

Central City Parking Policy Update (CCPPU)

Stakeholder Advisory Committee (SAC)

ADOPTED Meeting #6 Notes

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September 14, 2015 4:30-7:30pm

**SAC Members in attendance:** Mike Albrecht- **Freight Advisory Committee**, Dennis Allen - **Development**, Mujtaba Ali-**Smart Park**, Rob Bearden- **Portland Art Museum**, Pete Collins- **South Waterfront TMA**, Reza Farhoodi-**Pearl District Neighborhood Association** , Greg Goodman- **Developer** , Michael Harrison- **OHSU/South Waterfront**, Tony Jordan- **Citizen**, Ryan Hashagen- **Old Town/Chinatown alternate**, Rebecca Hamilton- **PBOT Pedestrian Advisory Committee**, Heather McCarey- **PBOT Bicycle Advisory Committee**, Al Niknabard- **City Center Parking**, Sue Pearce- **Hosford-Abernathy Neighborhood Association**, Dan Petrusich- **Portland Business Alliance**, Owen Ronchelli- **Go Lloyd**, Caleb Schlesinger- **Star Park** , Ben Schonberger- **Housing Land Advocates**, Peter Stark- **Central Eastside Industrial Council**, Ian Stude- **PSU**, Leah Treat- **PBOT**, Felicia Williams- **Downtown Neighborhood Association**, Tina Wyszynski- **Goose Hollow resident**.

**SAC Members not in attendance:** Doug Blomgren- **First Presbyterian Church**, Steve Bozzone- **Community Alliance of Tenants**, Bob Buchanan- **Pioneer Place**, Rex Burkholder- **Oregon Environmental Council**, Deborah Imse-**Multi-Family NW**, Christopher Handford-**Davis Street Tavern**, Tamara Kennedy-Hill- **Travel Portland**, Adam Kriss- **Portland Commission on Disability**, Nicole Knudsen- **SEIU**

**City Staff in attendance:** PBOT: Mauricio Leclerc, Colleen Caldwell, Kathryn Doherty-Chapman, Matt Ferris-Smith, Judith Gray, Peter Hurley, Malisa McCreedy, Dave Benson, Grant Morehead, Racheal Hoy (BPS), Lisa Abuaf (PDC), Damian Crowder (PDC).

**Consultants in attendance:** Eryn Deeming Kehe of JLA Public Involvement (Facilitator), Rick Williams of Rick Williams Consulting

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**1. Welcome and Announcements**

Meeting began at 4:35pm with introduction and rearrangement of agenda items.

Mauricio is back and he updated the group on the project schedule, we are on track with 2-3 more meetings.

**2. Approval of past meeting notes**

<b>Action:</b> Meeting notes were accepted as is.
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**3. Public Comment #1**

There was no public comment.

**5. Dinner break**

**6. Central City 2035 Plan update**

Mr. Leclerc presented on the Central City 2035 Plan and focused on the growth projections (jobs and people), transportation mode split goals, and proposed new Travel Demand Management (TDM) requirements. PBOT will ask SAC members to contribute to the TDM conversation in future, look for an email to this group soon from Peter Hurley to get involved. It is important to this group because parking regulations help meet the mode split goals.

**Key numbers:**

- 40,000 New jobs expected (35% increase by 2035)
- 30,000 New households (175% increase by 2035)
- 400,000 New trips per day (all modes)
- 100,000 New driving trips per day

## Growth, Mode Split and Parking

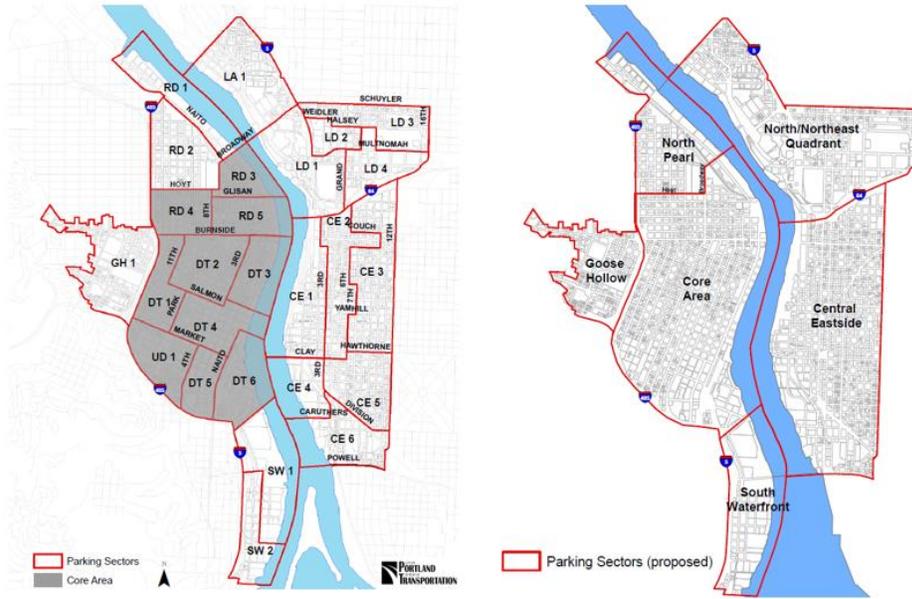
Walking, cycling and transit trips must increase significantly



### 7. Private Parking Policies presentation and discussion

Rick Williams presented on current and proposed parking district maps, the proposal is to shrink from 26 small districts to 6 districts (See map).

# EXISTING AND PROPOSED PARKING SECTORS



## Parking Ratios proposal & conversation

The existing and proposed parking maximum ratios are below.

**DRAFT**

**Central City existing and proposed parking maximum ratios for new development**

Parking Sector (Now)	Parking Sector (Proposed)	Growth Parking									
		Office (Now)	Office (Proposed)	Retail Sales/ Service (Now)	Retail Sales/ Service (Proposed)	Medical Center (Now)	Medical Center (Proposed)	Schools/ Colleges (Now)	Schools/ Colleges (Proposed)	Industrial (Now)	Industrial (Proposed)
CE 1	Central Eastside	3.4	2.0	N/A	2.0	N/A	2.0	N/A	2.0	N/A	2.0
CE 2		2.5		N/A		N/A		N/A			
CE 3		2.5		N/A		N/A		N/A			
CE 4		3.4		N/A		N/A		N/A			
CE 5		3.4		N/A		N/A		N/A			
CE 6		3.4		N/A		N/A		N/A			
RD 1	North River District (Pearl)	2.0	1.5	N/A	1.5	N/A	1.5	N/A	1.5	N/A	1.0
RD 2		2.0		N/A		N/A		N/A			
RD 3	Core	2.0	1.0	2.0	1.0	2.0	1.0	2.0	1.0	0.7	1.0
RD 4		2.0		2.0		2.0		0.7			
RD 5		1.5		1.5		1.5		0.7			
DT 1		1.0		1.0		1.5		0.7			
DT 2		0.7		1.0		1.5		0.7			
DT 3		0.7		1.0		1.5		0.7			
DT 4	0.8	1.0	1.5	0.7							
DT 5	1.0	1.0	1.5	0.7							
DT 6	2.0	2.0	2.0	0.7							
UD 1	1.0	1.0	1.5	0.7							
GH 1	Goose Hollow	2.0	1.5	N/A	1.5	1.5	1.5	N/A	1.5	N/A	1.5
LA 1	N/NE Quadrant	2.5	1.5	N/A	1.5	N/A	1.5	N/A	1.5	N/A	1.5
LD 1		2.0		N/A		N/A		N/A			
LD 2		2.0		N/A		N/A		N/A			
LD 3		2.0		N/A		N/A		N/A			
LD 4	2.0	N/A	N/A	N/A							
SW 1	South Waterfront	2.4	1.5	N/A	1.5	2.4	2.0	2.4	1.5	N/A	1.5
SW 2	South Waterfront	2.4	1.5	N/A	1.5	2.4	2.0	2.4	1.5	N/A	1.5

## Ratio Discussion

**Comment:** This is the right direction, more flexibility and limits will help. Compared to Downtown there isn't the same existing parking infrastructure in the Central Eastside. There needs to be some more parking garages or infrastructures built in CEID. We may need to think about phasing in these proposed ratios.

**Comment:** Thanks for all the staff work on this so far, I assume there is a reason we were at 2.4 (in the South Waterfront- SW) at the time to spur development and to allow operating rooms, etc. This current proposal does not work with our current needs, I met with our planners and transportation and parking managers and we aren't sure how to make this work. We currently have 40% of employees who drive to work, we would like to lower that, but patients have to drive. 40% of our patients are not in the metro area and we don't expect chemotherapy patients to take the bus here. We have much higher demands for parking for our patients than these ratios provide, and we looked at what we would need. We looked at our joint facilities with PSU and OHSU and has and if we lose surface parking with the ratio at 2.0 we are not sure how to make it work. Our medical needs more than 2.0 now, but others uses don't need that, so across the board it might average itself out. Possibly we keep the two districts in SW, maybe we continue a North SW and a South SW that would work for us. If that helps ease angst about over building parking.

**Question:** This is the parking committee, is there another committee working on transit policy like improving headways on transit? If we have a corresponding policy that says other modes of transit will work better that makes these parking ratios work better.

**Staff response:** We are working on that, we are in conversation with TriMet, and the adopted Regional Transportation Plan (RTP) has policy directives to expand transit in the next 20 years.

**Comment:** I have concerns about the competitive advantage of different districts, a 1.0 for office is right for some Downtown tenants because they chose to locate there because of the existing transit service and parking infrastructure, but others may not because they know their people drive in from outside of town. In places outside of Downtown there are not those options of private garages or SmartPark or good transit, so what do we do then? There are not alternatives outside of Downtown to park, so do we phase it over time, so after we see demand change, we can change it.

**RW response:** We dealt with this in the 1990s with the original CCTMP, they argued about the competitive advantage, but we had faith in the other modes coming through to make those areas compete. After we implemented this, everyone's SOV rate went down.

**Comment:** We have to make sure that there are alternatives or phasing over time.

**Comment:** The entire area near PSU and OHSU have conditions that make it very expensive to build parking. Operating flexibility will be critical to making this work. Re: 2035 plan, I am curious about the relationship between the goals of that and the Climate action plan and how they relate to the numbers that we are seeing here. I would like to see in more detail, not how it is different to what's allowed now, but how these ratios will help us reach the Comp. Plan and Climate Action Plan goals. We have a mode split goal for 25%, and we don't even have the plans for the projects that can get us to that, the trajectory of our investments is not on target with those goals. I am worried that these parking ratios aren't as well.

**Staff response:** There are many projects on the TSP list that will help get us to those goals, those investments will be made to help us reach the mode split goals.

**RW Response:** Airport lightrail, 205 light rail, streetcar, bike plan, those weren't even on the project list when we made this original plan. But we used examples like that to get people to agree on the original plan because they could see how investments like those would help change the mode split.

**Comment:** One thing that you omitted, there are a lot more people per thousand square feet (in office buildings). You are getting a lower percentage of people driving, but still these numbers may not reflect that there are a lot more people in those office spaces.

**RW Response:** We did consider the concern that we may overbuild parking, and we ran the numbers and even if everyone builds to the max, we see that it won't result in an oversupply of parking.

**Comment:** I recall from a past meeting that most recent developments were building 60 – 70% of the maximum parking they could build.

**Staff Response:** Yes, that's right, most of the people who are bumping that ceiling (of building parking to the maximum) are outliers. However we don't have enough data for office buildings built to extrapolate any conclusions for office buildings and we wanted to allow for a range, these are not averages but maximums allowed.

**Comment:** For Lloyd district, I don't think office ratio is aggressive enough, especially related to the amount of transit investments, and if we want to meet these mode split goals with this maximum we would have to work very aggressively to get to those goals. I don't think 1.5 is low enough, we need to constrain this now, because I am afraid we don't do this (planning process) again for another 20 years. If we can focus on TDM efforts and transit, I think a lower ratio in the Lloyd district is better.

**Comment:** The cost will constrain the ratio, parking is so expensive to build that people won't build parking unless they really need it. I think some numbers are too low and some are too high. Office could come up and hotel could go down, there is no evidence to show that this will help, it's all limited by cost. I like the idea of shared use parking, that's a great way to better use the resources we have.

**Comment:** They have overbuilt residential parking so far, so why 1.2 for Residential when most people get rid of their cars when they move downtown?

**Staff response:** There are no minimums, so no one has to build parking. This is not an average, this is the maximum that you are allowed to build and we assume based on the past data that people will not build to the maximum. We did a calculation- about 25% of the buildings built above 1.2 ratio, but 14% built no parking, and the average for all residential buildings was about 1 stall per unit. We want to allow some flexibility for the future. Worst case scenario if everyone built to max ratio we would have still have less parking built overall.

**Question:** Why not just go to 1.0 ratio then? You looked at the Elliot building, they overbuilt their parking and they built at 1.2.

**Comment:** That's different, they have to have those parking stalls to sell those condos. Those are reserved spaces, there is a difference between reserved and unreserved parking. Why are industrial ratios so high?

**Comment:** The definition of industrial has changed now, you have software developers or architecture firms as industrial, and so it's not the traditional industry that you might be thinking of.

**Comment:** Can we see the relationship of these maximums on the mode share splits?

**Staff response:** It is hard to make a precise calculation with the data we have to get an accurate model or

relationship. There are many components that we have to get right to go the right direction, it's not all parking, its density, job/housing balance, its street design, etc. They all point towards the right direction together.

**Ms. Deeming Kehe:** It's important to get these ratios right, so there will be some tweaking of these numbers and we will come back to you with a more refined approach. Please email staff after this meeting with specific details or direction on this topic.

### Surface Lots Discussion

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Mr. Williams reviewed the existing and proposed regulations regarding surface lots with new development only. The proposal is to prohibit any new surface parking lots with a new building across the whole Central City.

**RW:** We recommend that existing surface lots continue to operate and even allow for more operational flexibility. All Central City parking sectors would have the same surface lot parking regulations. We would prohibit all NEW surface parking lots with new development. What are people thinking on this? Is this the right direction?

**Comment:** I think this concept is right, but I can imagine some industrial uses in the CEID in the future needing truck deliveries, distribution, etc. New industrial vs. old, creating distribution centers, etc. I don't want to prohibit those.

**RW Response:** Good point, maybe if we are clear about the industrial use maybe we include a provision for some surface parking.

**Comment:** I would second that, we have truck deliveries that will never be able to fit in underground.

**Staff response:** I think what you are describing is not parking per se, that's regulated in a different code, so I don't think this proposal would prevent those uses or deliveries.

**Comment:** I don't think it's a good policy to build a bunch of parking in buildings, you don't want to overbuild parking. As transit investments improve, this doesn't allow for me to build 3 buildings and share parking on a surface parking lot.

**Staff Response:** If you have a master plan, you can build surface parking lots now and phase them out.

**Comment:** These issues are linked, we can live with our surface parking lots going away over time, but if we can't replace them in a structure later, then we can't live with this.

**Comment:** The purpose of the CCTMP was to limit and eventually prohibit developing surface parking lots. Has this served its purpose? If we cap it, that's fine. Let's look at it or phase it out, or cap the total amount you can build.

**Comment:** Flexibility, didn't want to be left with a parking structure that's unusable. What about architectural design for parking structures so we can change parking garages in the future when we don't need them. Surface lots create heat islands and other problems besides parking and traffic.

**Comment:** The floor to floor heights don't work, the ramps you need to build for a parking garage, make it so they won't work in the future for other uses.

**Comment:** It bothers me that we allow parking garages to build parking on the ground floor, we should not allow that. We need to require that the ground floors have a higher and better use.

**Comment:** Regarding industrial, maybe a phased approach is a good idea. This policy may stifle some new development, I have a concern that this would cause businesses to go elsewhere.

#### Temperature check on surface lots

Ms. Deeming Kehe asked for a temperature check from the group using their signs, red for absolutely no, yellow with concerns and request for changes, and green with a yes this is the right direction.

**Action: 4 No, 7 Yes with some changes, and 11 Yesses.**

**Comment:** Giving developers flexibility to build surface parking lots now, I don't agree with that.

**Mauricio Leclerc:** We have gotten direction from you. We only have two more meetings, so next time we will need to have something that you will vote on.

#### Surface Lot issues/concerns:

- Operational Truck parking for new industrial businesses- need to check that regulation.
- Allow temporary surface parking
- Look at park block remaining spots, consider a cap to control growth.
- Retail should be required on street level
- Concern that this would be a hindrance to economic growth if it reduces flexibility.

#### 4. Portland Development Commission (PDC) District Parking Presentation

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Damian Crowder from PDC presented on district parking issues focusing on Old Town/Chinatown. There is a gap between the private sector's ability to build a shared parking structure and the policy goals. There is tension with how to promote growth in non SOV modes, while still welcoming new jobs and housing units.

It's so expensive for private developers to build parking on their own, PDC is looking at how to assemble parking ratios together to build one joint parking structure that can serve many buildings in the district. The current regulations don't allow for operational flexibility, and we need to figure out how to make the overall system work more efficiently.

The revenue required to make building parking pencil is not in line with the market now. It's difficult to assemble the parking entitlements to build structured parking. That's where the public sector can come in. He presented a case study for building a parking garage on block R, but it doesn't pencil out even with the projected demand and the cost of the land being free.

**Comment:** I understand the developer's concerns, people are still moving here with their cars. There is no limit on the number of permits, but there's limited supply of parking spaces. I have not seen where the city has said there will be a limit of permits to match the supply so they work better.

**Staff response:** We are looking at this issue in the parking strategy and with the Centers and corridors project. We are looking at this issue, we can bring you up to speed offline.

**Comment:** Given that we are looking at regulating parking, I am concerned that we are redoubling efforts to publicly build parking that we don't need. I don't think we need to build more parking supply.

**PDC comment:** That's why it is important to look at each different neighborhood differently. In Old Town, there's a need for a district parking plan, but maybe other districts don't.

**Comment:** We need to be cautious that we don't oversupply parking, because they would hurt our mode goals and hurt us financially. We need to look at public subsidy and oversupply parking.

**PDC comment:** We need to look at the economic development goals, and the job and housing density goals, we don't want to hurt those goals either.

**Comment:** I strongly agree with the previous comment. I think the public subsidies of parking have suppressed the private market for parking, so that's why the private market can't make building and charging for off-street parking pencil out financially. We don't need to build more supply.

**Comment:** Old Town is meeting targets with mode split goals, is there a possibility to use Travel Demand Management (TDM) or other parking management projects instead of publicly building more parking?

**PDC comment:** The community is strongly interested in looking at building district parking in addition to other tools, but we need to figure out how to fund these things.

**Comment:** Our community association is looking at other ways to fund TDM and we strongly feel we need to look at other options before we build more parking.

**Comment:** What assumptions are you using for the parking demand for Old Town, are you using the 2035 mode split targets, can you explain that a little bit? If you are calculating parking demand, are you assuming all of those people will be driving, or are you using the 2035 mode split targets?

**RW response:** The demand is calculated by the maximum ratio now. But most of the buildings in old town don't have parking because they are older buildings. One of the ideas of entitlements, is that old buildings can build parking offsite if someone builds it for them. This was to protect the historic buildings value.

**Comment:** Given that you are asking for a public subsidy, should we subsidize the maximum that a private developer could build?

**PDC Response:** Our goal is not a single use parking, we looked at it from a market perspective for shared parking, for some blend of residential, office, etc. But it's an interesting question.

**Comment:** I think the CEID is a good example of how we may get in to trouble very quickly. The only structured parking is owned by the county, we need to look at something, because have 2000 more residential units with more office and industrial units coming in. We have been looking at these new stacked mechanical parking structures, if PDC could invest in some of those that may help.

**Comment:** What's the 2015 land value for block R, did you take this into the analysis?

**PDC Response:** We didn't have to pay to acquire this land so we didn't carry that in the pro forma.

**Comment:** It would be great to know what the value was in this analysis, and what about operations and maintenance, and construction.

**RW Response:** Yes you are right, if we included the cost of acquiring the land, it would be a lot higher.

**Comment:** All of the residential buildings (The Eliot, etc.) are generally not building parking, so if we are meeting our density goals, why do we need to build more parking supply?

**PDC Response:** Those buildings you mentioned are all rehabs of affordable housing, when you look at

market rate housing, there are different issues.

**Comment:** Those buildings, the Eliot, etc. were empty for decades, so by rehabbing those, didn't you increase the density?

**PDC response:** We can look at those numbers and get them to you.

**Comment:** Thank you.

**Comment:** Changes to parking policy would deregulate parking, by pulling the regulation off, we aren't sure how the private market will respond. If a developer builds a mixed use building, we are creating a greater incentive for developers to build more parking because now they can sell that parking to anyone. I think we need to wait and see how the private market responds before we start publicly building new parking.

**RW Response:** The issue is that people can't just build parking without building a new building. So this would allow for buildings to package parking entitlements.

Ms. Deeming Kehe wrapped up the discussion and Staff will take these considerations into account and bring back a more refined proposal next time.

#### **Public comment # 2**

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No public comment was given.

**Meeting adjourned at 7:34pm.**