying map, Exhibit I.

Section B. Limit on Total Number of Parking Spaces

1. At the end of any quarter of any year the total number of parking spaces available for use in downtown will not be permitted to exceed 39,500, which has been established by survey as the approximate number of spaces existing as of May 29, 1973.
2. New parking spaces for residential and hotel uses are exempt from this limit.
3. Periodic review of the maximum number of parking spaces available for use in downtown is to be undertaken at intervals not to exceed three

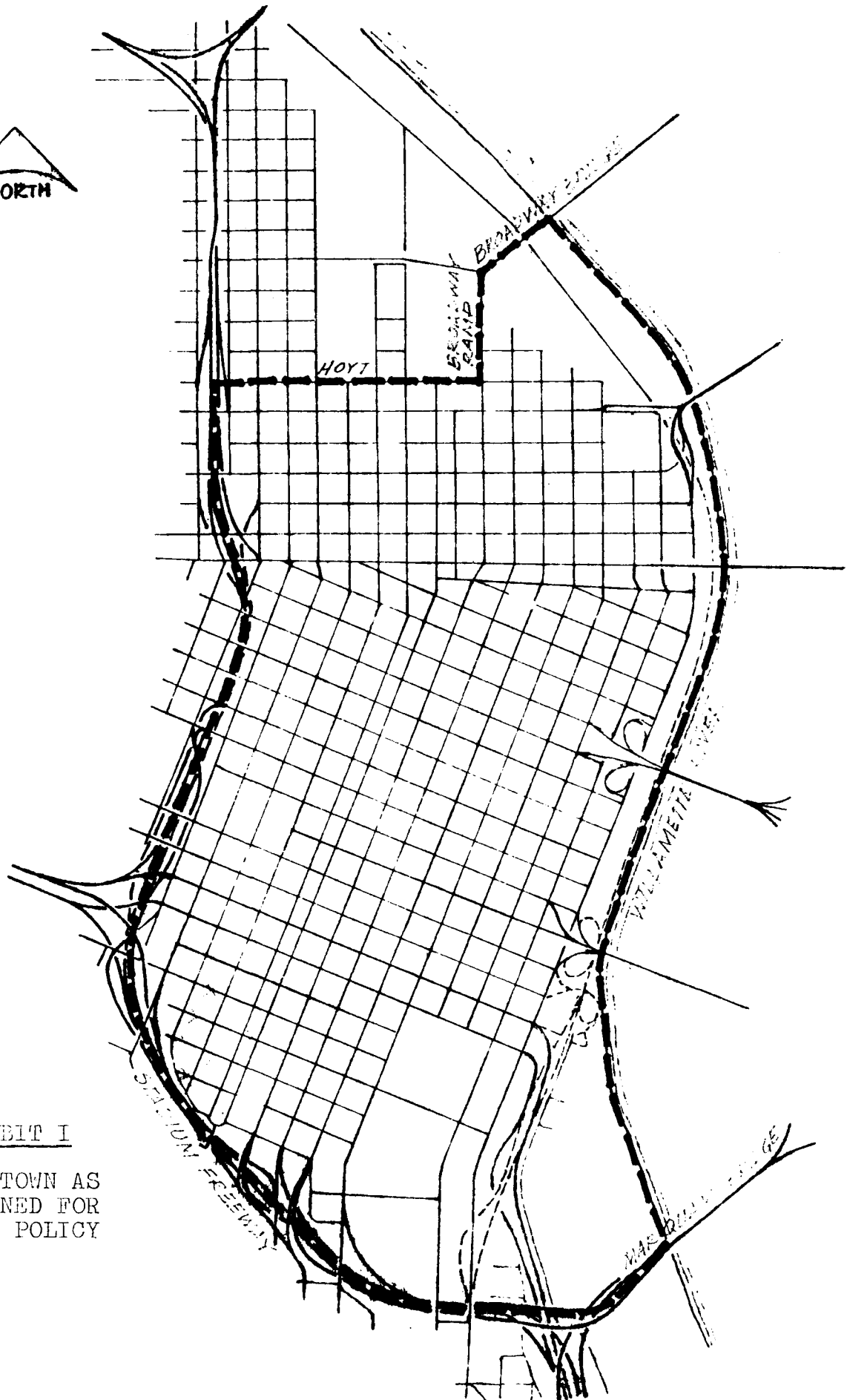


EXHIBIT I

DOWNTOWN AS
DEFINED FOR
THIS POLICY

years and shall be made by the Bureau of Planning. The review shall be based upon traffic conditions, air quality and other factors related at that time to the maximum number of parking spaces.

Section C. Parking Sectors

For the purposes of this policy, downtown is divided into six parking sectors by boundaries on the centerlines of West Burnside, Main Street and Fifth Avenue, as indicated on the accompanying map, Exhibit II.

Section D. Allocation of Parking Spaces to Parking Sectors

1. As a general guide for public and private action, the following sector allocations, which are based on a combination of existing spaces, possible future parking needs, anticipated improvements of public transportation services, and likely possibilities for the development of new parking structures, are suggested as goals to be approached by the year 1990.

<u>Parking Sector</u>	<u>Parking Space Allocation</u>
1	3,500
2	2,500
3	10,000
4	7,500
5	7,000
6	9,000
Total	<u>39,500</u>

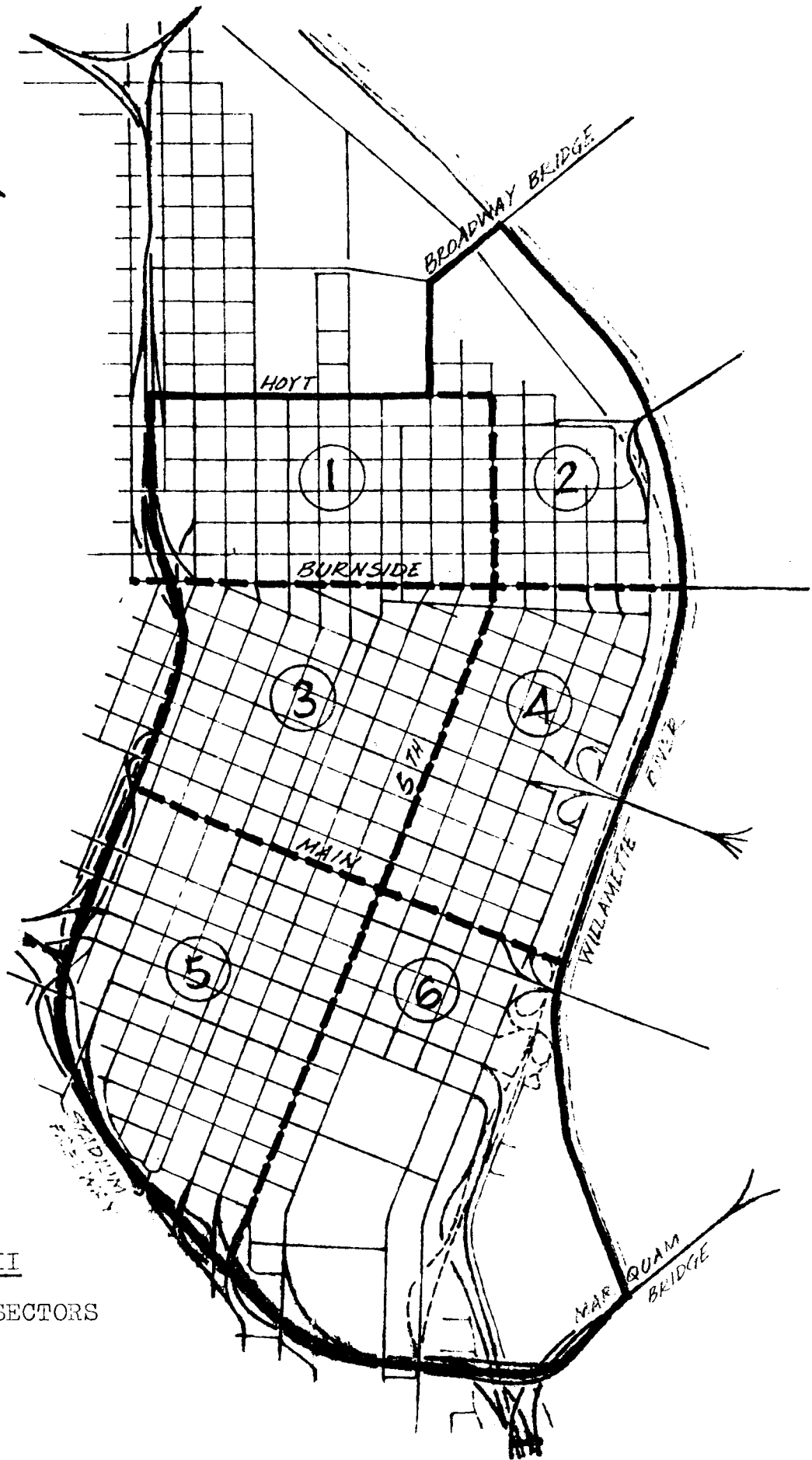


EXHIBIT II

PARKING SECTORS

2. New parking spaces for residential and hotel uses are exempt from the parking sector allocations.
3. Periodic review of parking sector allocations is to be undertaken at intervals not to exceed three years.

Section E. Additional Development Areas

1. Two development opportunity areas near the perimeter of downtown were not originally considered within the boundary previously established by DEQ, within which no net increase would be allowed beyond the total number of parking spaces existing as of May 29, 1973. These two areas are:
 - (a) the Union Station and Railyard area in Sector 2, between the Broadway and Steel Bridges and east of Union Station, and
 - (b) the South of Downtown Waterfront area in Sector 6 between the Hawthorne and Marquam Bridges and east of Harbor Drive.
2. In order to provide a comprehensive parking policy for downtown, this policy includes these two additional areas as integral parts of downtown.
3. Parking spaces required for future development in these two additional areas shall be allowed in addition to the 39,500 spaces for downtown established in Section B of this policy, and in addition to the

parking space allocations for the individual parking sectors in which these areas are located.

4. The amount of parking to be allowed in these two additional areas shall be determined in accordance with the applicable sections of this policy.
5. Any parking allowed in these additional areas shall be subject to an environmental impact assessment, approval by DEQ as to conformance with adopted clean air guidelines, and a demonstration that the development with which the parking would be associated will be in conformance with the goals and guidelines of the Downtown Plan.

Section F. Peripheral Zone Outside Downtown

1. The city recognizes that sections of this policy could result in undesirable affects on land use in areas peripheral to downtown.
2. The city therefore intends to seek means to reduce the pressures for new off-street parking in areas immediately adjacent to downtown.

Section G. Classification of Parking Facilities

For the purpose of this policy, parking facilities in downtown are classified as follows:

1. Private-Use Parking Structures:
Off-street parking structures which contain only private-use parking spaces. Private-use

parking spaces are for the exclusive use of designated persons, usually tenants or visitors of a specified building, or for the exclusive use of designated vehicles.

2. Public-Use Parking Structures:

Off-street parking structures which contain any public-use parking spaces. Public-use parking spaces are spaces in which any visitor to downtown may park, regardless of his specific destination or the specific purpose of his trip.

3. Surface Parking Lots:

Off-street parking in open lots at ground level, or uncovered parking below ground level.

4. Curb Parking:

Parking at the curb on public streets.

Section II. Private-Use Parking Structures

1. A new parking structure which is proposed as part of a new development, and in which the parking spaces will be only for private use by occupants or visitors of the new development, may be approved, subject to other applicable sections of this policy, provided that the number of parking spaces in the

structure does not exceed the number indicated by the following schedule of maximum parking-space ratios.

Maximum Parking-Space Ratios for
Parking Spaces in Private-Use Parking Structures

Development Type	Spaces per 1,000 square feet of Gross Floor Area, or per Habitable Unit
Residential	1.00 per Dwelling Unit
Hotel	1.00 " Rentable "
Retail	1.00 " 1,000 sq. ft.
Office	1.00 " " " "
Medical	1.50 " " " "
Educational	1.00 " " " "
Cultural/Entertainment	0.25 " " " "
Manufacturing/Wholesale	0.70 " " " "

2. New buildings may be constructed without parking spaces, or with fewer parking spaces than indicated by the parking-space ratios listed in paragraph 1, above.
3. A developer/applicant may choose to build a public-use parking structure instead of a private-use parking structure, in which case one public-use structure may contain the same number of parking spaces for private use that would have been allowed

for a private-use structure. Approval of the public-use structure would be subject to the conditions stated in Section I of this policy.

4. The developers of two or more new development projects may pool their private-use parking spaces within one public-use parking structure.
5. The parking-space ratios listed in Paragraph 1, above, are to be reviewed periodically by the Bureau of Planning. at intervals not to exceed three years.

Section I. Public-Use Parking Structures

1. New public-use parking structures may be approved, provided that:
 - (a) the proposed structure has at least 300, convenient public-use parking spaces in addition to any private-use spaces the structure may contain.
 - (b) the number of private-use spaces, if any, is in conformance with Section H, paragraph 1, of this policy,
 - (c) there is an agreement between the City and the owner of the proposed structure that within the public-use parking spaces, long-term parking shall be encouraged to locate at the tops levels of the structure, the

number available for long-term or "all-day" parking may be reduced in the future, and the number available for short-term parking may be increased, in accordance with a program of parking changes to be prepared by the Bureau of Planning, based on a continuing assessment of public transit availability and current parking needs in downtown. and

- (d) the proposed structure complies with the other applicable sections of this policy, including the limit on total parking spaces downtown (Section B), the allocation of parking spaces to parking sectors (Section D), and the limitations on location of access (Section R).

2. A new, public-use parking structure may be built for any of a number of purposes, provided that the proposed structure complies with the requirements in this section of the policy. Purposes may include, for example, (a) construction by an individual developer as an alternative to a private-use parking structure, (b) construction by two or more developers for the purpose of pooling their parking services within one facility, or (c) construction by a commercial parking operator for the purpose of serving general public-use parking needs in the general vicinity of the structure.

- (3) In order to encourage the development of easily identifiable clusters of short-term parking in support of the retail core, public-use parking structures located close to the retail core will be given a prior claim on the first 1,000 spaces removed by public action in parking sectors 3 or 4. Proposals consistent with the intent of this paragraph must meet the following conditions:

- (a) Structures must include at least 300 spaces.

- (b) Short-term spaces for public use must comprise at least 80% of all spaces in the structure.
- (c) Structures must be within the area bounded by Oak, Taylor, 2nd, and 11th.
- (d) The proposed structure must meet all other applicable sections of this policy.

Section J. Surface Parking Lots

1. The City Code shall be amended to remove surface parking lots from the list of uses permitted downtown.
2. Existing surface parking lots shall constitute non-conforming uses, except for the following private-use parking facilities:
 - (a) On-site parking for residential development.
 - (b) On-site parking for industrial development in parking Sector 1.
 - (c) On-site parking for other development in low density areas of downtown where such surface parking does not result in more than 24 parking spaces in that city block in which the parking is located.
3. New surface parking lots may be allowed for the following private-use parking:

- (a) On-site parking for residential development
 - (b) On-site parking for industrial development in parking Sector 1.
 - (c) On-site parking for other development in the low density areas of downtown where such surface parking will not result in more than 24 parking spaces in that city block in which the parking is located. The maximum allowable parking-space ratio for such development is 0.60 parking spaces per 1,000 square feet of land area up to a limit of 24 total spaces per city block.
4. New surface parking lots for purposes other than those stated in paragraph 3, above, may be allowed temporarily and by revocable permit only where it is demonstrated adequately that the use of the property for surface parking will contribute substantially to the goals of the Downtown Plan. Generally, these surface parking lots shall not exceed 20 spaces.
5. Revocable permits shall be granted for a period not to exceed two years, except where it is demonstrated that provision of a longer time period will contribute substantially to the goals of the Downtown Plan, in which case, a longer time certain will be specified.
6. Revocable permits for surface parking lots shall be continued or revoked in accordance with a program for the orderly removal of such surface parking

lots, which program shall be based upon plans for the construction of new parking structures, upon the availability of public transit services, and upon opportunities to encourage development in accordance with the goals and guidelines of the Downtown Plan. The program shall be prepared by the Bureau of Planning for the review and approval of the Planning Commission and the City Council. The program shall be revised and updated continuously as new parking proposals are approved.

Section K.. Curb Parking

1. A program of curb parking removal will be carried out in accordance with the previously adopted transportation control strategy to improve air quality.
2. Additional curb parking spaces on designated traffic access streets will be removed, as required, to improve traffic flow, to reduce circulation of traffic in search of parking and to remove spaces that are replaced by parking in new off-street parking structures.
3. Curb parking spaces may also be removed for other reasons including improvement of the environment within "traffic free" areas designated in the Downtown Plan; specifically, to improve pedestrian circulation by reducing pedestrian-vehicle conflicts, to reduce congestion, to reduce noise,

and to improve the visual image and quality of special districts such as the Retail Core, Skidmore Fountain Historic District, and Waterfront.

Section L. Credits for Existing Parking Spaces

In determining the number of allowable parking spaces for new developments, credit will not be assigned automatically for on-street or off-street parking that is removed as part of the new development project.

Section M. Parking Duration

1. It is the intent of this policy to encourage an increase in the number of short-term parking spaces convenient for shoppers and other visitors in downtown, particularly in the areas immediately adjacent to the retail core.
2. It is also the intent of this policy to reduce the need for long-term, or "all-day", parking spaces for downtown employees by encouraging expansion and improvement of public transit services.
3. Furthermore, it is the intent of this policy to encourage a continuing and orderly conversion from long-term to short-term use of parking spaces in downtown parking facilities and it is recognized

that such a program must be related also to parking in areas outside downtown. In support of this intent, the Bureau of Planning is requested to prepare suggestions for Council consideration on a program to accomplish an orderly conversion of long-term parking, including possible and appropriate methods whereby some aspects of the program could be extended to the other areas of the city and the entire metropolitan area.

Section N. Functional Classification of Streets

1. The following indicated street classifications are not intended to be a plan. Any proposed changes or improvements to downtown streets will require: (I) review by the City Planning Commission with the advice of the downtown business community, the public, appropriate City staff including the City Traffic Engineer and (2) approval by the City Council. Further, the indicated classifications will be reviewed by the City Planning Commission at intervals not to exceed three years.
2. The reasons for establishing a functional classification of downtown streets are:
 - (a) to clarify the major traffic access system, with specific reference to designation of appropriate locations for access to off-street parking facilities,
 - (b) to hold open for future improvements other streets which appear appropriate as routes for the movement of people by public transit, pedestrian walkways, and bicycles.
3. The functional street classifications are as follows:
 - (a) Traffic Access Street,

(b) Non-automobile oriented street, and

(c) local service street.

Section O. Traffic Access Streets

1. Traffic access streets are intended to become the principal downtown routes for automobile traffic. Their primary function will be to provide direct and efficient access to parking, particularly to public-use, off-street parking.
2. Effective signing will be placed on these streets to direct traffic to public-use, off-street parking structures. The signing system will indicate when a parking structure is filled.
3. Service to traffic circulating within downtown is a secondary function of these streets.
4. Decisions on design treatment and traffic operations on traffic access streets will give preference to access traffic rather than to through traffic. Through traffic will be encouraged to bypass downtown as a matter of policy. In support of this policy it is intended that:
 - (a) the City will actively pursue a program of improvements for road connections outside downtown in order to reduce the need for through traffic to use downtown streets and
 - (b) the downtown streets will not be improved in such a way as to increase through traffic. Through traffic is defined as that traffic in downtown which has both its origin and destination outside downtown.

5. Streets classified as traffic access streets are listed below and are also indicated on the accompanying map, Exhibit III

North-South Streets:

Harbor Way between Marquam Bridge and Jefferson Street.
Front Avenue between Stadium Freeway and Taylor Streets.
Front Avenue between Stark Street and Broadway Bridge.
First Avenue between Stadium Freeway and Clay Street.
Second Avenue between Salmon and Oak Streets.
Third Avenue between Salmon and Glisan Streets.
Fourth Avenue between Stadium Freeway and Glisan Street.
Broadway between Stadium Freeway and Broadway Bridge.
Tenth Avenue between Market and Hoyt Streets.
Eleventh Avenue between Market and Glisan Streets.
Twelfth Avenue between Stadium Freeway and Market Street.
Thirteenth Avenue between Montgomery Street and West Burnside.
Fourteenth Avenue between Stadium Freeway and Hoyt Street.
Fifteenth Avenue between Everett and Glisan Streets.

East-West Streets:

Harrison Street between Broadway and Front Avenue.
Clay Street between Sunset Freeway and Front Avenue.

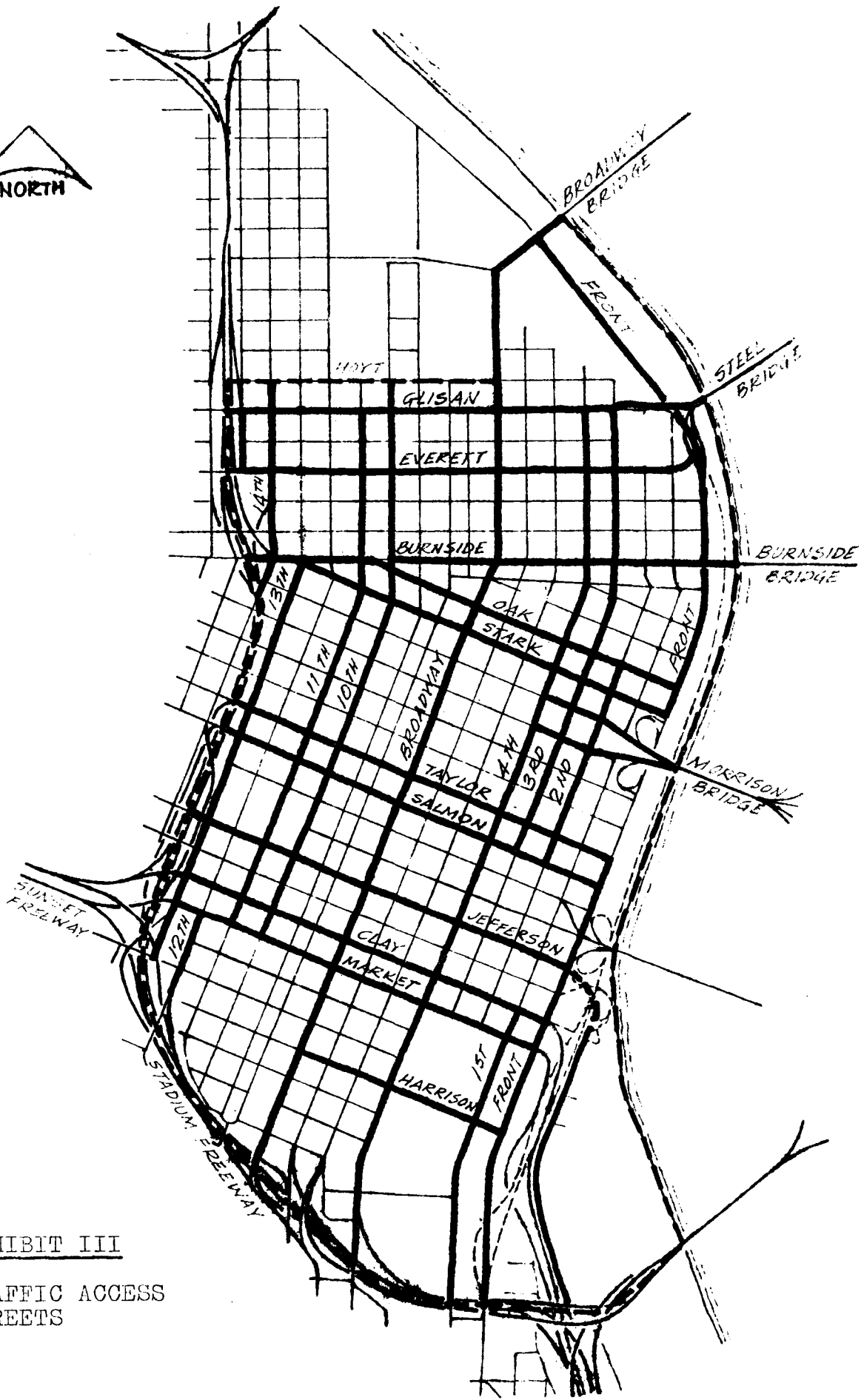


EXHIBIT III

TRAFFIC ACCESS
STREETS

Market Street between Sunset Freeway and Front Avenue.
Jefferson Street between Stadium Freeway and Front Avenue.
Taylor Street between Stadium Freeway and Front Avenue.
Salmon Street between Stadium Freeway and Front Avenue.
Washington Street between Fourth Avenue and Morrison Bridge.
Alder Street between Fourth Avenue and Morrison Bridge.
Oak Street between Burnside Street and Front Avenue.
Stark Street between Burnside Street and Front Avenue.
West Burnside between Stadium Freeway and Eleventh Avenue.
West Burnside between Tenth Avenue and Burnside Bridge.
Everett Street between Stadium Freeway and Steel Bridge.
Glisan Street between Stadium Freeway and Steel Bridge.

Section P. Non Automobile Oriented Streets

1. It is the intent of this policy to protect non-automobile oriented streets from further development of automobile-oriented facilities which require access to new parking.
2. Non-automobile Oriented Streets are those streets which may become public transit, pedestrian or bicycle routes in the future, subject to on-going public transit, pedestrianway and bicycle pathway planning and implementation. The actual design

and future use of these streets, and the degree to which automobile traffic may be limited on them will be determined by future planning and design studies.

3. The following streets are classified as non-automobile oriented streets, and are indicated on the accompanying map, Exhibit IV.

North-South Streets

Front Avenue between Taylor and Stark Streets.

First Avenue between Clay and Glisan Streets.

Second Avenue between Market and Salmon Streets.

Third Avenue between Market and Salmon Streets.

Fifth Avenue between Stadium Freeway and Hoyt Street.

Sixth Avenue between Stadium Freeway and Hoyt Street.

Eighth Avenue between Ankeny and Hoyt Streets.

Park Avenue between Stadium Freeway and Hoyt Street.

Ninth Avenue between Stadium Freeway and Stark Street.

Twelfth Avenue between Market and Hoyt Streets.

East-West Streets:

Hall Street between Fourth Avenue and Broadway.

Montgomery Street between Fourth Avenue and Broadway.

Columbia Street between Stadium Freeway and Front Avenue

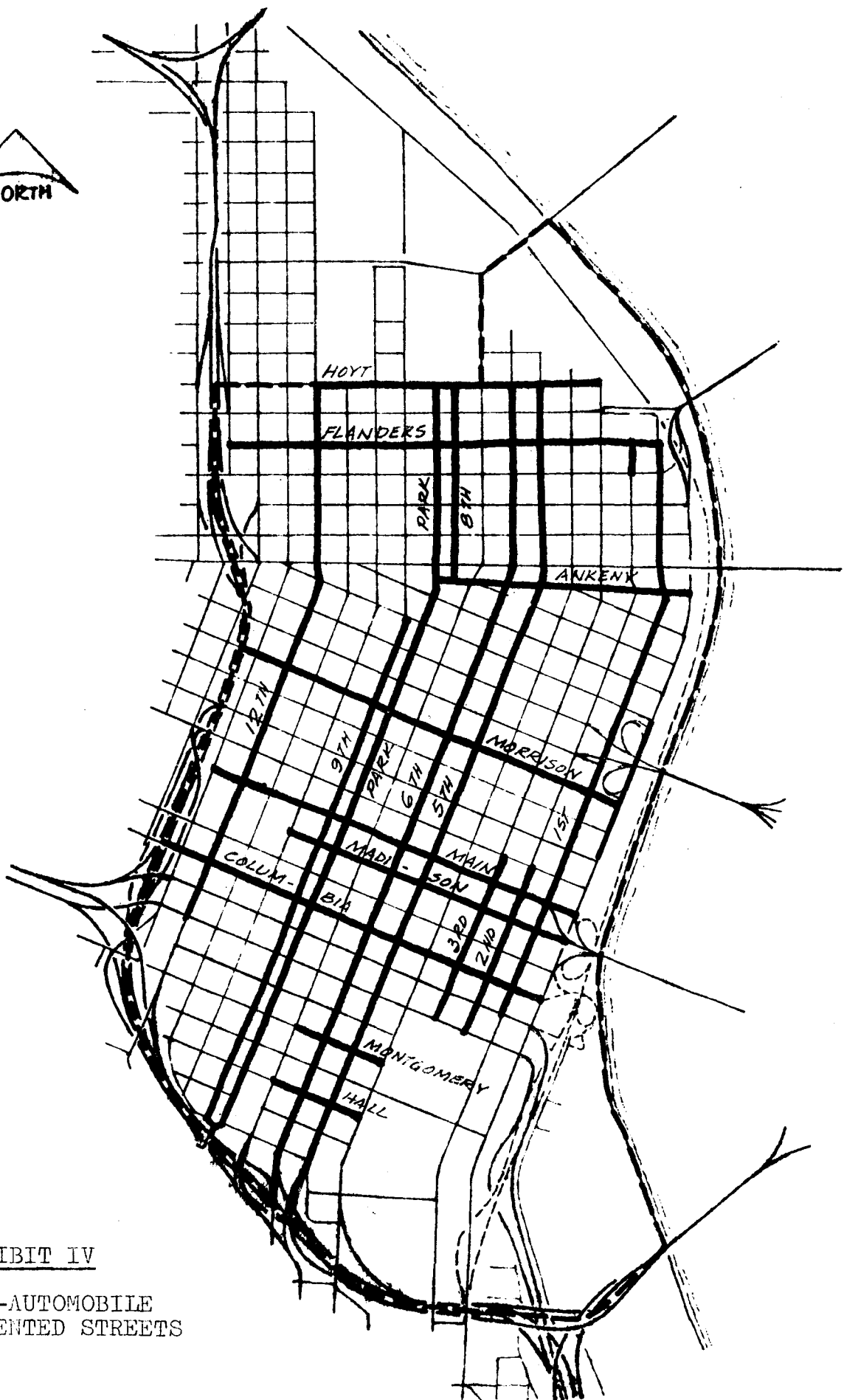


EXHIBIT IV

NON-AUTOMOBILE
ORIENTED STREETS

Madison Street between Ninth Avenue and Hawthorne Bridge

Main Street between Thirteenth and Front Avenues.

Morrison Street between Stadium Freeway and Front Avenue

Ankeny Street between Park and Front Avenues.

Flanders Street between Fifteenth and Front Avenues.

Hoyt Street between Twelfth and Third Avenues.

Section Q. Local Service Streets

1. Local Service Streets are intended to serve local circulation, access and service requirements, including possible curb parking, possible access to off-street parking and loading facilities, and may also provide pedestrian and bicycle services.
2. The operation of local service streets is to be fitted to individual local requirements and may vary in different periods of the day or week.
3. The remaining streets in downtown that are not classified as traffic access streets or as non-automobile oriented streets are hereby classified as local service streets and are indicated on the accompanying map, Exhibit V.

Section R. Access to New Parking Facilities

1. Access to new parking facilities will not be

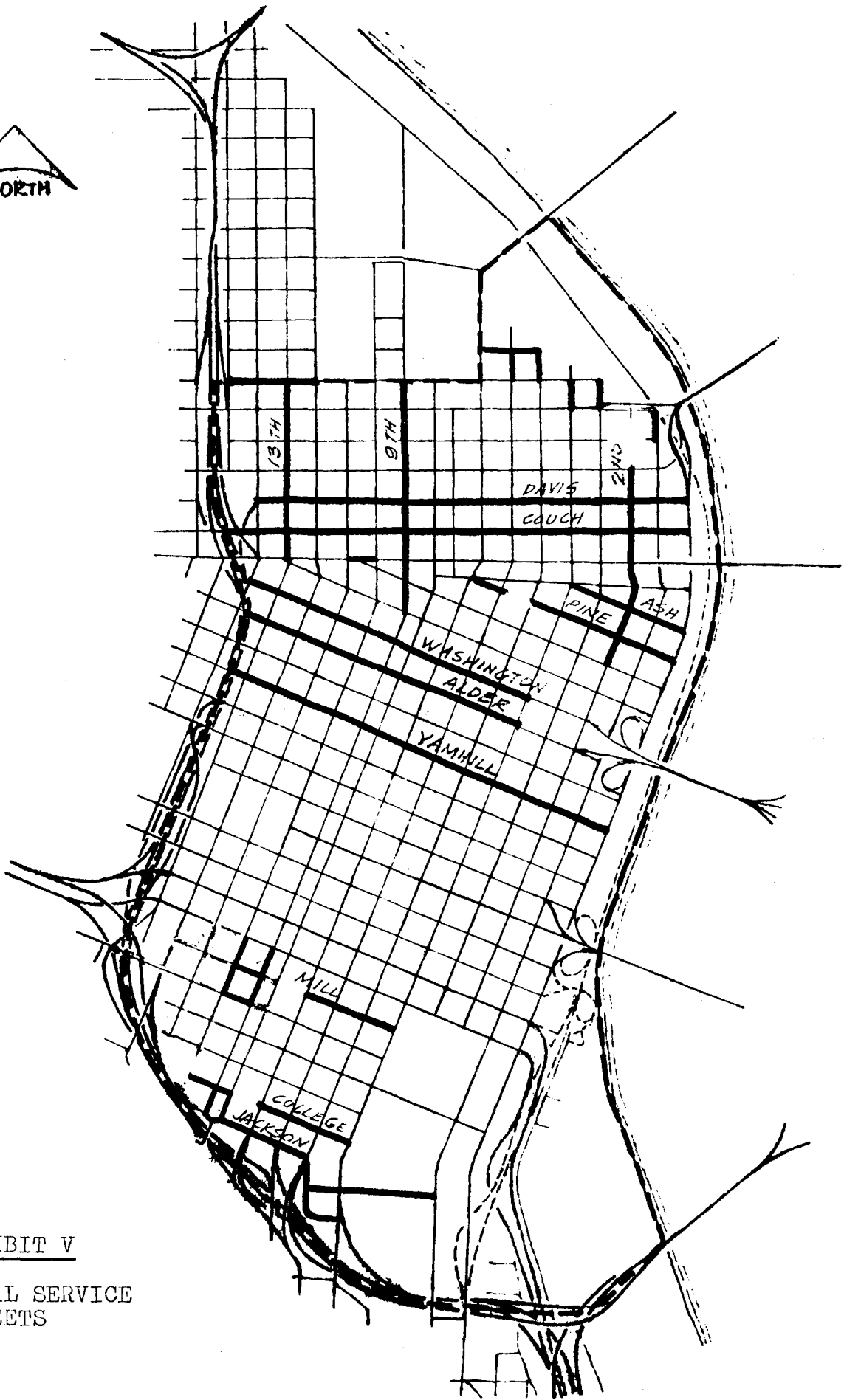


EXHIBIT V

LOCAL SERVICE
STREETS

permitted to or from any street classified as a non-automobile oriented street in Section P of this policy, or to or from any street listed below and indicated on the accompanying map, Exhibit VI.

Burnside Street from Stadium Freeway to Burnside Bridge

Front Avenue from Market Street to Steel Bridge

All east-west cross streets between N.W. Eighth Avenue and N.W. Park

All east-west cross streets between S.W. Park and S.W. Ninth Avenue

2. Access to new parking facilities may be permitted as a conditional use within special "traffic-free" districts described below and as indicated on the accompanying map, Exhibit VI.

Skidmore Fountain/Old Town District between Front and Third Avenues from Everett to Oak Street.

Retail Core District between Fourth and Tenth Avenues from Taylor to Stark Street.

Portland State University District between Broadway and Twelfth Avenues from Market Street to the Stadium Freeway.

South Auditorium Urban Renewal District between Front and Fourth Avenues from Market Street to Stadium Freeway.

South of Downtown Waterfront District east of Harbor Way from Clay Street to the Marquam Bridge.

3. Access to new parking within these special

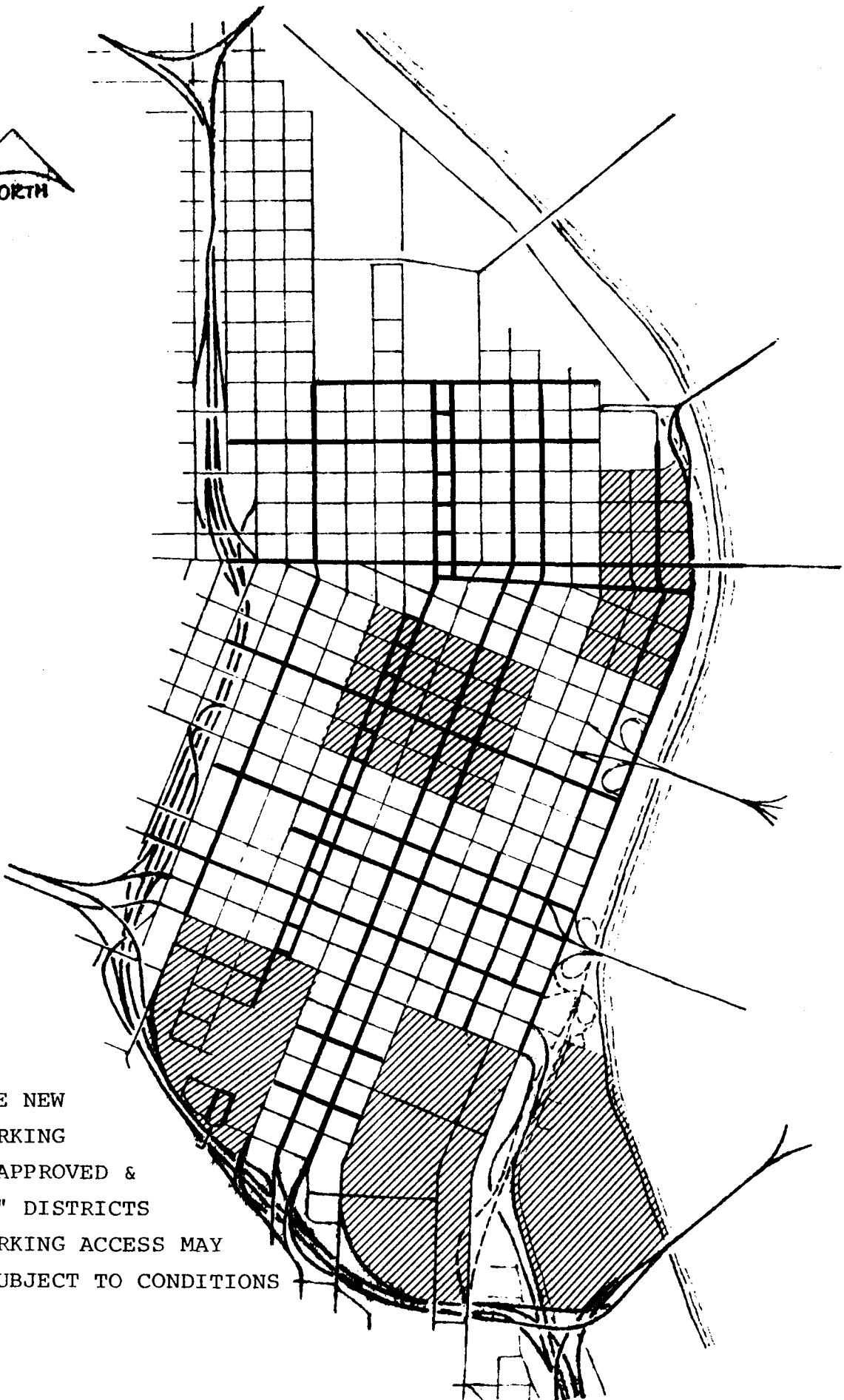


EXHIBIT VI
STREETS WHERE NEW
ACCESS TO PARKING
WILL NOT BE APPROVED &
"TRAFFIC FREE" DISTRICTS
WHERE NEW PARKING ACCESS MAY
BE ALLOWED SUBJECT TO CONDITIONS

"traffic-free" districts may be approved, provided that (a) such parking access would contribute substantially to the goals of the Downtown Plan and to the specific objectives and policies relating to the district within which such access is proposed, and (b) that such parking access would not lead to serious pedestrian-vehicle conflicts within the district.

Section S. Planning and Management

1. Staff shall be designated in the Bureau of Planning to plan and coordinate downtown parking, to administer this policy on parking and circulation, and to process all applications for new parking spaces.
2. The designated staff shall prepare and maintain an inventory of all parking spaces in downtown and in the zone peripheral to downtown, indicating their location, number, description and characteristics of their use.
3. The designated staff shall maintain a current account, by quarters of the year, of all parking spaces, by classification, in each parking sector, together with the dates, descriptions and numbers, by classification, of existing spaces scheduled to be removed, and of new spaces approved for construction and to become available for use within each quarter.

4. The designated staff shall meet on a regular basis with representatives or staff of the appropriate City, State and regional agencies, and of the downtown business community, in order to assemble all available information and current proposals relevant to present and future parking and transportation in downtown.
5. The designated staff shall prepare and maintain a schedule of proposed public and private projects, shall identify conflicts, discrepancies, and requirements for coordination, and shall report its findings on a regular basis to the Director of Planning, together with suggestions for improvements.
6. The designated staff, in cooperation with the Downtown Planning Office, shall establish such urban design criteria for specific areas and blocks as may be useful in evaluating new parking proposals.
7. The designated staff, in cooperation with the Traffic Engineer, shall prepare a program of signing which is available for public use off-street parking, and a program of curb parking and street changes to implement the provisions of this policy.

ROBERT CONRADT · TRANSPORTATION PLANNING CONSULTANT

MEMORANDUM

TO: Richard Brainard
FROM: Robert Conradt
DATE: May 29, 1974
SUBJECT: Downtown Parking and Circulation Policy

On May 21 I submitted a draft of a proposed parking and circulation policy for downtown, and promised to send you some notes and exhibits to help explain the proposed policy.

I am still drafting a report on the policy and hope to complete it next week. In the meantime I have discussed the proposed policy with you, with other City staff and with John Blayney, Bruce Lord and Lloyd Leblanc. As a result of those discussions I am also revising, and adding to, the proposed policy.

Following are two sets of notes. The first set of notes comments on the various sections of the proposed policy. The second set describes the accompanying exhibits.

Comments on the Proposed Policy

Section A

The definition of downtown is approximately the same definition used in the Downtown Plan. The definition should probably be expanded to include areas west and south of the Stadium Freeway, where downtown employees, students and visitors might park.

Section B

The principal reason for establishing a functional classification of streets in the policy is to determine where access to new parking facilities should not be permitted. The purpose of controlling access to new parking is to keep certain streets open for possible future use as transit or pedestrian routes based on the Downtown Plan, and pending the results of current and proposed transit and pedestrianway planning studies.

Front Avenue is used for access to downtown but is interrupted between Taylor and Stark to discourage through traffic and provide more traffic-free open space in the waterfront area.

Most of First Avenue is classified as a transit or pedestrian street to make use of openings under the Morrison and Burnside Bridges and avoid crossing through the traffic that uses the two bridges; to further discourage through traffic from Front Avenue; to increase the size of the "traffic-free" area adjacent to the

waterfront, and to allow for a long-range future possibility of extending light rail transit south along First Avenue through the South Auditorium area.

Jefferson Street is classified as a traffic access street to maintain access to existing parking facilities. It could be operated in the future as a two-way street.

Columbia Street is classified as a transit or pedestrian street because it could connect to a light rail route to the south and could serve as part of a transit route into the area west of downtown, that would serve the Stadium.

Washington and Alder are interrupted at Fourth Avenue, partly to discourage through traffic from using the Morrison Bridge.

Burnside is interrupted at Tenth Avenue to reduce conflicts with left turns from Burnside to Broadway, improve access to downtown parking and to divert some through traffic from Burnside. Eastbound traffic on Burnside from the west side of downtown would be directed into Stark Street to reduce intersection conflicts and divert through traffic.

Section C

The boundaries of the fourteen parking zones are generally on future transit or pedestrian routes,

which are the dividing lines between traffic corridors; therefore, each parking zone is associated with the specific traffic corridors that provide access to that zone.

The parking zones are not intended to coincide with planning districts. Parking spaces need not be located in the district they serve but may be located in other blocks nearby. The parking zones are intended to represent areas of parking supply, rather than areas of parking demand.

Additional parking zones should be designated for the areas west and south of the Stadium Freeway if the definition of downtown is to be expanded to include those areas.

The number of parking zones could be reduced by combining two or more adjacent zones, but the fourteen-zone system would be useful in any case for inventories and parking space accounting.

Section D

There are several different ways to classify parking spaces. Classification according to short- and long-term use is desirable but may be confusing and difficult to apply. It may be better for the purposes of the policy to distinguish only between parking spaces provided exclusively for a specific building, and spaces available to the general public. The policy

should then keep the spaces for exclusive use to a minimum and encourage the pooling of public spaces in larger and more easily-accessible parking facilities.

Section E

In view of the need to avoid an increase in air pollution and to increase transit usage, there seems to be no other reasonable, or less restrictive, basis for establishing a parking space limit in downtown other than holding the limit at the existing number of spaces.

The limits listed in the draft policy are based on available information from the DeLeuw, Cather parking report. Additional information is needed on changes in parking and on new development plans and proposals that have occurred since the DeLeuw, Cather study.

The total parking space limit of 35,000 spaces is for the downtown as defined in the Downtown Plan. The number would increase if areas west and south of the Stadium Freeway are to be included.

Because of the intended removal of some curb parking and parking in surface lots, new parking facilities could be built in downtown and still be within the parking space limit proposed in the policy.

The distribution of parking space limits to individual zones as listed in the draft policy is illustrative

only and must be recalculated based on the additional information which is forthcoming from City staff and consultants.

The purpose of distributing parking space limits to zones is to direct new parking development to areas that will most effectively support the goals of the Downtown Plan, and to avoid undesirable concentrations of parking in places that are most critical for air quality control.

It has been suggested that it may be preferable not to distribute parking space limits to zones, but to allow new parking spaces on a first-come, first-served basis, regardless of location within downtown. If spaces are to be limited at all, that approach would seem to lose the opportunity of encouraging new development where it would be most desirable in support of the Downtown Plan.

As a compromise, the zone limits could be listed in the policy as a guide. The policy could suggest a procedure whereby a zone limit could be exceeded for a new development with particular merit, subject to downtown plan and air quality review. The space limits for other zones would then be reduced, at least temporarily, until the removal of spaces in the first zone made the spaces in that zone equal to, or less than, the tentative limit. This method of stating and applying zone limits would allow more flexibility in responding to new development proposals.

However, the total parking spaces in downtown would not be permitted to exceed the stated limit (except spaces exclusively for residential and hotel use).

The quarterly system of accounting for spaces that exist, or will be removed or added is proposed because it seems the most reasonable basis for applying the parking space limits, considering the uncertainties of construction schedules and the desirability of avoiding unnecessary delays to new development. A longer control period would mean the possibility of exceeding the parking space limit more frequently. A shorter period of, perhaps, one or two months, would be more difficult to manage but would tend to reduce the number of days during which the parking space limit would be exceeded.

The parking space limits are intended primarily as a control over new parking development during the forthcoming period of intensive transit development and improvement. The period may last for five or ten years. After that time, when transit is operating effectively, the desire for parking space associated with new development may disappear, and parking space limits may not be necessary. The intention of the policy is to provide guidance for new development during the formative years of the public transportation system and to permit appropriate and desirable development to proceed without jeopardizing the effectiveness of the future transit system.

Section F

The draft policy proposes that access to new parking facilities be prohibited on future transit or pedestrian streets and also on certain local service streets that may be used largely by pedestrians within certain "traffic-free" areas, such as the Old Town and Government Center areas. The list of additional streets under Section F should be reviewed by Downtown Plan staff to determine whether some street sections should be deleted or others added.

Section G

The numbers of allowable parking spaces for new development listed in the draft policy are approximately the same as provided in the interim parking policy. The numbers will be reviewed and tested, and may be revised. The maximum allowable spaces for new development in the interim parking policy are different for different areas of downtown, based on the assumption that transit service and usage would be different in the different areas. The draft policy eliminates the distinction between areas in downtown, based on the assumption that it is intended to provide a high level of transit service to all parts of downtown.

It may be preferable to allow in new development, other than structures primarily for parking, only the number of spaces to be used exclusively for the purposes of the new building itself - primarily the long-term spaces. The short-term, or visitor, spaces would then be provided

in public parking facilities where short-term spaces could be pooled to serve a group of buildings. The number of allowable spaces to be included as an integral part of any new building (that is not to be used primarily as a public parking facility) would be reduced from the totals listed in the draft policy. The total allowable for each use might be only the long-term spaces.

New parking facilities to be used by the general public would be subject only to the parking space limits.

The draft policy states that credit will not be given for on-street or publicly owned off-street parking removed as part of the new development. It may be preferable to change the wording to, "on-street or off-street parking", so that credit will not be given automatically for the removal of any parking spaces, whether privately or publicly owned.

Section H

The purpose of the planning and management agency proposed in the draft policy is primarily to make the process of interpreting and applying the policy easier for the City and prospective developers. The purpose of the agency is more closely related to the City's planning functions than to any other city activity and is proposed, therefore, to be added to the responsibilities of the Bureau of Planning.

There have been many previous proposals for a separate parking authority to manage and regulate parking. These proposals would give the City a responsibility for providing parking, and would tend to put the City in the parking business. Parking authorities have been formed in other cities to overcome a shortage of parking, particularly in downtown areas where the economics of parking are not attractive to private investors. Because the City at this time is more concerned with providing better transit services than with providing more parking it would be preferable to allow private interests to provide the needed parking services according to the economic potentials and subject only to certain limitations on the number, and location of spaces, and on access arrangements. If the private interests find it possible to cooperate in this "softer" approach to parking controls, a parking authority should not be necessary.

One of the major difficulties in the "softer" approach is in regulating short- and long-term parking in such a way that short-term parking space for shoppers and other visitors will be available to support retail activities. In other cities, the availability of short-term parking has been aided by the regulation of parking fees through direct city control of the parking operation. Some cities have applied a parking tax. A desirable goal for the near future at least, would be a uniform hourly parking charge regardless of the number of hours parked, in parking facilities available to the general public. A method of achieving this goal should be added to the

policy. It would be useful to have suggestions from the business community on methods of achieving uniform hourly parking fees. One method would be to establish a legal mechanism for regulating long-term parking based on air quality requirements.

Notes on the Exhibits

Exhibit 1

Shows possible future downtown routes for light rail or other transit mode. These routes allow for expansion of transit services in the future and could provide improved transit service to all parts of downtown. It may not be necessary to use all of the routes shown. For example, Park Avenue might be used in the future for pedestrians and bicycles, rather than transit. The streets could be used for shuttle services before regional routes are added. Some of the streets would be used for local traffic service until the transit improvements were made.

Exhibit 2

Shows street sections where access would not be permitted for new off-street parking. The purpose is to prevent development of new street uses that would interfere with future transit and pedestrian improvements.

Exhibit 3

Shows the major traffic streets to be used for access to downtown parking. The traffic access streets form traffic corridors and the parking zone boundaries lie generally between the traffic corridors.

Exhibit 4

Indicates the potential "traffic-free" areas between the traffic corridors.

Exhibit 5

Shows approximate downtown districts as they actually

exist, similar to districts indicated in the Downtown Plan. The "traffic-free" areas in Exhibit 4 are similar to some of these districts. It was the intention to designate traffic corridors in such a way that the districts would be "traffic-free", but it was not possible in most cases.

Exhibit 6

Shows how potential "traffic-free" areas could be linked by pedestrian and transit routes, forming a system of development and access and circulation separate from the automobile system.

Exhibit 7

Indicates the automobile system, comprised of traffic corridors and parking zones. The parking zones overlap the potential "traffic-free" areas but do not coincide with them.

Exhibit 8

Shows the proposed parking zone system.

Exhibits 9, 10, 11

Illustrate how traffic corridors would provide access from any downtown entry point to any parking zone.

Exhibits 12, 13, 14, 15, 16, 17

Show alternative schemes for the traffic corridor along the waterfront on the east side of downtown. Exhibit 12

is the scheme suggested in the draft policy. It eliminates the section of Front Avenue between Taylor and Stark Streets and uses Second and Third to complete the connections from Front Avenue to parking in the waterfront area. Reasons for selecting this scheme are noted in the previous comments on Section B of the draft policy.

Exhibits 18, 19

Indicate the locations of existing off-street parking, and the parking space excess and deficiency by parking zone in 1972, according to the DeLeuw, Cather parking report. Parking is scattered throughout downtown, not in an easily identifiable system. According to the criteria used in the DeLeuw, Cather study, a large parking space deficiency existed in the retail core and substantial quantities of excess parking space were available in other areas, particularly north of Burnside, and in the PSU and South Auditorium Renewal areas.

Exhibits 20, 21

Indicate changes in parking between 1972 and 1980 and parking space excess and deficiency in 1980 assumed in the DeLeuw, Cather report. It was assumed that a moderate number of curb spaces would be removed, and that a substantial quantity of new off-street parking would be added, particularly in the southeast area of downtown. Removals in the Morrison Bridge ramp area, and additions near Morrison and Fourth and the Northwest Natural Gas site, are not indicated. A substantial

increase in parking deficiency is indicated, based partly on the assumption of a moderate increase in transit usage to 1980.

Exhibits 22,23

Indicate a substantial number of parking space removals between 1980 and 1990 with very little new parking added. However, the deficiencies in 1990 are generally reduced from those in 1980, primarily because of an assumed more rapid increase in transit patronage. Zone 6 is an exception. An excess number of parking spaces is indicated in the South Auditorium Renewal are (Zone 14).

Exhibits 24, 25, 26, 27, 28, 29

Present information from the DeLeuw, Cather report and the City Traffic Engineer in terms of the parking zones. The information includes breakdowns of parking supply, parking demand and employment. The information is organized to simplify comparisons of information for the years 1972, 1980 and 1990. This information provided the basis for analyses in this study.

Exhibits 30, 31

Present an estimate of the short- and long-term parking spaces available in 1972, and compares the available spaces to the short- and long-term demand.

Exhibits 32, 33

Compare various methods of allocating future long-term

parking demand, present a revised distribution of long-term demand and adjust that demand in relation to available long-term spaces in 1972 and the DeLeuw, Cather projected demand for 1990.

The parking space demand is proportioned to a total of 35,000 spaces, which is the number of spaces indicated existing in 1972. The long-term space demand is based on a downtown employment of 100,000, with 75 percent of the employees arriving by transit. The remaining 25,000 employees are assumed to arrive by automobiles, with an average car occupancy of about 1.4 persons. The short-term space demand represents parking for about 65,000 shoppers and other visitors with an average turnover of 2.5 per parking space and an average car occupancy of 1.5. Assuming 30 percent of non-work trips by transit, more than 200,000 visitors other than employees could be accommodated daily.

Exhibit 34

Allocates future short- and long-term parking spaces to parking zones so that the indicated future parking demand will be accommodated. The distribution of spaces takes into consideration the likely potential for sites to locate new off-street spaces in each zone.

Exhibit 35

Shows how some of the parking demand was distributed to parking spaces in adjacent zones.

Exhibit 36

Illustrates the distribution of short- and long-term spaces as listed in Section E of the draft policy.

Exhibits 37, 38

Compare the suggested parking space limits to available spaces existing in 1972

Exhibits 39, 40

Indicate traffic entering downtown and the CBD currently.

Exhibit 41

Identifies major entry points to downtown according to the future provisions of the draft policy.

Exhibit 42

Indicates lanes and traffic capacities and the estimated distribution of past and future traffic volumes to the major entry points, according to the DeLeuw, Cather circulation report.

Exhibit 43

Shows the future traffic lanes available, by direction, across screen lines in downtown, using only the traffic access streets indicated in the draft policy.

Exhibits 44, 45

Present the assumed distribution of future vehicle

trip ends in the peak-hour, based on the assumption that all long-term parking spaces and 15 percent of the short-term spaces would be filled, or emptied, in the peak hour by vehicles arriving (a.m. peak) or vehicles leaving (p.m. peak).

Exhibits 46, 47, 48, 49

Present distributions of the peak-hour trips from the various entry points to the various parking zones. Test distribution I (Exhibit 47) assumes a relatively uniform distribution of trips from each entry point to all parking zones, an assumption which would allow for a minimum of flexibility in choosing a more direct route from outside downtown to the parking destination within downtown. The results in terms of peak-hour volumes crossing screen lines are indicated in Exhibit 48, and show that the lanes available would be adequate to carry the traffic volumes.

Test Distribution II (Exhibit 46) indicates how trips could be distributed assuming some capability of drivers to select entry points closer to their parking destinations. This results in a substantial reduction of peak-hour volumes crossing the screen lines. (Exhibit 49).