

# Central City Parking Policy Update

## DRAFT RECOMMENDED ZONING CODE AMENDMENTS (TITLE 33.510)

December 7<sup>th</sup>, 2015

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### A. BACKGROUND

The City of Portland is considering revisions to the parking element of the zoning code to improve its usability, better reflect and support current and future market conditions, and expected future travel patterns. The zoning code was adopted following the adoption of the Central City Transportation Management Plan (CCTMP) in January 1996 and has not been significantly modified since that time. Since 1996 substantial changes have taken place in the Central City Districts in terms of development growth (and the character of development) and investment in transportation infrastructure (e.g., pedestrian, transit/rail and bicycle systems).

The Central City Transportation Management Plan and Policy is a comprehensive document that provides the foundation for what became specific code language for regulating parking development in Title 33 of the City's development code.<sup>1</sup> There are numerous goals, policies and objectives that make up the document. Four key goals were identified at the outset and served as foundation elements of the CCTMP. These foundation elements include:

1. *Air Quality.* When the CCTMP was developed it became a key strategy for the City's compliance with the Federal Clean Air Act air quality standards. As such, provisions related to parking ratios, establishment of mode split goals for accessing the Central City, limiting non-accessory use of certain parking types (accessory use is parking for the exclusive use of the development it was built for), and "pinching" the parking supply (i.e. allowing less parking to be built than the market would demand) influenced code outcomes.
2. *Economic Development.* The CCTMP was intended to support jobs and housing growth in the Central City. This goal envisioned capturing a greater share of regional employment and housing growth in a manner that minimized auto-oriented development patterns and maximized planned investments in transit, bike and pedestrian access. This goal influenced code outcomes, in different maximum parking standards across Central City Districts and provisions for parking by type of development (e.g., Growth, Visitor, Residential/Hotel, Preservation).
3. *Mode Split Goals.* The CCTMP strategically prioritized reducing long-term vehicle trip growth (particularly employee auto use in the commute peak hours) through increasing reliance on transit, bike and pedestrian trips. Mode split goals for each unique Central City District were

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<sup>1</sup> See: Central City Transportation Management Plan: Plan and Policy (City of Portland Office of Transportation, Bureau of Planning, December 1995)

adopted based on envisioned levels of non-auto mode options. Code provisions were then tailored for each district based on differences in levels of alternative mode capacity.

4. *Preservation Buildings.* An underlying assumption of the CCTMP is that all buildings are entitled to some level of parking. Older and historic buildings generally lacked dedicated parking and were reliant on commercial surface parking lots. Future development projects would result in the surface lots being replaced by new buildings, thereby reducing the supply of parking for older and historic buildings. This was seen as a threat to the on-going viability/marketability of these buildings. To this end, Preservation Parking was established within the code to ensure that there was a means for these types of buildings to develop parking and remain competitive. In the code, this translated into maximum parking ratios for Preservation Buildings (by Central City District) and a process through which Preservation entitlements could be incorporated and/or transferred into parking development projects.

As with any comprehensive plan, its goals, objectives and policies are often intricately interrelated which, at times, may seem overly complicated or confusing. In the case of the CCTMP, translating and implementing this in code created a parking chapter that is nearly 100 pages in length. This is not to argue that the complexity of the CCTMP is a good or bad thing, only that after 20 years it is important to reaffirm whether the fundamentals that establish the foundation for the CCTMP continue to be relevant and necessary as changes and revisions to the code are evaluated and appropriately refined.

## **B. PURPOSE AND INTENT**

The City established the Central City Parking Policy Update Stakeholder Advisory Committee (SAC) to serve as a representative sounding board for a thorough examination of changes to the parking code. The SAC has met monthly since January 2015 to review recommendations related to refinement and revisions to the zoning code. To this end, the primary desired outcome of SAC discussions has been to review new options and recommend revisions:

*To establish a more relevant and market sensitive policy and zoning recommendations that continue to support the values of the original foundation elements and is organized into a more usable, efficient and streamlined format.*

The intent of the SAC's work is to simplify the parking code and support the future Central City growth and mode split goals as stated in the **Central City 2035 Plan**, which calls for 40,000 additional jobs, 30,000 additional households and updated mode split goals by 2035. The approach has been to recalibrate parking standards to reflect 20 years of multimodal investments, standardize the parking operations for historic buildings and transfer of parking entitlements, and streamline or eliminate requirements that can't be realistically monitored.

SAC discussions, and subsequent recommendations, can be summarized into six concept areas that include:

- Adjusting/“recalibrating” maximum parking ratios
- Exploring greater limitations on new surface parking development in the Central City
- Minimizing/eliminating operating restrictions on approved parking
- Streamlining parking entitlements
- Approving/regulating Visitor Parking
- Redefining the role of the City Parking Manager

The report that follows summarizes the SAC’s work and its recommendations.

## A. PARKING TYPES

### RECOMMENDATION:

- Each parking stall in the Central City has an associated parking type. The recommendation is to keep the basic structure. The types of parking include Growth, Preservation, Visitor and Undedicated General parking. Residential/Hotel parking, currently a type of parking, will be merged with “Growth” parking. For purposes of allocating parking maximum ratios, residential and hotel remain a district land use type with their own maximum ratios.
- **Description of types of parking.** In the Central City plan district, there will be four types of parking. While a proposal may include several types of parking (for example, a garage may include both some Growth Parking and some Preservation Parking), each type of parking is an exclusive category. The same spaces can be more than one type of parking, such as both Growth Parking and Visitor Parking, if the regulations for both types are met.
  1. **Growth Parking** is created in conjunction with additions of net building area. Net building area is added either as part of new development or adding floor area to existing development. The ratios for Growth Parking are based on the needs of employees, residents and those who come to the building for other reasons, such as customers and clients.
  2. **Preservation Parking** is created to serve existing, older buildings. The ratios for Preservation Parking are based on the needs of both employees, residents and those who come to the building for other reasons, such as customers and clients.
  3. **Visitor Parking** is created to serve shoppers, tourists, and other such visitors who make occasional trips to the area. It is not associated with particular development.
  4. **Undedicated General** is all parking, other than Visitor Parking, that is not associated with particular development. It is generally applied to surface parking lots and commercial parking garages constructed before the adoption of the CCTMP in 1995.

## B. PARKING RATIOS

### RECOMMENDATION:

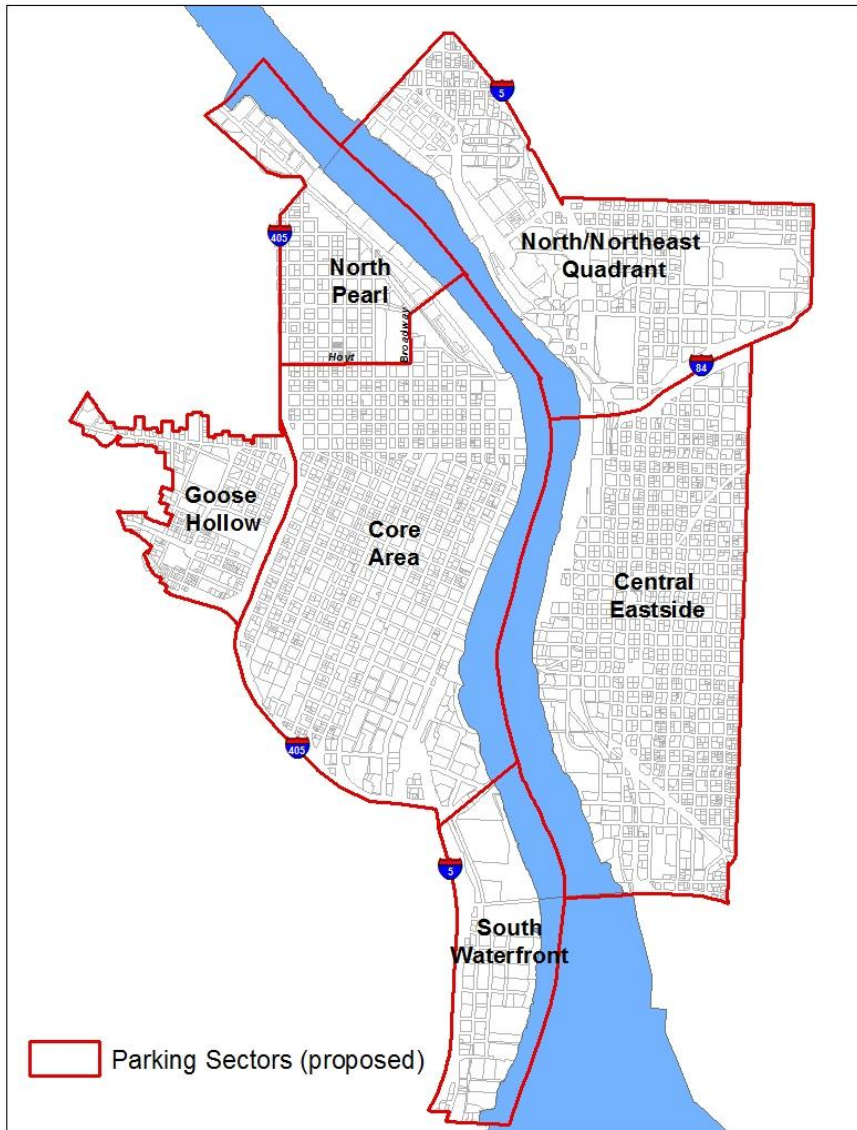
- Maintain no minimum parking requirements in the Central City.
- Impose maximum parking ratios on all new development in the Central City.
- Adjust ratios downward in all Central City districts outside the downtown to reflect investments in transit; bikes, walking and residential infrastructure (see matrix).
- Adjust office ratios in a few existing downtown parking sectors upward to reflect actual demand for parking in downtown.
- Standardize ratios for residential and hotels throughout the Central City.
- Reduce the number of parking sectors from 26 to 6. This results from blending parking sectors into single districts (e.g., all Lloyd District/Lower Albina parking sectors into one district; same with Central Eastside; combining University District and RD's 3 – 5 with all DT subsectors into a single Core District).

Table 1: Maximum Parking Ratios for Growth Parking

<i>Parking Sector</i>	<i>Office, Retail Sales/Service, Schools/Colleges</i>	<i>Medical Center</i>	<i>Industrial</i>	<i>Religious/ Theater</i>	<i>Residential</i>	<i>Hotels</i>
Central Eastside	2.0	2.0	2.0	0.25	1.2	1.0
Core Area	1.0	1.5	1.0	0.25	1.2	1.0
Goose Hollow	1.5	1.5	1.5	0.25	1.2	1.0
N/NE Quadrant	1.35	1.35	2.0	0.25	1.2	1.0
North Pearl	1.5	1.5	1.0	0.25	1.2	1.0
South Waterfront	2.0	2.0	2.0	0.25	1.2	1.0

Maximum ratios are per 1,000 square feet of net building area for non-residential/hotel uses; per dwelling unit or hotel room for residential/hotel uses

Map 1: New Parking Districts



### C. SURFACE LOTS WITH NEW DEVELOPMENT

#### RECOMMENDATION:

- Prohibit new surface lots with new development. An exception is new parking on surface lots in parking sectors zoned I (industrial zones IG1, IG2, and IH), where up to 60 stalls will be permitted with new traditional industrial uses. Other uses allowed by the zone and/or overlays (i.e., "industrial office") that require new development will trigger the prohibition of new surface lots.

- Rehabilitated buildings that maintain their outside walls will be allowed to keep their surface parking.
- Couple with maximum ratios for all uses (see discussion above) and loosening of “accessory” operating restrictions on residential, hotel and Preservation parking.
- Remove special provisions in the West End and Core that allow Undedicated General parking to be carried into new development in addition to dedicated parking (for growth, residential, etc.), potentially exceeding the parking maximums for a site.

#### **D. MINIMIZE OPERATING RESTRICTIONS ON APPROVED PARKING**

##### RECOMMENDATION:

- Eliminate or relax “accessory” restrictions on all parking approved (a) in commercial, employment, mixed use and industrial zones, (b) under a maximum ratio and (c) built in a structure. All new parking approved under this format will be considered Commercial Parking.
- Eliminate reporting requirements for all parking approved under a maximum ratio and in a structure. The City Parking Manager will be empowered to request information and/or access to the facility in return for the elimination of current reporting requirements.
- Maintain some operating restrictions for surface parking in the Central Eastside. Surface lots will be allowed to sell monthly passes to residents and employees of the district. Parking on an hourly basis will be prohibited. Visitor parking is an exception, where all conditions for approval remain in effect.
- Preservation parking will remain with its existing entitlement agreements for at least 10 years from the time they were first approved. After 10 years, existing preservation parking may be converted to growth parking.
- High density residential zones (RX, RH) will be allowed to have commercial parking.

#### **E. PARKING ENTITLEMENTS VIA PRESERVATION PARKING**

##### RECOMMENDATION:

- Allow parking entitlements for commercial, residential and hotel uses, capped by the maximum parking ratios in place at the time the parking is built and only if the parking is built in a structure. The one exception will be parking entitlement for Hotel uses, where the maximum entitlement will be half the maximum allowed at the time the parking is built.
- Eligibility would be for any building with:
  1. Less than 0.70 stall/1,000 SF (commercial)
  2. Less than 0.50 per unit (residential/hotel)

- For existing hotels, the maximum allowed parking entitlement will be half of the maximum for new hotel.
- Eligible entitlements can only be transferred within a parking sector, not between parking sectors.
- All existing unbuilt “preservation” building entitlements will be recalibrated to new parking maximum ratios established in this update. If code maximums are updated in the future (e.g., through periodic review), a recalibration of entitlements would occur.
- A “receiving site” of parking entitlements, would need to meet the Ground Active Floor Uses standard (33.510.225.C) regardless of where in the Central City it is constructed
- Eliminate Eligibility List, Preservation Parking Pool and Preservation Parking Reserve.
- Retain existing requirement that Preservation Parking must be primarily available to the tenants of the Preservation building for a minimum of 10 years. Otherwise, the parking may be operated as commercial parking.

## **F. VISITOR PARKING**

### **RECOMMENDATION:**

- Continue to allow Visitor parking facilities to be built under a conditional use process (allowing for demand to be measured in a manner appropriate to the specific visitor demand generator - e.g., event, cultural, retail – and/or associated with significant demonstrated losses of on or off-street short-term parking).
- Impose operating restrictions (a) necessary to ensure Visitor demand is the primary use and (b) that are enforceable.
- Manage the parking consistent with Performance Based Parking Management, where occupancy dictates the pricing of parking and the length of stay. The intent is that short term trips are the priority and that parking is operated consistent with established performance targets.
- Continue to allow the sale of monthly passes to residents of the parking sector consistent with established performance based parking management objectives and targets.
- Continue to prohibit “early bird” specials and that the sale of all day passes be tied to a priority system that prioritizes short term trips and is consistent with established Performance Based Parking Management objectives and targets.
- Continue provision requiring that approved Visitor Parking operate for a minimum of 10 years before the use can be changed.
- Whether the City or the private sector builds and operates visitor parking, they must provide information on how the parking structure is being used to guarantee that commuter uses are

not being served. Information must demonstrate that parking is not being sold to commuters as monthly passes and “early bird” discounts. If parking is not being managed for its intended use, the City will request that its operations be changed consistent with the intention for Visitor Parking as defined in the conditional use for the facility. Failure to comply with this request could result in enforcement actions such as fines and penalties to be determined by PBOT, including potentially the suspension of parking operations.

- Visitor parking built by the private sector can be operated by the City, if a joint use/operations arrangement were negotiated.
- The City will use information requested of the owner of the Visitor parking to monitor the use of Visitor Parking consistent with its intended use and to publish information for the public as part of a new Performance Based Parking Management program.

#### **G. ROLE OF THE CITY PARKING MANAGER**

##### **RECOMMENDATION:**

- Redefine function of City Parking Manager to fit within existing PBOT functions or at the discretion of the PBOT Director.
- PBOT Development Review Division will handle the development review process, including Central City Parking Review (CCPR) cases, Visitor Parking and recording and tracking the number of stalls built and entitlement uses.
- PBOT staff will be empowered, on behalf of the PBOT Director, to request (as reasonable and over time) as a condition of approval process parking data on utilization, turnover, rate schedules and mix of users. Failure to comply with this request could result in enforcement actions such as fines and penalties to be determined by PBOT, including potentially the suspension of parking operations.
- PBOT Parking Operations Division will routinely collect, analyze and report data as part of a future Performance Based Parking Management program, as well as information on permit districts and parking sharing opportunities in private lots based on available and requested data.

#### **H. EXISTING PARKING**

##### **RECOMMENDATION:**

- Existing residential and hotel parking in a structure is converted to growth parking with the date of adoption of zoning code amendments.
- Existing surface lots remain unchanged from their existing condition. Surface lots in the Central Eastside continue to operate consistent with the direction from the pilot project as adopted by City Council on October 28<sup>th</sup>, 2015.



- Existing Visitor parking facilities will continue to operate based on the conditions under which they were approved.

## **I. CENTRAL CITY PARKING REVIEW (CCPR) AND ADJUSTMENTS**

### **RECOMMENDATION:**

The following will continue to require CCPR:

- Visitor Parking (demand analysis, traffic study).
- Preservation Parking (show affidavit, eligibility).

## **J. SUMMARY**

The Central City development and access environment has changed significantly since the Central City Transportation Management Plan was developed, adopted and implemented in 1996. As time has progressed, many of the nuances and complexities of what became the “CCTMP parking code” appear as unnecessary, overly nuanced or lagging behind the Central City’s need for continued growth and balanced multi-modal access.

This document summarizes discussion, consideration and recommendations by the Central City Parking Policy Update Stakeholder Advisory Committee on several broad issues related to the CCTMP (Title 33). It is hoped that information provided within this report serves as a catalyst for new and more tailored solutions that improve, simplify and streamline the parking code.