



Bulletin #4: Proposed Parking Strategies

1. Summary

Access is a key element guiding the success of the Central Eastside Industrial District (CEID). With limited roadway capacity and many competing uses for the right-of-way, continuing to provide adequate multimodal options for the many users of the district is paramount if the Central Eastside is to continue to grow and thrive. In this context, parking is a very important limited resource and needs to be carefully managed. City code and policies treat on-street parking and off-street parking differently, but in reality they are one integrated system supporting a variety of land uses and trips. As the CEID grows, parking demand will increase, and management of the parking supply must be flexible and responsive to those changes.

Data shows that the parking supply in the district is adequate for the current level of demand, and that with more efficient use of existing parking and a reduction in the number of employees who commute to work in single occupant vehicles, it may be adequate to accommodate projected job growth. However, the CEID can feel like it has a lack of available parking. This is due in large part to a prohibition in the parking code on the sharing of surface parking lot spaces between users. As a result, many district employees must park on the street even though nearby lots may have unused spaces. Parking code restrictions must be amended to allow efficient utilization of spaces across the district.

The recommendations emerging from the Southeast Quadrant Plan will move toward a more holistic approach to managing the parking system in the CEID. The proposed parking management approach prioritizes the use of existing parking by district employees, manages the supply to ensure adequate parking for visitors and customers, and places the lowest priority on use by new residential development. This bulletin provides background on parking in the Central Eastside and includes staff proposals that seek to:

1. Allow the existing parking supply to be more efficiently used to meet current demands through code amendments and new management practices;
2. Establish a regular study to be conducted every 2 years to ensure capacity is meeting demand as the district continues to grow and evolve;
3. Continue to support the development of a Transportation Management Association to reduce drive alone commute trips, maintain roadway capacity for freight movement and maintain parking supply for district employees and customers;
4. Establish a strategy to provide structured parking as it becomes financially feasible.

At the Stakeholder Advisory Committee (SAC) meeting on October 2, 2014, SAC members will make preliminary decisions about the staff proposals and provide input to further hone the parking strategy by discussing the issues raised by the questions.

2. District Capacity

A parking supply inventory and occupancy study was conducted as part of the Central Eastside Parking Management Plan (CEPMP). According to the inventory, the CEID has 14,605 total parking spaces (Table 1). The rates in Table 1 represent occupancy during the hour when parking demand is highest: 12 – 1 PM for on-street parking, and 11 AM – 12 PM for off-street parking. As a general rule, 85% occupancy is considered most efficient. This level of occupancy represents just enough vacancy to ensure that people can easily find parking without having to drive around looking for a space.

Table 1: Central Eastside Parking Supply and Occupancy

Parking type	Number of stalls	Peak hour occupancy rate
On-street	6,324	76.5%
Off-street	8,281	60.4%
Total	14,605	67.6%

Source: *Central Eastside Parking Management Plan* (2012)

Off-Street Parking

Off-street parking regulations for the Central Eastside are found in the Central City Plan District section of the zoning code (Title 33.510). The code regulates how much parking may be built, and how the parking may be operated. When the current code was adopted in 1997, most existing parking within the Central Eastside was converted to “Growth Parking” (33.510.265.G). Growth Parking is a classification for off-street parking in the Central City that is created in conjunction with additions of floor area to a site, for example, during redevelopment or the expansion of buildings. The other class of off-street parking in the Central City is Preservation Parking which is created to serve existing, older non-residential and non-hotel uses. For non-office uses, including industrial uses, the code stipulates that Growth Parking must be operated as “accessory.” That means only employees or visitors to the adjacent building may use the parking.

There are approximately 459 properties in the CEID with off-street parking. The number of parking stalls on those properties ranges from only a few to over 400, with a median value of 20. If we apply the 85% occupancy target to the CEID, off-street parking is significantly underutilized. At 60% occupancy, that represents over 3,200 unused parking stalls during the peak hour. However, this number represents a district-wide average; there are local variations in occupancy rates.

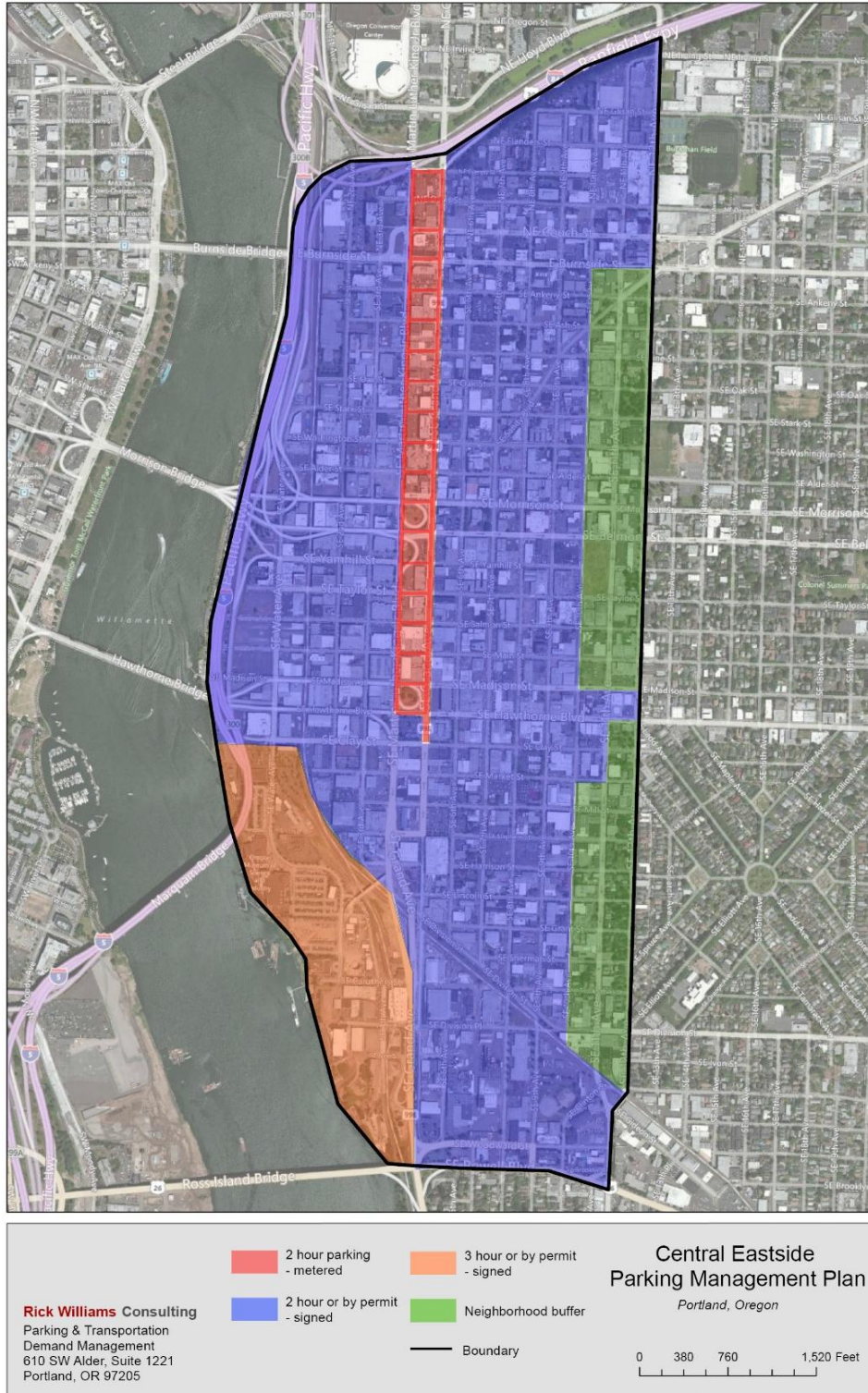
On-Street Parking

The City has an Area Parking Permit (APP) program to manage on-street parking in areas with high demand during daytime hours. The regulations for the APP program are found in City Code, Title 16.20.800. There are currently eleven APP zones throughout the City. The Central Eastside has opted into the APP program and is designated as Zone G.

The CEPMP made significant revisions to the on-street parking system. It expanded the Zone G boundaries to include the entire CEID, with the exception of a “Customer Priority Area” along King/Grand, and a “Neighborhood Buffer” area between 10th/12th. The Plan recommended parking meters in the Customer Priority Area, to encourage turnover and prioritize parking for visitors and other short-term parking needs. The Neighborhood Buffer area is intended to prevent parking spillover into adjacent residential areas. In the remainder of the district, on-street parking is time-limited to two or

three hours (Map 1). The Zone G permits allow permit holders to park on-street beyond the posted time limits during parking enforcement hours (8 AM until 6 PM, Monday through Saturday). Non-permitted vehicles may not exceed the posted time limits for on-street spaces within the district in the same day.

Map 1: Zone G Boundaries



Each APP zone has a standing Area Parking Committee. In Zone G, the Area Parking Committee is the Transportation and Parking Advisory Committee (TPAC) of the Central Eastside Industrial Council. The committee develops a Supplemental Plan annually, which determines how permits will be allocated in each Permit Year. A business located in an APP zone can purchase employee permits according to the terms defined in the Supplemental Plan for that zone. In addition, each address may purchase one guest permit and the Supplemental Plan may set limits on additional guest permits. Residents must show proof of residency and proof of vehicle control prior to receiving a permit, but the code does not permit limits on residential permits.

After the adoption of the CEPMP, the allocation of employee permits in Zone G increased from 75% to 100% of full-time employees. Some zones limit permits to as few as 50% of full time employees at each business. In Zone F (Lair Hill), permits are only issued to businesses without off-street parking. Table 2 provides a summary of how employee permits are allocated throughout the City.

Table 2: APP Zone Business Permit Allocations

Zone	Annual Fee	Employee Permit Allocation
Zone A Goose Hollow	\$60	50%
Zone B Gander Ridge	\$60	50%
Zone C, D, E Homestead	\$60	50%
Zone F Lair Hill	\$60	50%
Zone G Central Eastside	\$70*	100%
Zone J Eliot	\$60	100%
Zone K Northwest	\$60	100%**
Zone M Northwest	\$60	100%**

* \$10 Zone G surcharge provides funding to the TPAC.

** The Northwest District employee allocation will reduce to 85% in 2018.

Table 3 provides a breakdown by permit type in Zone G for the most recent Permit Year (May 2013 – April 2014):

Table 3: Zone G Permits, 2013-2014

Permit Type	Number of Permits Issued	Percent of Total
Employees	6,784	94.1%
Guests	256	3.6%
Residents	168	2.3%
Total	7,208	100%

The CEPMP recommended a multi-phase deployment of parking meters in the Customer Priority Area. The first meters appeared in 2013 along MLK and Grand between Pine and Morrison (Table 4). Currently, 87 parking stalls are paid, out of about 450 total in the Customer Priority Area. The TPAC is currently working with Parking Operations staff at PBOT to establish criteria and a detailed process for deployment of additional parking meters. As part of that process, the parking inventory and occupancy data reported in Table 1 above will be updated. Data collection for the next update is currently ongoing with results expected in October 2014.

Table 4: Current CEID Paid On-Street Parking

Duration	Number of Spaces
2-hour	57
3-hour	30

3. Future Parking Demand

Future parking demand can be extrapolated using the analysis of growth potential presented in the appendix of Bulletin 3 and mode split data (see Appendix A at the end of this document). Growth potential refers to the new jobs that are possible given development capacity and the of potential Employment Opportunity Subarea expansion in the Southeast Quadrant. While this shows that approximately 15,000 new jobs are possible, staff projects that around 9,000 new jobs are likely to be created by 2035. The maximum growth potential is used for the parking analysis to show the parking impacts of the highest possible amount of growth. Mode split refers to the number of people who drive, carpool, walk, bike, or take transit to work. The travel demand model used to project traffic demand shows a combined auto mode split for commute trips (drive alone and carpool) of 78% in the 2010 base year, with a projected reduction to 48% in 2035. The biggest shift comes from commuters switching from drive alone trips to transit trips.

The analysis assumes that the overall parking system (on- and off-street) is managed to achieve 85% occupancy during times of peak demand. At the current mode split, if the maximum amount of employment growth were realized, by 2035 this would result in a district-wide deficit of 1,148 spaces. However, achieving the projected reduction in drive alone trips and increasing the total peak hour parking occupancy to 85% results in a surplus of approximately 4,500 spaces throughout the district.

Reducing the drive alone mode split by 30 percentage points is an aggressive goal. It will require not only public investments in alternative transportation infrastructure, but also incentives from employers to effect shifts in travel behavior. A key factor behind the reduction of drive alone trips in other employment districts (e.g., Swan Island, Lloyd District) has been the formation of Transportation Management Associations (TMAs). TMAs are generally non-profit entities that work within a district to promote the allocation and use of transportation options for its members (e.g., subsidized transit passes for employees, guaranteed ride home programs, carpool match programs, etc.).

The CEPMP recommended the formation of the TMA in the Central Eastside, and the \$10 surcharge on the Zone G permits currently provides funding to the TPAC in its role in implementing the expanded permit system and other recommendations from the CEPMP. As the organization continues to grow and its role as a TMA expands, other funding sources through grants and public-private partnerships will

become available. An effective TMA will be critical to achieving employment growth while maintaining freight mobility and available parking for employees and customers of the district.

4. Staff Recommendations

Despite a relatively low peak hour occupancy rate, the Central Eastside can feel like it has a lack of available parking. This is due in large part to the prohibition on shared parking on most surface parking lots. As a result, many district employees must park on the street: 6,784 employee permits were issued for only 6,324 spots in 2013-2014. While not every employee is in the district at the same time every day, with projected employment growth, this points to an unsustainable situation. Staff has developed the following recommendations to address parking supply:

1. Amend the zoning code to allow existing non-residential parking to be shared among non-residential uses.

- This proposal would allow parking currently required to operate as accessory to be shared among non-residential uses.
- This proposal would not affect existing parking operating as accessory to residential uses. Residential Parking would continue to be required to operate as accessory.
- This proposal would not affect development or operation of new parking. It would only permit existing parking currently required to operate as accessory to non-residential uses to be shared. Individual property owners would then be able to legally rent excess parking stalls if they chose to do so.
- This proposal would result in a much more efficient use of existing parking, reducing the pressure to increase the parking supply.

Discussion questions:

A. Should allowances for shared parking be limited to certain zones or land uses?

The Central City Plan District regulations generally tie operating restrictions to land use, not the base zone. A code amendment allowing shared parking could be limited to properties in the IG1 zone, for example, or to only industrial uses regardless of zone. Alternatively, it could apply across the entire district.

B. Should there be limitations on the size of parking lots that can be shared?

Staff has heard concerns that allowing shared parking on large lots may inhibit redevelopment, and lead to a parking market that serves downtown commuters as opposed to CEID businesses.

2. Monitor key parking indicators (supply, occupancy, mode split) at a minimum of 2-year intervals and modify the proportion of on-street permits that are available for district employees to achieve optimum on-street parking availability for short term-uses.

- In the most recent Permit Year, the number of permits issued to district employees exceeded the total on-street parking supply by 460. The TPAC can reduce the allocation of permits issued to each business annually, in the Zone G Supplemental Plan. In

conjunction with recommendation #1, this proposal would encourage the development of an off-street parking market while reducing pressure on the on-street parking system.

Discussion questions:

A. Should restrictions on residential permits be considered?

In the most recent Permit Year, only 168 residential permits were issued in Zone G. However, as more residential development occurs in the existing EX-zoned areas, demand for residential permits may increase. Limiting residential permits would require a code amendment to Title 16.

There are no minimum parking requirements for new development in the Central City Plan District. Staff has heard concerns that as more residential developments are built with limited off-street parking, the demand created will overwhelm the on-street parking supply. Limiting the number of residential permits could serve as a proxy for parking minimums, as developments will either need to provide adequate parking to serve the new residents, or be marketed primarily to tenants who don't own cars. They could no longer rely on on-street parking throughout the district to meet their needs.

B. At what point should a district parking structure be considered?

Even if the projected mode split and occupancy goals are achieved, some areas of the district could be at or near total parking capacity. Strategically placed parking structure(s) could help to ensure that growth is not inhibited by parking supply pressure. However, a parking structure is a major investment, and would require a sufficient stream of parking revenue to construct and finance. It is unlikely that a public parking structure could be built in an environment where there is essentially free on-street parking as exists in the district today. Appropriate pricing of on-street parking is needed to make the development of structured parking financially feasible.

3. Continue to develop the TPAC into a Transportation Management Association.

- The CEPMP recommended development of the Transportation Management Association to “provide a system of parking self-governance for stakeholders in the district to support continued growth in jobs and customers in the district.” This process is underway and will require ongoing support from stakeholders throughout the district. The TMA could help improve the efficiency of off-street parking utilization by managing shared parking across many privately owned parking lots. This would also take the burden of coordination off individual business owners.

Appendix A

Parking Demand Analysis

The table and corresponding map illustrate the demand for parking resulting from the job growth projections in Bulletin 3.

Analysis Subdistrict	Existing Jobs	Job Growth Capacity (# Jobs)			Employment Space Capacity (sq. ft.)			Parking Analysis (# Spaces)				
	Total	Development Capacity	EOS	Total New Jobs ¹	New Development	EOS Reuse	Total New & Reusable Space	Available Parking Supply ²	Peak Demand ³ at Current Mode Split	Peak Surplus/Deficit at Current Mode Split	Peak Demand at Projected Mode Split	Peak Surplus/Deficit at Projected Mode Split
1	4,226	2,488	-	2,488	1,221,608	-	1,221,608	1,989	2,877	-888	1,701	288
2	407	87	121	208	-	59,349	59,349	218	264	-46	156	62
3	71	-	21	21	-	10,403	10,403	94	39	55	23	71
4	422	9	126	135	4,523	61,673	66,196	482	239	243	141	341
5	566	-	168	168	-	82,624	82,624	234	315	-81	186	48
6	6,055	4,945	-	4,945	2,427,995	-	2,427,995	4,602	4,714	-112	2,787	1,815
7	460	244	137	381	119,804	67,160	186,964	346	360	-14	213	133
8	427	2	127	129	1,199	62,281	63,480	228	238	-10	141	87
9	280	-	83	83	-	40,844	40,844	472	156	316	92	380
10	1,450	-	431	431	-	211,773	211,773	1,168	806	362	477	691
11	185	369	55	424	181,179	27,022	208,201	150	261	-111	154	-4
12	355	285	105	390	139,935	51,769	191,704	247	319	-73	189	58
13	1,131	-	336	336	-	165,199	165,199	1,095	629	466	372	723
14	1,053	1,783	313	2,096	875,453	153,726	1,029,179	511	1,350	-839	798	-287
15	544	2,354	-	2,354	1,115,814	-	1,115,814	826	1,242	-416	734	92
Totals	17,632	12,566	2,023	14,589	6,087,510	993,823	7,081,333	12,661	13,809	-1,148	8,163	4,497

1 Represents total number of jobs possible based on development capacity and EOS expansion potential.

2 This assumes that the parking system (on-and off-street) is managed to 85% occupancy.

3 The CEPMP calculated a Parking Demand Factor, based on occupancy, supply, and number of jobs that was used to estimate peak demand.

Map of Analysis Subdistricts

