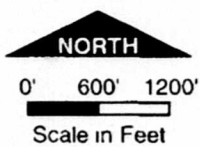


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Central City  
Plan District Boundary

# Map 510-8 Core and Parking Sectors

**INTERIM**

Map 1 of 2

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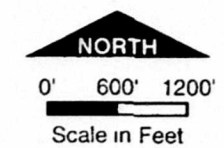
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# Map 510-8 Core and Parking Sectors

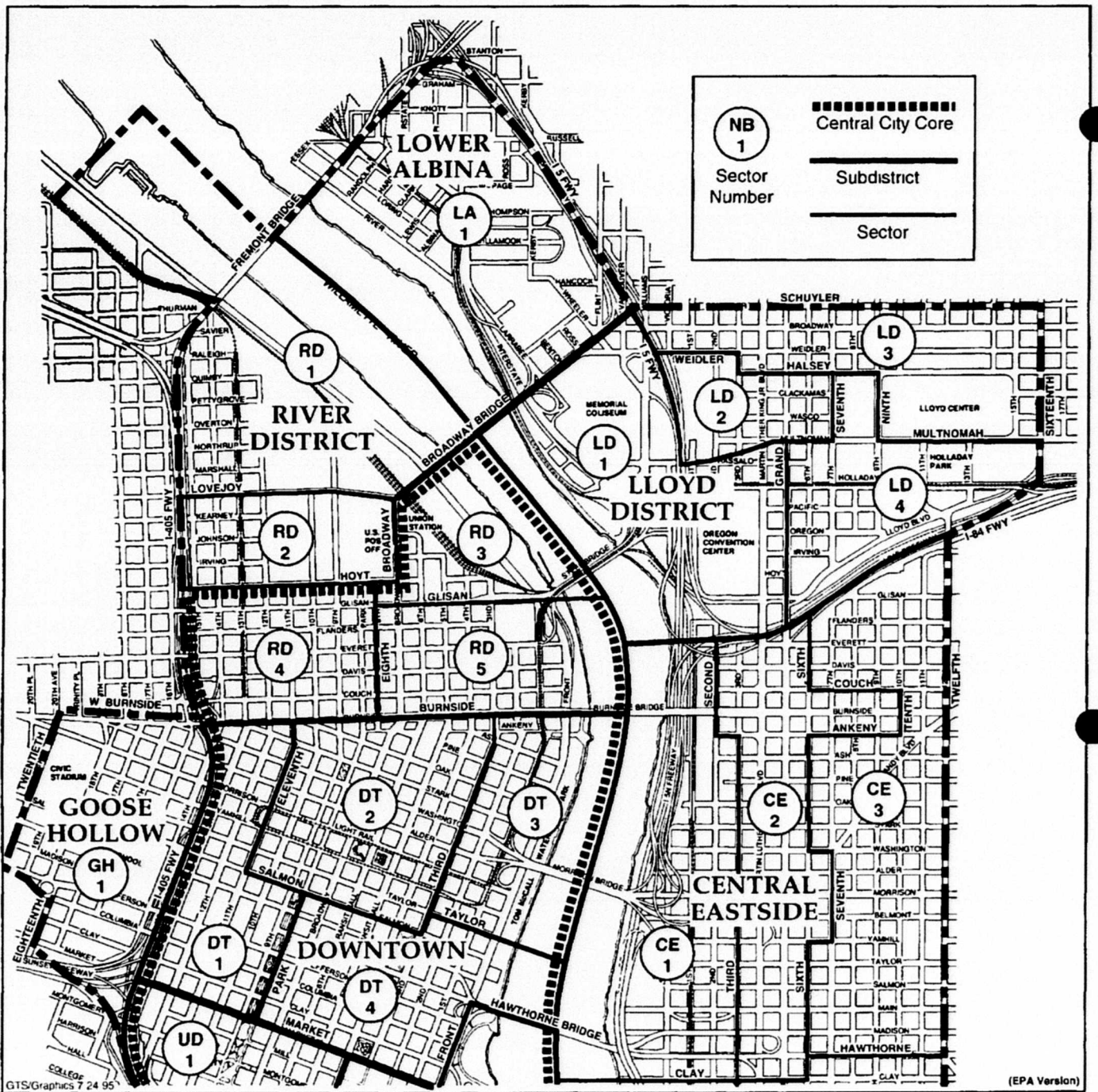
**INTERIM**

Map 2 of 2



Central City  
Plan District Boundary

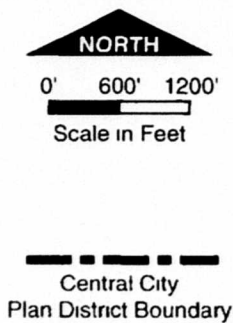
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# Map 510-8 Core and Parking Sectors

**AFTER EPA APPROVAL**

Map 1 of 2



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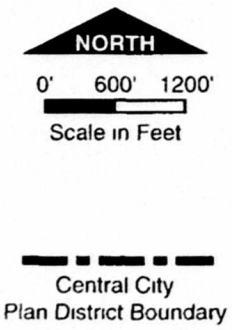
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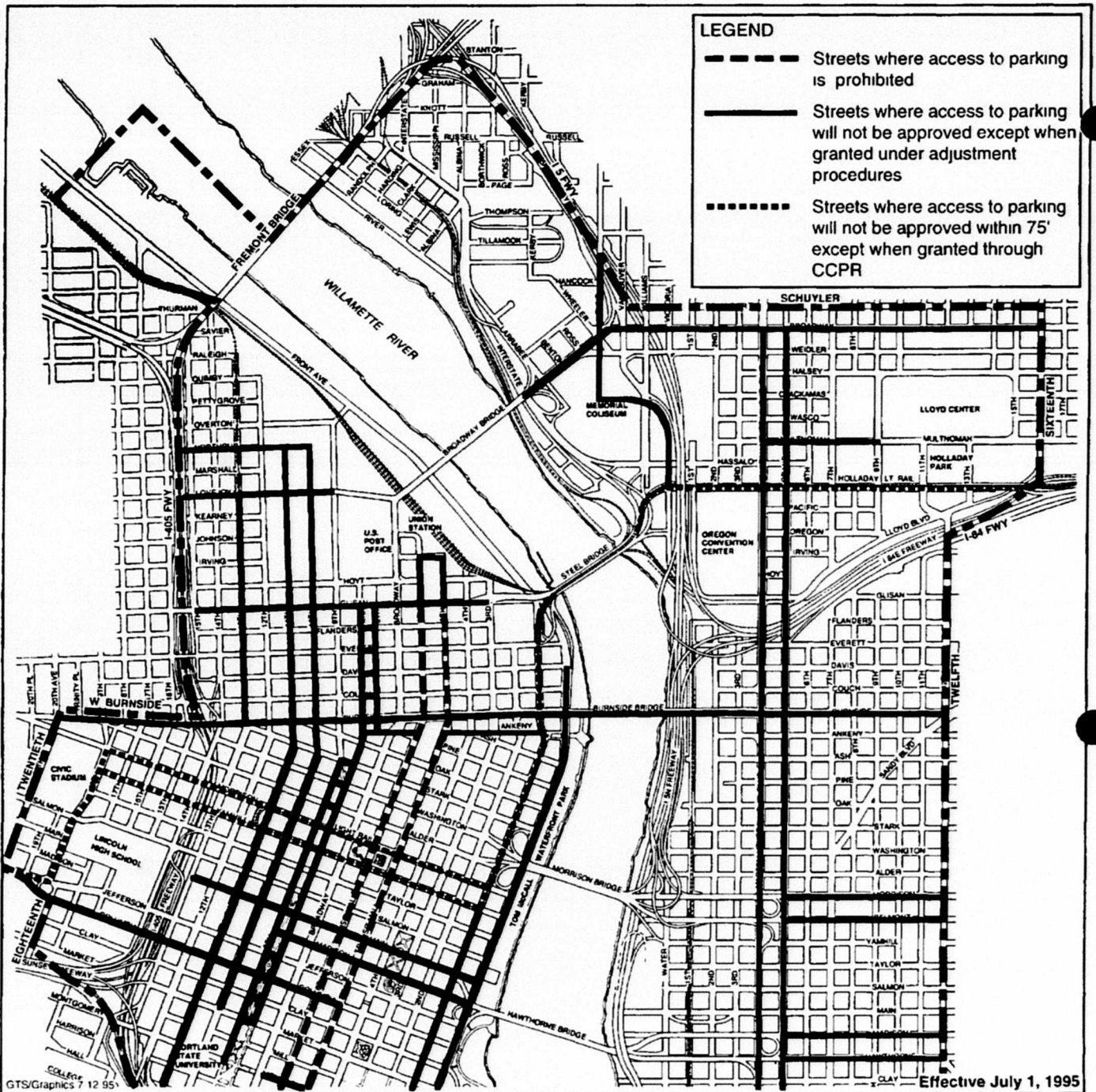
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**AFTER EPA APPROVAL**

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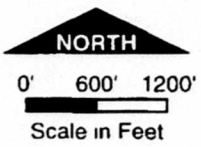


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**LEGEND**

- Streets where access to parking is prohibited
- Streets where access to parking will not be approved except when granted under adjustment procedures
- ..... Streets where access to parking will not be approved within 75' except when granted through CCPR

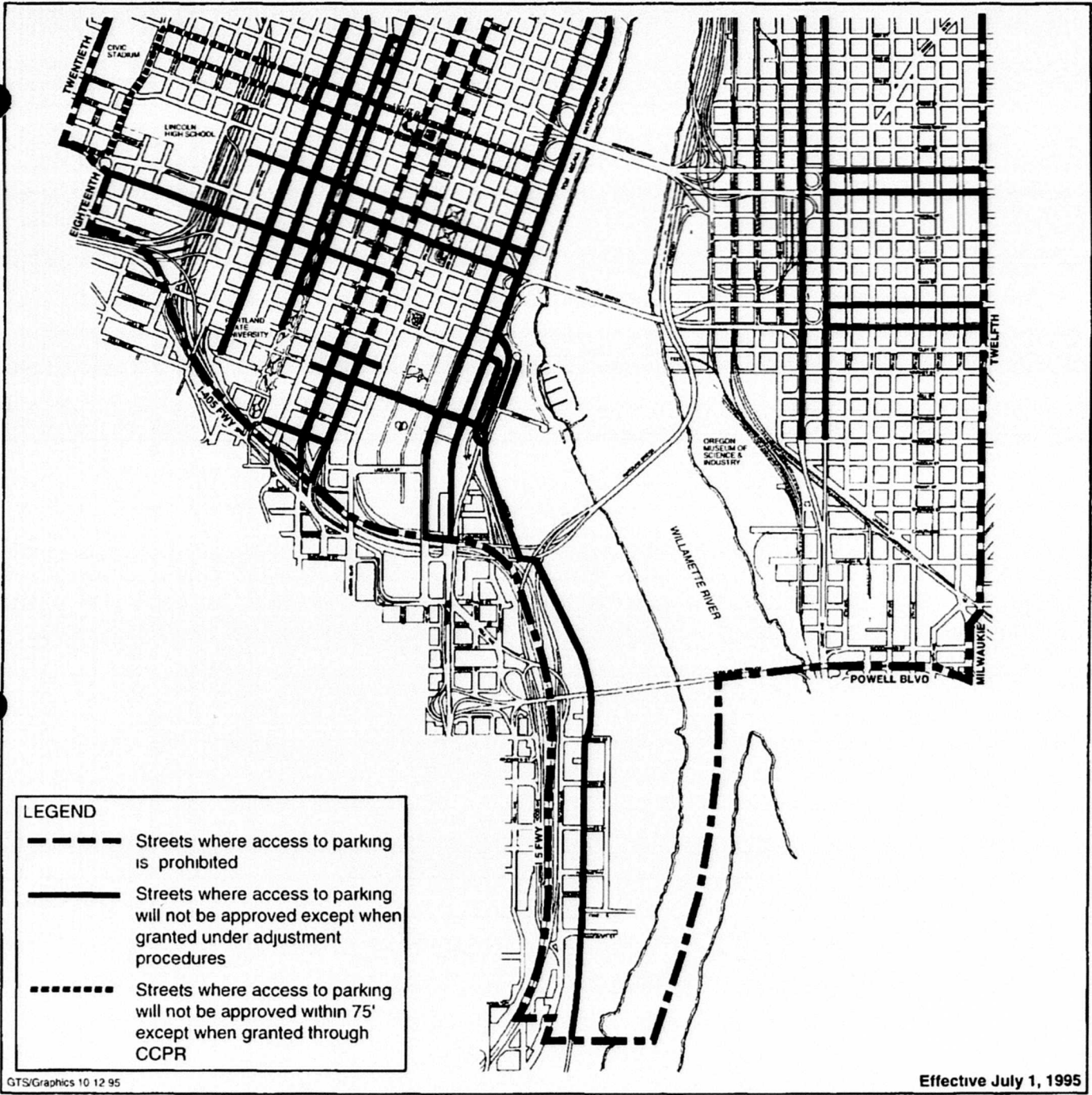


Map 510-9

# Parking Access Restricted Streets

Map 1 of 2

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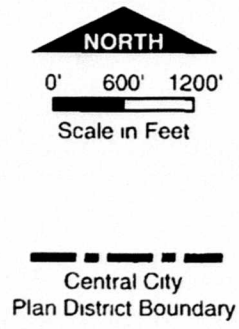


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GTS/Graphics 10 12 95

Effective July 1, 1995



# Map 510-9 Parking Access Restricted Streets

Map 1 of 2

Bureau of Planning • City of Portland, Oregon

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as amended

35472

Recommended Draft

# **CENTRAL CITY TRANSPORTATION MANAGEMENT PLAN**

## **Plan and Policy**



**CITY of PORTLAND  
OFFICE of TRANSPORTATION  
BUREAU of PLANNING  
October 1995**



**This is the first of four documents**

**1 THE CENTRAL CITY TRANSPORTATION MANAGEMENT PLAN AND POLICY-  
Brown Cover**

**2 Administration Section- Blue Cover**

**3 Amendments to the Zoning Code- Green Cover**

**4 Ordinance and Resolution- Tan Cover**

35472

As Amended

Recommended Draft

**CENTRAL CITY  
TRANSPORTATION  
MANAGEMENT PLAN  
Plan and Policy**



October 1995  
CITY of PORTLAND  
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**In memory of Alfred "Alf" Siddall, member of the CCTMP TAC  
and former City Parking Manager**

# CENTRAL CITY TRANSPORTATION MANAGEMENT PLAN

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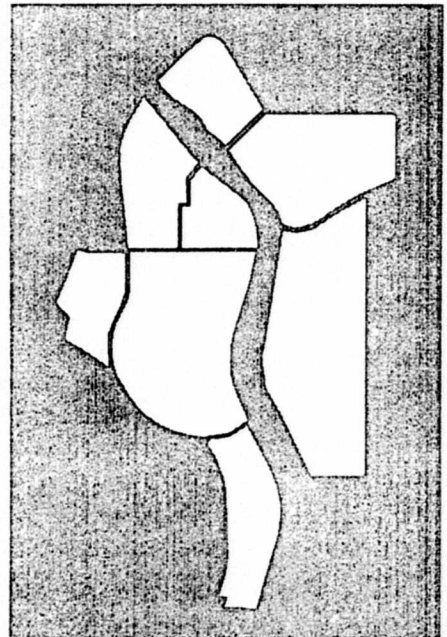
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**CCTMP**

# **Introduction**



## **INTRODUCTION**

The Central City Transportation Management Plan (CCTMP) is part of a continuous planning process intended to promote economic vitality, livability and environmental quality in Portland's central core. The plan is an effort by the City and its partners to promote a sustainable future for Central City residents, workers and visitors.

The CCTMP is the latest step in a process that began with the Downtown Plan, which was first adopted in 1972, and continued with the 1988 Central City Plan, the 1991 Portland Future Focus, 1993's Carbon Dioxide Reduction Strategy, 1994's Prosperous Portland document, and the Sustainable City Principles adopted in 1994. The CCTMP, while focusing on the Central City, seeks to achieve city and region-wide benefits for a sustainable community.

### **Assuring Growth with Livability**

The CCTMP and Prosperous Portland share the goals of creating and retaining new jobs and housing units to attract residents and employees into the Central City. These goals support a vision of a compact urban form that limits urban sprawl and the loss of agricultural and forest land at the fringe of the metropolitan area. Encouraging economic growth and housing in the Central City will increase the use of alternative transportation modes that result in less vehicle miles traveled by workers and residents.

Reduction in auto use will improve air quality by reducing emissions of carbon monoxide and ozone air pollutants. Additionally, increasing the use of different transportation modes will reduce renewable resource use, diminishing the release of carbon dioxide into the atmosphere and reducing contributions to the global warming effect. Finally, reliance on transportation modes other than the auto will limit traffic congestion, a factor that significantly reduces a region's livability.

The CCTMP establishes an overall policy framework to support growth in the Central City while managing the parking and transportation system. The actions described in the plan will minimize congestion, increase transit use, walking and bicycling and improve air quality. They are intended to work in tandem with commercial and residential development, to encourage new jobs and residents and enhance the Central City's overall environment and attractiveness.

### **Air Quality**

To successfully address air quality problems requires a shift from localized to regional strategies. A regional approach is critical in dealing with emissions that contribute to increased ozone levels. In addition, carbon monoxide, which was once seen as only a Downtown problem, is now appearing in significant amounts throughout the region.

The goals of the CCTMP, to encourage development of jobs and housing in the Central City, along with the implementation steps described in the plan, are intended to help the region respond to growing air quality problems. Increasing job and housing growth in areas of relative high density will promote transit use and further transit development, helping to reduce the region's overall level of vehicle miles travelled per capita.

The CCTMP creates a strategy for compliance with Federal Clean Air Act air quality standards. The adopted plan has been forwarded to the Oregon Department of Environmental Quality (DEQ) for review and acceptance as part of the State Implementation Plan for Carbon Monoxide.

### **The Process**

In 1990, City Council authorized the CCTMP to carry out the Central City Plan's transportation policy and to replace the Downtown Parking and Circulation Policy (DPCP). Therefore, the CCTMP includes both transportation policies as well as potential actions for implementation. The CCTMP is incorporated into the City's Comprehensive Plan Transportation Element.

Regulations to implement the CCTMP are adopted by ordinance and incorporated into Title 33, Planning and Zoning. The CCTMP replaces the Downtown Parking and Circulation Policy previously in effect and adds new policies and regulations for the other Central City districts.

The CCTMP was developed in conjunction with Tri-Met, the Association for Portland Progress (APP), the Portland Development Commission (PDC), Metro, and the DEQ, and the plan incorporates policies on development, promotion and expansion of transit service in the Central City, as well as parking and demand management actions. The transit policies and related transit actions are intended for incorporation by Tri-Met as part of their future service development plan for the Central City.

### **HISTORY**

The following paragraphs describe some of the most important planning efforts that led to development of the CCTMP. The plans and policies are described in chronological order based on the date they were first adopted.

#### **Downtown Plan**

Much of what Portlanders love most about downtown Portland today grew out of the Downtown Plan—a strategy adopted in 1972 to revitalize the central business district. In the early 1970's, the downtown violated federal carbon monoxide air quality standards one of every three days. The retail businesses were losing shoppers to new suburban malls. Government, business, and citizens joined together to develop strategies to target private and public investment.

The Downtown Plan was adopted by City Council in 1972 and updated in 1980 to address changes related to the scale and design of development. Three key elements form the basis for the Downtown Plan: (1) pedestrian amenities, (2) a mix of densities, activities, and land uses (especially retail and housing), and (3) good access through the management of parking resources and greater reliance on public transportation. The Plan sought the "creation of a pleasurable human environment" to attract residents and business investment to the Downtown.

The General Transportation Goal of the Downtown Plan is

"To design a balanced transportation system which is supportive of the other Downtown goals and which recognizes that the transportation system should provide more efficient use of both right-of-way and vehicles. This means reducing reliance on the automobile, increasing the number of persons per car and increasing the number of persons moving through concentrated areas on transit facilities."

Specific goals of the Plan are

- A. Promote a mass transit system that will carry 75% of the passenger trips to and through the core and which provides a viable alternative to the private vehicle, i.e., fast, economical, convenient, and comfortable
- B. Give maximum accommodation to walking in the core
- C. Promote use of bicycles as an alternative mode of transportation
- D. Maintain a circulation pattern which responds to the Downtown Plan
- E. Maintain a public parking policy
- F. More efficient use of transportation resources shall be encouraged through the institution of Flex-Time

The Downtown Plan contains guidelines for pedestrian circulation, vehicle circulation, public transportation, parking, service and loading, and an inter-city bus terminal. The plan's emphasis on transit, including expanded bus service, Fareless Square, the creation of the Transit Mall, and light rail, played a key role in revitalizing the Downtown.

#### **Downtown Parking and Circulation Policy**

The Downtown Parking and Circulation Policy (DPCP) implements the Downtown Plan's Transportation goals and guidelines. The DPCP was first adopted in 1975 with major updates in 1980 and 1986 and amendments in 1988, 1991, and 1992. Major components of the DPCP's policies include the downtown parking lid, maximum parking ratios for new development, and restrictions on surface parking lots.

The DPCP serves as the City's plan for ensuring compliance with the carbon monoxide standards of the Federal Clean Air Act. This policy is currently included in both the SIP for Carbon Monoxide and Ozone.

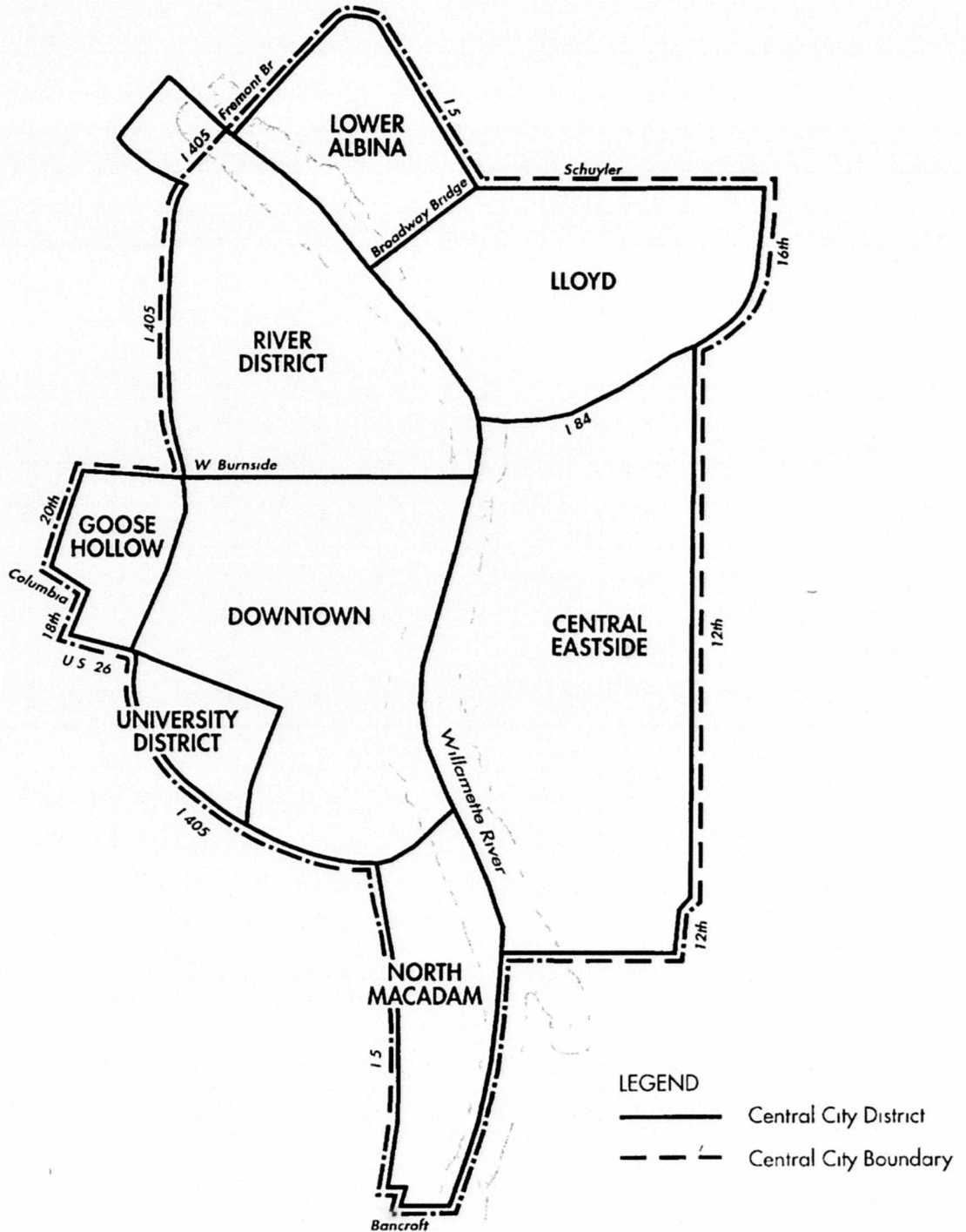
The 1986 revisions to the DPCP were an interim solution to changes that had occurred since the previous update. With the adoption of the Central City Plan in 1988, additional modifications were needed to address the changing character of the Downtown and of the other districts of the Central City. The most recent amendment to the DPCP added provisions to allow parking to be developed for older and historic buildings.

The DPCP has, in large part, been responsible for the fact that Portland has not violated federal standards in carbon monoxide since 1984. Not coincidentally, Downtown Portland employment has grown from 70,000 jobs in the early 1970's to more than 90,000 jobs today.

#### **Central City Plan**

In the mid-1980's, the City of Portland recognized that there was more to "downtown" than the Downtown core—that surrounding neighborhoods had equal potential for commercial, retail, and residential vitality. The Central City Plan was a visionary approach for achieving the goals for the eight districts comprising Portland's Central City area. These districts are Downtown, Lloyd-Coliseum, Central Eastside, North Macadam, Goose Hollow, Northwest Triangle, North of Burnside, and Lower Albina (See Map 1 Districts Map).

# MAP 1 CCTMP DISTRICTS MAP



City Council adopted the Central City Plan in March 1988. That plan anticipated growth in the Central City which would include 50,000 jobs and 5,000 new housing units by the year 2010. The Central City Plan is part of the City's Comprehensive Plan, and it updates and incorporates the Downtown Plan. The Downtown Plan remains in effect.

Transportation plays a major role in shaping the Central City and implementing the Central City Plan. The major transportation concepts of the Plan are:

1. Continuing increases in transit service to handle growth including
  - a. Light Rail Transit (LRT) corridors as spines for the location of higher density development,
  - b. An expanded role for transit (LRT and vintage trolley) for shopping and access to special events, and
  - c. Development of a specialized transit circulation system to serve all the Central City districts
2. Transit (vintage trolley and water taxi) as an element of increased recreational use of the Central City
3. Streets (and public rights-of-way) play a major role as public amenities through use as pedestrianways, boulevards, locations for street trees, and public art
4. Planning and building new local street systems for the North Downtown rail yard and North Macadam areas
5. Managing parking as a resource to support continued economic growth, improved air quality and traffic flow, and the full breadth of existing and future Central City activities

Several policies and sub-policies of the Central City Plan influence the CCTMP. The major policies that impact transportation in the Central City are:

**Policy 1 Economic Development**

Build upon the Central City as the economic heart of the Columbia Basin, and guide its growth to further the City's prosperity and livability

**Policy 3 Housing**

Maintain the Central City's status as Oregon's principal high density housing area by keeping housing production in pace with new job creations

**Policy 4 Transportation**

Improve the Central City's accessibility to the rest of the region and its ability to accommodate growth, by extending the light rail system and by maintaining and improving other forms of transit and the street and highway system while preserving and enhancing the City's livability

**Policy 12 Urban Design**

Enhance the Central City as a livable, walkable area which focuses on the river and captures the glitter and excitement of city living "

The Central City Plan established the need to examine parking and circulation in the Central City in a comprehensive manner. The CCTMP is intended to address this need.

Issues addressed in the CCTMP are not just confined to the Central City. Air quality, traffic congestion, and livability are issues that affect the region as well as the Central City. The region's population has increased significantly during the past few years and will continue to grow. The Central City is expected to exceed current projections for jobs and housing as it absorbs its share of this growth. Implementation of the CCTMP is essential if this growth is to be accommodated.

## **ORGANIZATION OF THE CCTMP**

The CCTMP is divided into several sections. Besides the "Introduction" and "Planning Process" sections which describe the CCTMP and how it fits into other planning efforts for the City, the CCTMP contains a "Transportation Goal," a number of "Policies and Objectives," "District Strategies," descriptions of street classifications (some of which are unique to the Central City), a set of street classification maps, an "Administration" section, a "Glossary," and several other appendices.

### **Goal, Policies, and Objectives**

The Transportation Goal, Policies, and Objectives are adopted by ordinance by City Council and become part of the Transportation Element of the Comprehensive Plan. The Transportation Element was adopted by the City in 1992 to replace Goal 6 of the Comprehensive Plan and the Arterial Streets Classification Policy and is the adopted Transportation Policy for the entire City.

The Policies are grouped around several subjects, such as air quality, parking, transit, pedestrians, and bicycles. Each policy may have several sub-policies and objectives. Explanations follow many of the policies and objectives to provide further information about the history or derivation of the policy and how it is implemented through zoning regulations.

Most of the policies and objectives apply throughout the Central City, but some are specific to certain districts or sectors. The district lines were established as part of the Central City Plan. The sectors were originally used in the DPCP to separate differing maximum parking ratios. This concept now applies throughout the Central City. Map 2 shows the district and sector boundaries. A group of sectors comprise the "Core." Several policies differentiate between the "Core" and "Outside the Core." These two areas are also shown on Map 2.

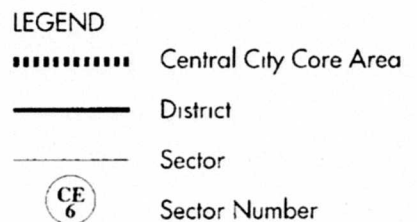
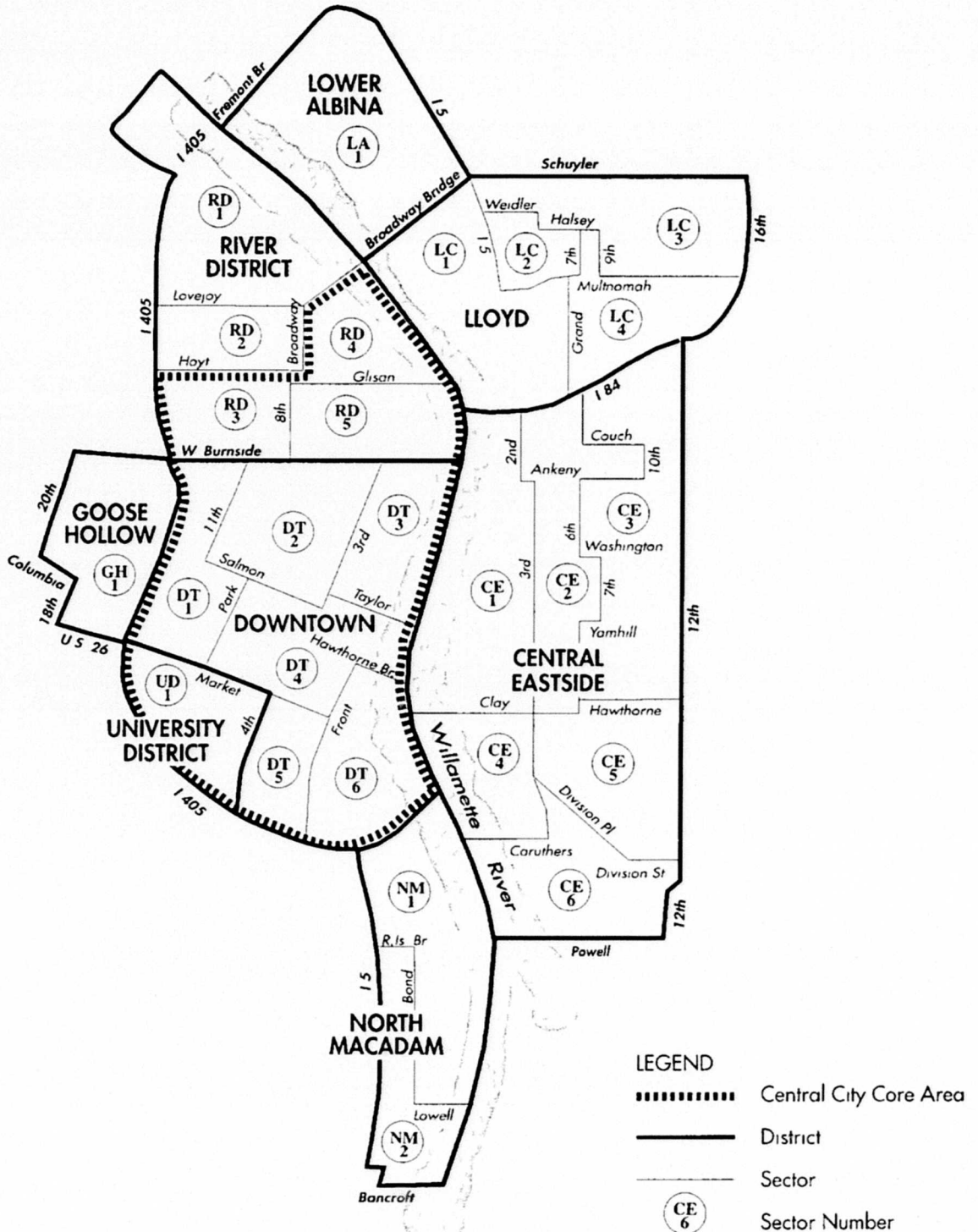
The policies will be used to guide future improvements to the transportation system, such as pedestrian or bicycle facilities, in the Central City. The Goal for the CCTMP applies throughout the Central City, while some of the policies and objectives apply to specific districts or sectors of it.

Some portions of the Policies section cannot go into effect until EPA approval because they would conflict with the portions of the DPCP that are being retained in the interim (see the discussion of interim sections in the Administration and Zoning Regulations in the paragraphs below). These policies are shown in a box. Some policies were previously adopted as part of the Transportation Element and are shaded.

### **District Strategies**

Three of the eight districts in the Central City were the subject of special planning efforts as part of the CCTMP. Committees were formed to discuss these issues and suggest strategies. The committees are the Lloyd District Task Force, the Central Eastside

# MAP 2 CORE AREA & PARKING SECTORS





District Working Group, and the Downtown District Planning Forum. Each group produced a report which is summarized in the District Strategies section of the CCTMP. Other districts, such as River District and North Macadam, are being looked at as a part of other planning projects. District strategies and actions will be adopted by City Council resolution to provide direction for implementation over the life of the plan.

The appendices include policies and actions adopted for specific districts through other planning efforts already completed. The new district strategies and actions of the CCTMP are intended to augment, not necessarily replace, previously adopted policies and actions.

### **Action Items**

Action Items follow the Policies and the District Strategies. The actions represent a list of opportunities for carrying out the policies and strategies of the CCTMP. The actions will be adopted by City Council resolution. The actions were recommended by many sources—some were part of technical studies that were done in a previous phase of the CCTMP, some come from the District Reports, and some come from the work of the technical and citizens advisory committees. The reports are listed in an appendix of the CCTMP.

Some of the actions are very specific to a given district, for example, "Improve NE Grand/MLK, Jr. pedestrian crossings near the Oregon Convention Center," and some are more general, for example, "Prepare a program to ensure safe pedestrian routes to schools." Not all of the actions will be acted upon, but neither will they be ignored. The actions should not be considered as a list of projects that will all be funded, rather they are suggestions for how the Central City can be improved to meet the adopted policies and they will be subject to discussion before being implemented.

### **Street Classifications and Descriptions**

The Street Classifications section classifies the Central City's streets based on their optimal functioning. These classifications dictate what types of automobile, truck, transit, bicycle, and pedestrian use should be emphasized on each street and how future street improvements and public and private development relate to those functions.

The Street Descriptions duplicate, for the most part, the Street Descriptions in the Transportation Element, but some new descriptions are added to address the unique way in which Central City streets are intended to function. For instance, there is a much higher level of transit service in the Central City, and ensuring that it continues to function efficiently is very important. Therefore, two new transit classifications were developed, the Major Transit Priority Street and the Transit Access Street.

Both the Classification Descriptions and Classification Maps are adopted by ordinance by the City.

### **Administration**

The Administration Section is a separate document which gives guidance on how the Office of Transportation shall implement the CCTMP parking policies, as well as specific responsibilities for the management of parking inventories and reserves.

### **Zoning Code Amendments**

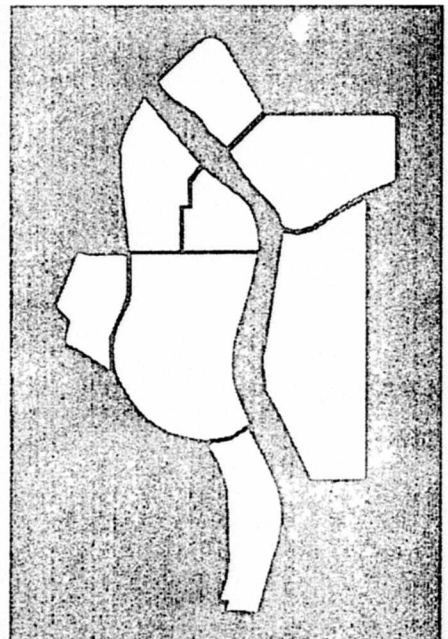
The Zoning Code contains the regulations which govern parking in the Central City. The majority of the parking regulations are in the Central City plan district chapter of the Zoning Code. These provisions will be amended to implement the policies of the CCTMP. The amendments to the Zoning Code will be adopted by ordinance.

The Zoning Code amendments will be developed and reviewed following adoption of the policies of the CCTMP



**CCTMP**

# **Policy Development**



## **POLICY DEVELOPMENT**

### **HISTORY OF THE CCTMP**

In September 1990, the Portland City Council adopted Resolution 34771 (see Appendix) which established a process for developing a Central City Transportation Management Plan. The organizational structure for the plan includes a Policy Steering Committee, Management Team, a Technical Advisory Committee, and a Citizens Advisory Committee (see Management Structure Figure 1). Three subcommittees were formed to develop district strategies for the Lloyd District, Central Eastside District, and the Downtown District.

#### **Phase I**

The Policy Committee selected Shiels and Obletz, planning consultants, to manage the technical studies and preparation of the Plan. The Plan was developed in three phases. Phase I resulted in agreement on the general goals of the Plan and the approach that would be used in developing the Plan. Phase I included assessing existing technical information, developing a scope of work, scheduling, phasing and budgeting for technical work, and developing a public participation process. Phase I of the Plan was completed in June 1991.

#### **Phase II**

Phase II of the Plan included a general assessment of transportation issues and the preparation of technical information necessary to develop the Plan. Phase II also included preparation of data needed for a detailed transportation model for the Central City. The Phase II analysis included case studies of development, district profiles, development of a "high growth" scenario for the Central City for the year 2010, and detailed analysis of traffic, transit, and circulation issues. A companion study was conducted by the Portland Development Commission to evaluate the parking and access needs for older and historic buildings.

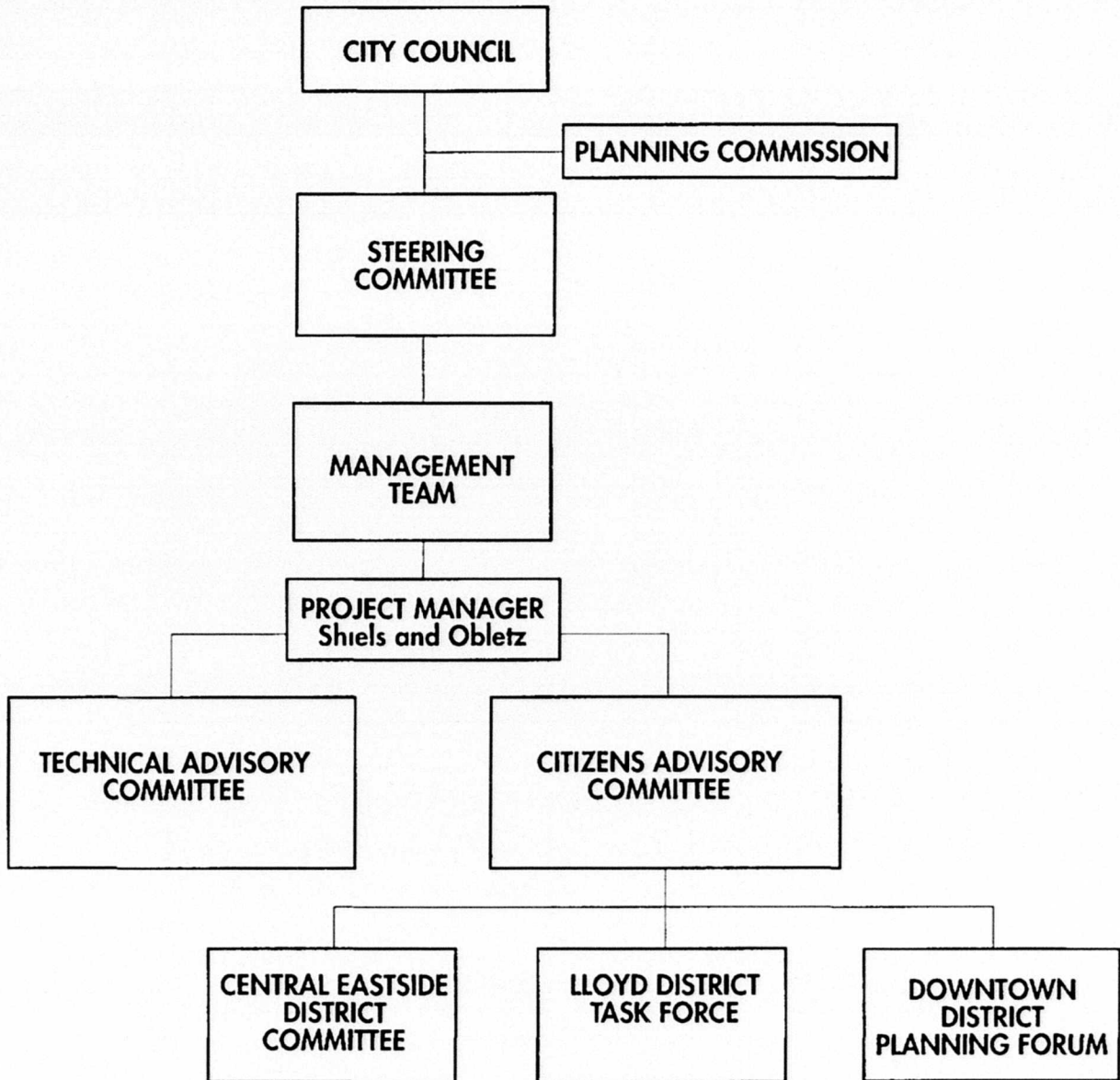
#### **Phase III**

Detailed transportation and air quality emission models were developed in Phase III. Two growth scenarios for 2010 were compared to 1990 transportation conditions. The historical growth patterns included in the Regional Transportation Plan were projected into the future and are referred to as 2010 RTP. A "high-growth" scenario for 2010 was also tested and is referred to as 2010 HG.

Studies and reports were generated for specific topic areas and for some of the districts within the Central City. The results of the studies and the recommendations in the reports are the basis for the policies of the CCTMP. These subject areas include air quality, circulation and access, bicycling, pedestrians, and transit. Separate reports were also generated for the Downtown, Lloyd District, and the Central Eastside districts. Advisory committees participated in the development of the recommendations contained in these reports.

A Consensus Resolution was adopted by City Council on January 12, 1994 (See Appendix). The resolution confirmed City Council's and other agency support for the results of these phases and authorized the development of policies and regulations to implement the outcome of these phases. The resolution was endorsed by the Portland Development Commission on September 15, 1993 with Resolution 4439 and the Tri-Met

# FIGURE 1 CCTMP MANAGEMENT STRUCTURE



Board of Directors in November, 1993. The resolution was reviewed by the Oregon Environmental Commission in December 1993.

A Citizen's Advisory Committee (CAC) reviewed technical and policy aspects of the CCTMP. The CAC reviewed various iterations of the draft documents, as well as the consensus resolution. The CAC recommended specific actions and strategies to be included as part of the plan.

Adding to the efforts of the CAC and the three working groups, citizen input was obtained through two sets of public workshops. The first workshops were held on September 9 and 11, 1991 with more than 60 members of the public attending. The second set of workshops were held on April 7 and April 20, 1994 in order to provide information on the Discussion Draft of the CCTMP and to receive comments on it. These written and verbal comments were used in making changes to the Discussion Draft.

## **SUMMARY OF POLICY FINDINGS**

### **Changes in the Central City**

The Central City's share of the region's office market has declined dramatically over the last two decades. In 1970, the Central City accounted for approximately 90 percent of the competitive multi-tenant office market. By 1990, the Central City's share had dropped to 50 percent.

Corresponding to this decreasing centralization of the office market has been the increasing trend of growth in vehicle miles traveled (VMT) per capita in the Portland region. There has been a 40 percent increase in VMT from 1980 to 1990, while population has increased 14 percent. As a result, ozone caused by hydrocarbon and nitrogen oxide emissions from automobiles has become a critical air quality issue.

### **General Principles**

Based upon the policy analysis in Phase II of this study, the Policy Committee identified four general principles to guide the development of the CCTMP:

1. The Central City Transportation Management Plan should be directed toward facilitating the "build-out" of the Central City as called for in the Central City Plan. The potential benefits include:
  - Dense central city development, resulting in lower per capita travel by the population,
  - Availability of alternatives to automobile transportation, and
  - Mixed-use development supporting reduced travel objectives.
2. Transportation should be used as an incentive for achieving build-out of the Central City Plan.
3. Regional strategies should be used to address the goals of the Central City Plan.
4. District/Sector strategies should be employed to reflect each Central City district/sector's level of build-out and transit service.

An effective transit system is a key element in implementing the Central City Plan. Transit does more than provide critical access to the Central City. It also promotes higher density and diversity of both housing and commercial buildings, which in turn leads to pedestrian and bicycle travel for short distance commutes, as well as access to buses and trains. Higher density makes transit more cost-effective. All of these factors lead to

minimizing auto use, improving air quality, and managing traffic congestion—key factors in improving livability for the entire Portland region

### **Analysis of the High Growth Scenario**

The High Growth Scenario was developed for the CCTMP to evaluate the impacts of concentrated growth in the Central City on the regional and local transportation system. The High Growth Scenario, with its projected 75,000 new jobs and 15,000 new housing units by 2010, is based on a significant change from the historic patterns anticipated by the Regional Transportation Plan (RTP). It is important to the vitality of the Central City to focus a larger percentage of the region's growth in the Central City than would otherwise occur if current trends continued.

The High Growth Scenario projected a 26-percent increase in peak hour traffic from today, but only a four percent increase over the growth in traffic forecast by the Regional Transportation Plan. The projected increase in traffic is relatively small due to the expected benefits from the development of close-in housing, parking management over a larger area, and increased transit service.

With growth in the Central City, freeways will become more congested. Strategies are needed which will balance peak hour automobile use with an expansion in transit service and carpooling, ridesharing and flexible work hours. Some districts of the Central City already have effective transit service that can result in a positive impact on total congestion. Districts that are not well served by transit and other transportation alternatives need to have transportation and parking management strategies that will lessen their contribution to congestion.

The expansion and promotion of the transit system are critical to the success of the Central City Transportation Management Plan. Significant changes in service and marketing are needed to support the High Growth Scenario and meet Central City goals.

With new federal standards limiting tailpipe emissions, compliance with future carbon monoxide standards can be assumed to occur. Even with the 22 to 26 percent increase in peak hour auto use forecast in the Historic Trend and High Growth Scenarios, carbon monoxide measurements should be reduced 38 to 76 percent from today's level.

Regional air quality policies that encourage reductions in the number and length of trips per capita and higher density development patterns are critical to the success of the Central City Plan. Implementation of the policies of the Central City Transportation Policy without parallel efforts throughout the region will result in dispersion of regional growth, an increase in vehicle miles traveled, and a reduction in the vitality of the Central City.

### **POLICY CONCLUSIONS**

A set of conclusions was reached by members of the advisory committees based on the technical analysis of the High Growth Scenario.

- 1 The projected increase in automobile use and resultant congestion will be a significant constraint in the build-out of the Central City.
- 2 Increased housing in the Central City has a positive influence on the transportation system.
- 3 Carbon monoxide is expected to be less of a problem in the future for the Central City.

- 4 Transit expansion above historic levels will be needed to support Central City development
- 5 Parking demand in the Downtown should be accommodated with the ratios currently allowed for new development
- 6 Emerging Central City districts are projected to create significant auto trips that will add to the congestion during the peak hour
- 7 Older buildings will continue to contribute the vitality of the Central City and parking is an identified need, especially as surface lots are removed

### **Framework Themes and Planning Guidelines**

Based upon the above conclusions, a set of Framework Themes and Planning Guidelines evolved to direct the development of the CCTMP policies. These themes and guidelines reflect the results of the first phases of the CCTMP, but they are not adopted as part of the Comprehensive Plan. The themes were used as guidance in the development of CCTMP policies and potential actions.

- 1 It is important to the vitality of the Central City to focus a larger percentage of the region's growth in the Central City than would otherwise occur if existing trends continued
- 2 Transportation and parking management strategies need to be developed for each district of the Central City
- 3 Transit capacity and service need to be expanded and the use of other alternative modes needs to increase to meet the needs of each district of the Central City
- 4 The aggressive development of housing in the Central City will contribute to an increase in pedestrian and other alternative modes
- 5 Regional air quality policies should be implemented to encourage trip reductions and a concentrated land use pattern served by transit rather than focusing on restrictive air quality measures within the Central City districts

### **Framework Policies**

The Framework Policies were developed to guide the development of the CCTMP. The major thrust of the Framework Policies is to work toward achieving build-out of the Central City for jobs and housing. Modal split (percentage of trips taken by each mode of transportation) goals and the goals for housing and jobs are interrelated, the success of one depends on the success of the other.

Framework Policies originally were developed as stand alone statements. Since originally conceived, the concepts embodied in them have been balanced with other policies in the CCTMP and with other City policies. For instance, the word "minimize" is used frequently in the Framework Policies and in the CCTMP. Although it is usually defined to mean reduce to the least possible amount, the word is used in the Framework Policies and in other places in the document to mean manage or control taking into consideration other concerns.

The Framework Policies are

- 1 Minimize commuter travel by automobile in each of the Central City districts in order to ensure growth (in employment)



- 2 Allocate sufficient parking to land uses which are economically essential to the Central City
- 3 Manage the availability of parking in each Central City district, taking into consideration density, land use, congestion, and the level of transit service
- 4 Establish mode split goals for transit and alternative modes by district and develop strategies to achieve the goals Develop incentives to help achieve the mode split goals
- 5 Assure compliance with air quality standards by emphasizing regional solutions to air quality problems
- 6 Support the development of regional strategies to implement trip reduction goals and support adoption of a regional land use pattern which will support the expansion of the use of alternative modes
- 7 Expand the use of transit in the Central City by supporting regional funding strategies needed for the expansion of transit service These strategies should be adequate to meet the high-growth scenario and be consistent with the Tri-Met Strategic Plan
- 8 Adopt policies for the Central City which will encourage transit-supportive development and bike and pedestrian mobility

## **CCTMP POLICY DEVELOPMENT**

In the course of developing the CCTMP, the various issues impacting growth and livability in the Central City were examined by technical and citizen committees Policies were developed to address these issues taking into consideration the Framework Themes and Framework Policies

Based upon the technical analysis and Framework Themes, three central policy concepts have emerged for the CCTMP—Assuring Livability with Growth, Assuring Mobility with Growth, and Assuring Livable Streets with Growth Based on these concepts, the CCTMP contains the following policies

- Growth with Livability,
- Circulation and Access,
- Mode Split,
- Parking,
- Transit,
- Demand Management,
- Street Classifications,
- Pedestrian Network,
- Bicycle Movement, and
- Air Quality

The Goal for the CCTMP focuses on the key elements of the Framework Policies and sets the stage for the policies which are more specific than the goal The policies sometimes are followed by objectives which are more specific yet

## **CONFORMANCE WITH TRANSPORTATION PLANNING RULE AND DEQ ECO AND PARKING RATIO RULES**

The Transportation Planning Rule (TPR) was adopted by the Land Conservation and Development Commission in 1991. It requires a reduction of 10 percent in vehicle miles traveled per capita in 20 years and a reduction in parking spaces per capita of 10 percent in 20 years. An additional 10 percent reduction in vehicle miles traveled per capita is required in 30 years. In addition, the Rule requires specific changes to zoning and subdivision regulations to facilitate the use of alternative modes of travel.

Although not specifically addressing the TPR requirements, the proposed regulations of the CCTMP will meet the overall goal of the TPR. It is projected, for example, that there will be a reduction of 13 percent in vehicle miles traveled per employee in the Central City under the modeled High Growth Scenario by 2010. In the two districts with the highest concentration of employment, Downtown and Lloyd District, the reductions in VMT per employee for the same period are projected to be 20.9 and 17.4 percent respectively.

Many of the specific requirements of the TPR are being addressed by a separate planning effort. Most of these requirements are not applicable to the Central City since they are issues related to residential subdivision development. Other requirements, such as bicycle parking, will apply to the Central City when adopted.

The TPR requires a parking plan to be adopted as part of the City's Transportation System Plan (TSP). That plan is due to be completed one year following completion of Metro's TSP which is due in May 1995. The parking plan must show that it achieves the required reduction in the number of parking spaces per capita through measures such as restriction on the amounts of new parking allowed or that existing parking spaces be redeveloped to other uses.

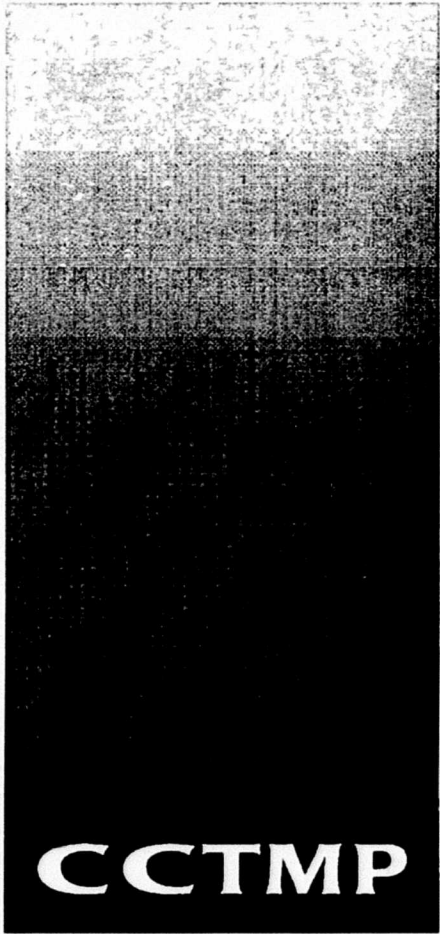
The Department of Environmental Quality was directed by the Legislature (HB 2214, enacted in 1993) to develop programs to reduce single-occupant vehicle employee commutes (ECO program) and new parking spaces associated with nonresidential development (Parking Ratio program). These programs are to be part of a 10-year plan to assure continued compliance with federal ozone air quality standards in the Portland area.

The ECO program may require a reduction in trips by 1998 for specified employers in the range of 10-20 percent. The CCTMP includes the promotion of employee motor vehicle trip reductions through encouraging transportation demand management (TDM) plans and transportation management associations.

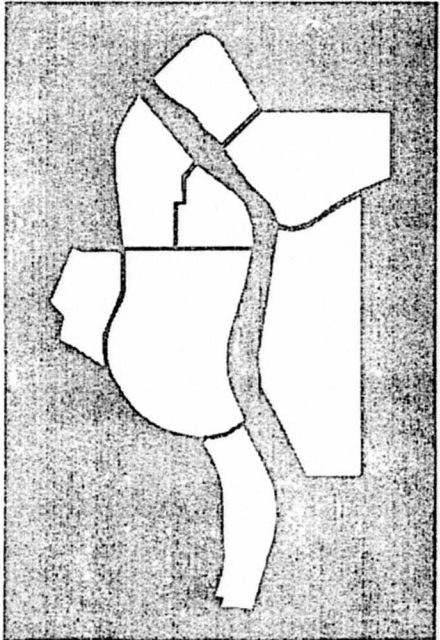
The CCTMP contributes considerably to the goals of trip reduction contained within the ECO and Parking Ratio programs. The participants in the CCTMP are agreeing to considerable regulations and restrictions on parking and vehicle travel in the belief that those employers who have or will implement vehicle trip reduction programs in any portions of the region, including the Central City, will be given credit toward meeting ECO program requirements.

The DEQ regional parking ratio program will have a target of reducing new parking sufficiently to reduce new motor vehicle trips by about 10 percent over what they would have been with no TDM programs. It is anticipated that regional ratios for given land uses will vary somewhat over the region but they should not be more stringent in the Central City than those being proposed for adoption in the CCTMP. Parking ratios in the

CCTMP do not cover all the land uses anticipated to be regulated by the DEQ regional parking ratio program. Therefore, some additional new land uses in the Central City will become subject to maximum parking ratios.



# Transportation Goal



## GOAL

### CENTRAL CITY TRANSPORTATION MANAGEMENT

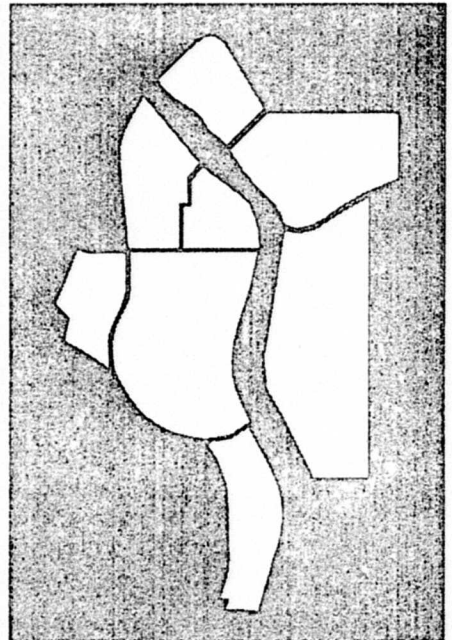
Provide for and protect the public's interest and investment in the public right-of-way and in the transportation system consistent with the Transportation Element of the Comprehensive Plan and support the Central City by

- Improving air quality,
- Increasing the use of mass transit, biking, walking, and carpooling as alternatives to single-occupant vehicles,
- Improving access and circulation within the capacity of the street system with consideration for all modes of transportation,
- Preserving pedestrian and urban design elements of the Central City Plan and improving pedestrian and bicycle accessibility through the Central City,
- Support existing and new development in accordance with the policies of the Central City Plan by emphasizing the importance of developing housing and attracting key businesses that will benefit each district of the Central City
- Coordinating air quality, mass transit, and traffic management projects with county, regional, state, and federal agencies,
- Minimizing the demand for parking without negatively impacting development opportunities by managing long- and short-term parking and providing incentives to encourage the use of alternative modes, and
- Minimizing and mitigating the effects of high-density development on adjacent neighborhoods



**CCTMP**

# **Transportation Policies**



## **GROWTH WITH LIVABILITY POLICIES AND ACTIONS**

The Central City Plan, the foundation of the CCTMP, established as a bold vision the desire of we the-

"citizens of Portland for not just a good city, but a great city, that we are craving, not just a growing economy, but a dynamic economic climate that offers investment and employment opportunity to all of its citizens. The citizens of Portland demand an environment that is not just good, but also a setting that inspires us with its vitality and beauty."

Assuring growth with livability is the central theme of the Central City Transportation Management Plan (CCTMP). Unless addressed in an organized way, growth may bring a sprawling pattern of regional development, which is auto-oriented and difficult to serve by public transit. Concentrating growth in the Central City by attracting a greater percentage of new businesses and residents than has occurred historically will reduce vehicles miles traveled per capita on a regional basis, improve air quality and enhance the quality of life for residents. The CCTMP examined a concentrated growth scenario that predicted only a four percent increase in peak hour auto use over historical patterns. One of the main reasons for this small increase is the amount of housing that was assumed to develop under this scenario. An increase in housing development will reduce the need to drive to jobs, and the implementation of parking management strategies will control the amount and use of parking. Improved transit, bicycle, and pedestrian access is also essential to support Central City growth and assure livability.

### **POLICY 1 GROWTH WITH LIVABILITY**

Support the vitality of existing residences and businesses and the development of new housing in, and attract new jobs to, the Central City, while also improving its livability, by maintaining and improving the transportation system for all modes.

*Explanation: This is a key premise of the Central City Plan and of the Central City Transportation Management Plan. The CCTMP policies are intended to support economic development in the Central City. The transportation policies support high-density development with a transportation system that will accommodate growth.*

#### **Policy 1.1 Concentrated Central City Growth**

Support the addition of 75,000 jobs and 15,000 new housing units to the Central City by 2010.

*Explanation: The City of Portland has set a goal of attracting one-fifth of the region's expected population growth. In order to achieve this goal without impacting livability in neighborhoods, new jobs and housing must occur in the Central City.*

#### **Policy 1.2 Employment Opportunities**

Expand employment opportunities in the Central City through the retention of existing businesses and the creation of new jobs, taking into consideration the existing and planned densities, land uses, levels of congestion, and transit service in each district.

*Explanation Opportunities for growth in employment are directly linked to the vitality of existing businesses and the availability of transit and more efficient use of streets and parking If new jobs locate in the Central City without new policies and programs in place, the result will be increased traffic congestion and growing parking demand Existing or new jobs may locate elsewhere if such problems are not anticipated and addressed*

**Policy 1 3 Housing Opportunities**

Support the development of housing as a way to maximize the efficiency of the existing and planned transportation system and to also create a more livable community

*Explanation Increased Central City housing will have a positive effect on transportation patterns People living near their work places are more likely to walk, ride bicycles, or use public transit to get to work*

**Policy 1 4 Residential Livability**

Enhance the livability of the Central City for residents, workers, and visitors by managing the effects of growth and ensuring a high level of comfort, safety, and vitality

**GROWTH AND LIVABILITY ACTION ITEMS**

Amend the Central City Plan to adopt 75,000 jobs and 15,000 housing units as the economic and housing goals for the year 2010

*Note Action items are proposed to be adopted through City Council Resolution These items are suggestions on how the Central City can be improved The Action Items listed are a starting place Additional studies and evaluations are to be undertaken Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after an appropriate review process*



## CIRCULATION AND ACCESS POLICIES AND ACTIONS

"Ideal streets are hardly prevalent in our cities today, and the principal reason is suppression of their life by passing traffic. The reduction or slowing down of traffic can allow the life that people want on their street to flower, it can allow conditions that make it possible to live amenably in the dense urban fabric of the inner city, it can be the first step in creating conditions for street communities to reappear."

Donald Appleyard  
Livable Streets (1981)

The CCTMP is a multi-modal transportation policy which recognizes that a balanced system is needed to meet the circulation and access needs of the Central City.

Within the transportation system, the balance is shifting from the automobile-oriented model of the 1960's and 1970's to one a pedestrian-oriented system that supports transit. Transit investments will assume an increased role in providing the capacity needed for access. This investment is compatible with higher densities that will also make walking and bicycling more attractive modes of choice.

The Circulation and Access Policy and its sub-policies address the need to better manage the circulation system for all modes and identify priorities. The intent of the policies and the accompanying street classification maps is to clarify how the major transportation system should function, and identify streets which are most appropriate for the movement of people and goods by public transit, pedestrian walkways, bicycles, autos, and trucks. The policies establish the basis for reducing conflicts among these movement systems.

### POLICY 2 CIRCULATION AND ACCESS

Maintain and enhance the economic vitality and livability of Portland's Central City for residents, goods and service providers, businesses and their employees, and visitors through balanced transportation management programs which enhance mobility and access.

#### Policy 2.1 System Investments

Focus investments in the transportation system on facilities that provide access to emerging districts, maintain existing capacity, and on measures that enhance the efficiency and safety of existing facilities, including

- Transportation demand management,
- Transportation system management,
- Transit preferential treatments at congested locations, and
- Capital improvements improving pedestrian and bicycle access and safety

*Explanation: This policy recognizes that the roadway system for automobiles in the Central City is essentially complete. Adding new traffic corridors to or within the Central City would have adverse impacts by displacing businesses and homes and would not support State and City goals to reduce per capita vehicle miles traveled. The exceptions are in emerging districts—North Macadam and the River District—which will need new streets to serve development and in the lower Central Eastside to connect development to existing transportation infrastructure.*

*The Central City must use the existing transportation system more efficiently for all travel modes-the automobile, trucks, transit, bicycles, and pedestrians. The street classification system identifies the expected modal functions for each street. To successfully achieve the growth and character envisioned in the Central City Plan, the transportation system must be balanced to accommodate the needs of all modes. The transportation management measures listed in this policy can provide the needed access to support future growth of the Central City in a manner consistent with the Comprehensive Plan.*

### **Policy 2 2: Modal Choice**

Support transportation programs and provide facilities that encourage individuals to choose the most appropriate travel mode for each type of trip to, from, and within the Central City to achieve the goals of the CCTMP and maintain reasonable levels of access and circulation.

*Explanation In order to obtain maximum utility from the transportation system, individuals will need to choose the most efficient mode of travel for their trip purposes. The most efficient mode for any particular trip depends on its nature taking into account distance and the availability of infrastructure to support alternative modes of transportation. It is critical that mode choices be made available in quantity, location, and cost that result in overall efficiency of the transportation system.*

### **Policy 2 3 Priority for Transit**

Support transit as the preferred mode of moving people to increase transportation access to the Central City, with light rail and express bus routes providing the link to urban and suburban centers and urban transit routes connecting close-in City neighborhoods.

*Explanation The Comprehensive Plan designates transit as the preferred form of person trips to and from the downtown and all regional activity centers (Transportation Element Policy 6 7, Transit First). Transit is not to be viewed simply as a method for reducing peak-hour, work-trip congestion on the automobile network, but must serve all trip purposes. A reduction in transit travel times on the regional system, and in the Central City area, to levels approaching automobile travel times, is also required to make transit more appealing.*

*There is a need to operate the street system in a manner that benefits transit. Transit preference in lane utilization, traffic signal operations, etc. may be appropriate at key access points, in congested corridors, and in districts or areas that have adopted a "transit/pedestrian first" strategy that provides transit incentives, service commitments, and development that supports transit and pedestrian travel.*

### **Policy 2 4 Congestion Management**

During the off-peak travel periods, manage the roadway system within the Central City to maintain stable traffic flow on freeways and major arterial routes and acceptable delays at intersections. During peak travel periods, greater levels of traffic congestion are acceptable, except where such congestion would result in significant additional delays to transit vehicles or contribute substantially to carbon monoxide problems. In congested areas, give priority to street improvements for modes other than single-occupant vehicles, where possible, to accommodate excess travel demand.

*Explanation This policy establishes a service-level standard of "stable traffic flow" and "acceptable delay" for the Central City area. The policy recognizes that it is impractical, and may even be undesirable, to provide a roadway system capable of providing a constant level of service throughout the day. During peak travel*

*periods, including the morning and evening rush hours, the roadway system will be more congested. The policy recognizes that desirable service levels may not be maintained during peak hours, that increased congestion during peak hours is acceptable, and that construction programs to relieve peak-hour congestion would only encourage higher traffic volumes.*

#### **Policy 2 5 Accommodate Density**

The solution to congestion problems on the local roadway system within the Central City must accommodate the existing and planned high-density land use pattern. Consider the following measures as of higher priority than the reduction of vehicular congestion.

- Supporting pedestrian access and enhancing the pedestrian environment,
- Maintaining on-street parking to support existing and planned land uses in the area (unless maintaining air quality standards is threatened),
- Accommodating transit access, and
- Accommodating bicycle access

*Explanation: The movement of vehicles, particularly "through" vehicles, is of secondary importance on local streets. The primary function of the local street system is to provide access and otherwise serve the needs of adjacent land uses.*

#### **Policy 2 6 Access Management to Increase Safety and Efficiency**

To enhance the street system's overall efficiency and safety for motor vehicles, transit, bicycles, and pedestrians, access to newly developed parking shall be restricted by limiting the number and locations of curb cuts.

*Explanation: To enhance development opportunities in the Central City, the street system must be managed to ensure efficient operations and safety for all modes. Driveways, in particular, if in the wrong location or too many in number, can adversely impact this system by decreasing street capacity or increasing safety conflicts between other vehicles and pedestrians and bicycles, and reduce operating speeds for buses. Streets with restricted access are shown on the Parking Access Restricted Streets map in the Zoning Code. Exceptions to these Parking Access Restricted Streets are based on a demonstration that there are no significant adverse traffic, transit, pedestrian, and bicycle impacts. Exceptions to these Parking Access Restricted Streets are based on a demonstration that there are no significant adverse traffic, transit, pedestrian and bicycle impacts, on balance, including adjacent streets.*

#### **Policy 2 7 Maintain Access to Industrial Activities**

Maintain and/or enhance commercial and vehicle access and circulation to and within the Central City to serve industrial activities.

*Explanation: Mobility for commercial vehicles should be maintained in the Central City by minimizing congestion caused by single-occupant automobiles, particularly during peak hour periods, through increased use of transit and other alternative modes, i.e. carpooling, walking, and bicycling.*

#### **Policy 2 8 Industrial Sanctuaries**

Protect industrial sanctuaries in the Central City from commercial development, especially from being used as a parking resource by commercial development in adjacent districts. Support the development of commercial parking in industrial districts only if it serves uses within the industrial district.

*Explanation: As controls on parking are implemented for commercial development, the industrial areas will become more attractive and desirable as locations for*

*parking for nearby commercial uses. Controls need to be developed to ensure that industrial land is preserved for industrial uses.*

### **Policy 2 9 Central City Edges**

Protect residential neighborhoods adjacent to the Central City from adverse transportation or parking impacts caused by economic or other activities in the Central City and mitigate their impacts

*Explanation The livability of neighborhoods adjacent to the Central City can be impacted by Central City activities. The City of Portland currently operates several programs to reduce the impacts of traffic and parking in neighborhoods. These include the Neighborhood Traffic Management Program, the Arterial Traffic Calming Program, and the Area Parking Permit Program. Examples in the Central City include the Goose Hollow Area Parking Permit Program, traffic circles in Eliot, traffic circles, diverters and speed bumps in Irvington, and diverters in Sullivan's Gulch. The City also has implemented transportation projects to protect neighborhoods, including the Western Edge Project (SE 12th), and the NW 14th/16th Project. The Portland Office of Transportation will continue to implement measures to maintain the livability of Portland's neighborhoods.*

### **Policy 2 10 Broadway-Weidler Corridor**

Enhance the multi-modal transportation role of the Broadway-Weidler Corridor with transportation improvements that reduce the overall vehicle miles traveled per capita by increasing opportunities for transit, pedestrians, and bicycles, and by reducing vehicle speeds. Policies 2 14 to 2 16 were previously adopted in the Transportation Element and are included in this CCTMP for reference.

*Explanation The Broadway-Weidler Corridor serves a multi-modal transportation role and is a major gateway to the Central City. The Special Guidelines for the Design Zone of the Lloyd District (adopted by City Council on September 11, 1991) recognize the role of Broadway/Weidler as a pedestrian-oriented sub-district and a buffer between the high-density commercial district to the south and low-density residential area to the north. These same guidelines recommend developing a Broadway/Weidler master plan involving transportation improvements, urban design, land use, and economic development. The Lloyd District Task Force, a citizen advisory committee established during the development of the CCTMP identified the need for developing "mini-plans" for each Lloyd District sector, including Broadway/Weidler. They also recommended examining improvements to enhance the pedestrian environment in this corridor along its entire length from the river to the eastern boundary of the Central City plan district.*

### **Policy 2 11 Grand/Martin Luther King, Jr Corridor**

Enhance the multi-modal transportation role of the Grand/Martin Luther King, Jr Corridor with transportation improvements that reduce congestion by increasing opportunities for transit (bus and streetcar), pedestrians, bicycles, freight movement and traffic management.

#### **Objective**

2 11 1 When the East Bank Alternative Access Task Force study, the South Willamette River Crossing Study, and the Regional Transportation Plan Update determine alternative routes for regional and local traffic through the Central Eastside, then the City would implement policy and street projects that will enhance the role of SE Grand and MLK as the principle commercial spine in the Central Eastside District.

*Explanation The Grand/MLK, Jr Corridor is identified in the Comprehensive Plan as the primary north-south artery through the inner-eastside. The majority of the corridor is in or adjacent to a National Historic District. The corridor provides an important location for commercial, housing, and light industrial uses within the surrounding industrial sanctuary. The corridor is expected to accommodate bus routes, pedestrian connections, on-street parking, the Central City Streetcar, and automobile and truck traffic.*

**Policy 2 12 West Burnside**

(Northwest Policy No. 6 of the Transportation Element)

Encourage transit preferential improvements appropriate to a Major City Transit Street on West Burnside. With the exception of improvements at NW 23rd and West Burnside, do not expand automobile capacity, projects designed for the sole purpose of expanding automobile capacity are inappropriate. Transportation projects on West Burnside should seek to reduce vehicle miles traveled, should be transit preferential, and should recognize the importance of providing pedestrian access via sidewalks and/or crossings at appropriate locations.

**Policy 2 13 Union Station Transportation Center**

(Policy 6 19 of the Transportation Element)

Coordinate the planning, development, and interconnection of all modes of passenger transportation. Union Station is the hub of the multi-modal Transportation Center located in the North Downtown area and should serve as the primary passenger rail and inter-city bus terminal in the Portland metropolitan area, providing direct connections between passenger rail, light rail, vintage trolley, intra-city buses, taxis, and airport bus shuttles.

2 13 1 Preserve a setback at Union Station for future intercity passenger service.

**Policy 2 14 Northwest Corridor Passenger Rail Service**

(Policy 6 20 of the Transportation Element)

Expand Northwest Corridor passenger rail service between Eugene, Portland, Seattle, and Vancouver, B C. Cooperate with the States of Oregon and Washington and the Province of British Columbia to explore the feasibility of high speed train service.

**CIRCULATION AND ACCESS ACTIONS ITEMS**

**1 Programs**

- a Develop a system for resolving the conflicting demands of different transportation modes
- b Develop and implement a congestion management program for the Central City, including a traffic monitoring system, the development of performance measures, the development and implementation of a TSM program, and implementation of a regional TDM program

**2 Projects**

- a Support completion of the I-405 Reconnaissance Study
- b Support completion of the Willamette River Crossings Study
- c Identify a long-term solution to the deficiencies in the highway system connecting US 26 West with US 26 East
- d Support completion of I-5, Greeley to I-84, including appropriate pedestrian and bicycle facilities along the Broadway-Weidler overpass and across the on- and off-ramps

- e Support the Transportation Element Northeast Policy 10 to study the decoupling of Broadway/Weidler between 16th and 24th
- f Based upon the CCTMP policies and involving the affected district business associations and neighborhood associations, examine the character and transportation functions for parking, traffic, transit, pedestrian, and bicycles on Broadway/Weidler, from the Broadway Bridge to NE 24th, including the relationship of land uses, economic development, residential uses, and urban design This study should include, as the initial phase, the development of a vision for Broadway/Weidler (The Lloyd District Task Force, the Lloyd District TMA, and the Broadway-Weidler-Lloyd Coalition requested that this study begin as soon as possible A tentative work program is outlined in the appendix )
- g Study the access and circulation needs of the West Lloyd District area
- h Recognize the need for the City to protect the residential character and livability of the Central City (as housing and employment increases) by including "traffic calming" strategies in the development of district transportation management programs
- i Incorporate the recommendations of the Eastbank Master Plan into the CCTMP
- j Incorporate City Council's approved strategy to provide access from the Central Eastside to I-5 system based on the East Bank Alternative Access Task Force recommendations

*Note Action items are proposed to be adopted through City Council Resolution These items are suggestions on how the Central City can be improved The Action Items listed are a starting place Additional studies and evaluations are to be undertaken Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after an appropriate review process*

## MODE SPLIT POLICIES AND ACTIONS

The establishment of goals for mode split reflects the Framework Themes and Planning Guidelines of the CCTMP which seeks to minimize commuter travel by single-occupant vehicles in each Central City District to ensure growth and expand the use of transit and alternative modes of transportation. The mode split goals reflect the Downtown Plan's goal for transit trips to be 75 percent of all trips to and through Downtown. The mode split goals carry out the CCTMP intention of improving the use of alternative modes of transportation during peak-hour commuting. Focusing the mode split goals on commuting trips is consistent with the larger CCTMP goal of minimizing congestion while allowing the most reliable data to be used.

### POLICY 3 MODE SPLIT

Reduce the mode split of single-occupant vehicles by commuters in order to reduce vehicle miles traveled per capita and lessen congestion during the peak hour.

*Explanation: Mode split is the percentage of trips taken by each of the possible modes of travel. Within the total number of trips, the percentage of trips by a particular mode may be reduced but, if there is growth in the total number of trips, the number of trips by that mode may actually increase. The CCTMP emphasizes the need to manage peak-hour commuting trips in order to ensure opportunities for growth in the Central City.*

#### Policy 3.1 Transit

Support achieving the following transit share goals for commuter trips in 2010:

Downtown	60%
North of Burnside	40%
Lloyd-Coliseum	40%
Northwest Triangle	20%
North Macadam	20%
Goose Hollow	20%
Central Eastside	15%
Lower Albina	10%

*Explanation: Commuter trips are those trips classified as "home-based work trip attractions" in Metro's transportation forecasting model. The transit goals for 2010 are based upon an analysis of expanded transit service and potential for development in the districts. The Downtown goal is based upon high growth projections, the North of Burnside and Lloyd-Coliseum goals are equal to transit mode split in Downtown in 1990. The mixed-use districts of Northwest Triangle, North Macadam, and Goose Hollow have 20 percent goals to reflect lesser levels of transit service. The Central Eastside and Lower Albina goals are lower to reflect industrial employment and lower density development patterns.*

#### Policy 3.2 Walk/Bike

Promote a combined mode split goal of 10 percent for walking and bicycling for home-based work trip attractions to each district by the year 2010.

*Explanation: Currently, data for bikes and walking are combined. The combined mode share is approximately 4 percent for all commute trips. Better data is needed for these modes because they are expected to grow in importance over the life of the CCTMP.*

**Policy 3.3 Rideshare**

Establish a rideshare goal for average auto occupancy of 1.3 persons per vehicle for home-based work trip attractions to all Central City districts by the year 2010

*Explanation This is an overall Central City goal, but each district should attempt to meet or exceed this goal. Currently, auto occupancy is approximately 1.2 persons per vehicle.*

**MODE SHARE ACTION ITEM**

Establish a better data collection method for bicycle and pedestrian movement

*Note Action items are proposed to be adopted through City Council Resolution. These items are suggestions on how the Central City can be improved. The Action Items listed are a starting place. Additional studies and evaluations are to be undertaken. Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after an appropriate review process.*



## PARKING POLICIES AND ACTIONS

The CCTMP's Parking Policies are intended to manage parking and stimulate economic development in Portland's Central City area. To maximize development potential, parking must be managed to allow the transition from lower-density activities to pedestrian-oriented, high-density activities.

The Central City is a complex and diverse economic and land use system that is undergoing constant change. This complexity and diversity is evident in the varying stages of urban development now occurring in each district.

The Downtown Core represents a mature urban form, with the highest existing and planned land use densities. Parking structures are the dominant facility for increased new parking. The Lloyd District, on the other hand, is transitioning from an automobile-oriented district to a high-density, pedestrian-oriented district. Over time, surface parking lots will give way to mixed-use development and parking structures, similar to the Downtown pattern.

The established industrial areas in Lower Albina and the Central Eastside will continue to use surface parking as the primary form of parking. Goose Hollow is an established high-density, mixed-use district, with the completion of Westside light rail expected to stimulate additional mixed-use development. The North Macadam and Northwest Triangle Districts will transition from large, vacant and under-utilized areas to emerging mixed-use development patterns, with the Central City Trolley and/or light rail providing the catalyst for pedestrian-oriented development and the use of transit.

The CCTMP's parking policy concepts are intended to

- 1 "Pinch" the parking supply to encourage the use of alternative modes of travel, i.e., transit, bicycling, walking, and carpooling
- 2 Allow new surface parking to meet the particular needs of individual districts while acknowledging that
  - All newly-developed surface parking will be landscaped,
  - Buildings should be oriented to pedestrians and transit,
  - New, free-standing commercial commuter surface lots are prohibited, and
  - New, large surface lots must be part of phased developments to ensure that future phases will replace them with higher-density development
- 3 Establish a system of parking ratios for office uses throughout the Central City
- 4 Support parking structures, in the Downtown, as the preferred form of parking, and allow new surface lots (greater than 20 spaces) only as part of a phased development or for large-scale residential development
- 5 Manage on-street parking to support land use activities within each district and mitigate spillover impacts on adjacent neighborhoods
- 6 In districts with maximum ratios and paid parking, new parking will be allocated through the ratios and managed to maximize utilization
- 7 New parking for visitors, customers, and clients will be approved based on a parking demand analysis

Maximum parking ratios are determined on a sector-by-sector basis. The Downtown Parking and Circulation area is replaced by the term "Core" in the CCTMP. Boundaries for the Core and Sectors are shown on Map 2.

## **POLICY 4 PARKING**

Manage the supply of off- and on-street parking to improve mobility, support economic development, promote the use of alternative modes, and minimize impacts on adjacent neighborhoods.

*Explanation* The Central City Plan established the overall framework to create a high-density, pedestrian-friendly, walkable Central City area. Managing parking is one method to encourage the use of alternatives to the single-occupant vehicle. The intent of the Parking Policy is to minimize congestion, support existing uses and activities, encourage economic development, and enhance livability. Parking management is a major policy theme of the CCTMP. Stricter requirements apply where there are high levels of pedestrian and transit activity or where such activity is planned for in the future.

### **Policy 4.1 On-Street Parking**

Support on-street parking as a valuable resource in Central City districts where it can support the land uses of the area.

*Explanation* On-street parking is principally intended to be used to support the land uses in that area. On-street parking supports economic development and enhances the viability, safety, and activity of a commercial district. Parking is a key contributor to the economic health and vitality of a commercial district.

#### **Objectives**

- 4.1.1 In managing the supply of on-street parking, the priority is first for short-term, followed by carpool, and finally by long-term parking.
- 4.1.2 Encourage on-street parking in locations where it provides a buffer for pedestrians.
- 4.1.3 Implement on-street parking controls, such as posted limitations, parking permits, or parking meters, as appropriate for the area where managing commuter parking spaces is necessary to encourage the use of alternative modes and to support economic uses in the district. Parking meters are recognized in most cases as the most efficient and effective technique to manage on-street parking use.

*Explanation* The implementation of parking controls for any area will involve extensive public review, block-by-block, property-by-property. The process will determine the best techniques and assess the benefits and negative impacts of each technique. It can not be pre-determined what alternative is less restrictive versus which option will yield the best parking management for an area.

- 4.1.4 Give priority consideration to the designation of loading zone areas on-street in order to support nearby business activity.

*Explanation* Designation of loading zone areas on the street should be based on the need to support nearby businesses.

## **Policy 4 2 Off-Street Parking**

Manage the supply of off-street parking to improve mobility, promote the use of alternative transportation, support existing and new economic development, and enhance the urban form of the Central City

*Explanation A combination of maximum ratios, policies on surface parking lots, and parking structure strategies will be used to manage the future supply of parking in the Central City Off-street parking is regulated by the Zoning Code through maximum parking ratios and through the Central City Parking Review (formerly Conditional Use) and Design Review processes*

### **Objectives**

- 4 2 1 Encourage carpooling as the second priority after short-term parking for off-street For off-street parking facilities, 15 percent is the goal for the number of spaces available for carpooling use

*Explanation This goal for carpooling was part of the DPCP*

### **Objectives**

- 4 2 2 Encourage multiple-use parking (i e , a mixture of older/historic building parking, short-term parking, and/or carpool parking) as a way to fully utilize parking structures

## **Policy 4 3 Parking Ratios for New Development**

Allocate parking for new development through the use of maximum parking ratios Support the development of parking in conjunction with new development up to the allowed ratios Parking approved under maximum parking ratios is allowed to be managed in a manner to maximize the effective utilization of spaces so long as it is paid parking

*Explanation The Zoning Code establishes distinctions between parking accessory to a designated use and commercial parking which is available to the general public The Central City is a unique area where considerable commercial parking exists The Policies of the CCTMP substantially limit the creation of new parking through ratios or needs analysis This policy allows "accessory" parking to be operated in a more flexible manner than the Zoning Code typically allows*

*In areas of the Central City where parking is not regulated by maximum parking ratios and parking is not typically charged for, the Zoning Code differentiation between accessory and commercial parking will continue to be in effect*

*In the Central City, no minimum parking will be required, except for residential uses in the Downtown Sectors 1 to 5 and University District Sector 1-see Policy Objective 4 8 1 The maximum number of parking spaces will be limited by parking ratios or the size of surface parking*

### **Objectives**

- 4 3 1 Establish maximum parking ratios for office developments in all districts of the Central City to limit long-term commuter parking while encouraging and supporting the economic viability of new development Establish parking ratios for other uses in the Core area to support the use of alternative modes and to ensure that federal air quality standards are met

*Explanation Ratios were developed based upon existing levels and capacity of transit service for each district and sector Future updates to the assigned ratios (outside the DT sectors 1-5 and UD 1) will recognize improvements in transit service both in increased capacity and in coverage within a district or sector and take into account the results of the DEQ process for establishing regional ratios*

*Outside the Core and in Central City Districts/sectors with maximum office ratios, non-office uses requesting more than 60 parking spaces will be subjected to city land use review In districts/sectors with no maximum office ratios, proposed parking greater than 40,000 square feet of surface parking will require city land use review*

*For mixed-use projects in the Core, each use has its own maximum parking ratio Outside the Core, mixed-use projects that include office uses use the office ratio only for the office portion of the project The parking will be reviewed and conditions imposed to ensure that parking for uses other than offices will not be used by office employees*

- 4 3 2 Establish maximum parking ratios based on transit service, as measured in passenger capacity in the evening peak hour, and on the density of existing and planned land uses
- 4 3 3 Upon completion of the DEQ rule making effort to establish regional parking ratios, reexamine the Central City ratios for all uses outside Downtown Sectors 1-6
- 4 3 4 Review and update the maximum parking ratios for new development outside the Downtown Sectors 1-6 during the next five-year periodic review process At that time, adopt new ratios based on transit service capacity and coverage improvements within the district and apply previously established ratios
- 4 3 5 Retain existing maximum parking ratios in Downtown Sectors 1-5 and UD 1 for uses other than office in order to provide parking that meets the needs of the development while minimizing impacts on congestion and air quality and encouraging the use of alternative transportation modes

*Explanation Ratios were previously established as part of the DPCP The maximum parking ratios are intended to provide employee parking and/or some parking for visitors or patrons Lower ratios are established for some uses, such as theaters, because the peak hours of use are weekends or evenings when more on-street and structured parking is available*

- 4 3 6 Establish parking ratios for uses other than offices in the Downtown and River District sectors based upon the maximum office ratio for the sector or on the demand for customer parking Parking ratios for some uses with low parking demand is based on providing parking that meets the needs of the development and minimizing impacts on congestion and air quality and encouraging the use of alternative transportation modes **(Delay until EPA approval )**

*Explanation Ratios are established based on either the ratios of the Downtown Sectors 1-5 and UD 1 (theaters, religious institutions, community service, hotels, industrial uses, etc ) or on the office ratio of the district (other retail, medical centers, educational institutions)*

4 3 7 Adjustments are allowed for certain uses in the Core which have higher than normal parking needs and which are a desirable addition to the Core or which have a parking ratio based solely on employee parking For supermarkets the maximum ratio shall not exceed 2 0 spaces per 1,000 square feet of floor area, and for anchor retail uses the maximum ratio shall not exceed 1 5 spaces per 1,000 square feet of floor area Adjustments can be granted only when adequate short-term parking is not available in the area to serve the proposed use (Delay until EPA approval )

*Explanation Adjustments may be requested from parking ratios in order to provide visitor parking where greater than typical numbers of visitors will come to a development at times when adequate parking is not available in the area and the use is desirable because of its contribution to a lively, diverse community These exceptions will be limited to theaters, religious institutions, community services, supermarkets, anchor retail sales uses, or uses that have a 25 maximum ratio Supermarkets are defined as being at least 20,000 square feet in area and anchor retail sales are defined as being at least 50,000 square feet in area and in one structure*

*The 25 ratio for Community Service, Religious Institutions and Theater uses is based on employee parking Parking for daytime use by patrons is adjustable and shall be determined on a case by case basis and be based on an analysis of demand and availability of parking in the area Parking for evening use by patrons will only be approved if existing daytime parking in the area is unavailable or insufficient for the need Daytime parking spaces approved for evening patrons use will be reviewed and considered during the land use review process (This provision will be included in the immediate Code and EPA code )*

*Supermarkets and anchor retail uses are key contributors to commercial vitality and to attract residential uses in the core Supermarkets are defined as being at least 20,000 square feet in area and anchor retail sales are defined as being at least 50,000 square feet in area and in one structure Their peak hour use frequently conflicts with other peak hour retail uses and generate a high level of users per square foot of development Supermarkets may be located in areas with little or no public parking Adjustments for anchor retail can only be granted if adequate short term parking is not available in the area to serve the proposed use Adjustments up to 2 0 per 1,000 square feet for supermarkets can be granted based upon demand analysis and providing access and facilities for pedestrians and bicycles*

#### **Objective**

4 3 8 Encourage the joint use of parking for the purpose of reducing the total number of parking spaces

*Explanation Where hours of use do not overlap, two uses may share parking Each use is subject to the maximum ratios New parking accessory to uses not under parking maximums will not be allowed to rent parking to office uses The intent is not to allow uses to exceed the maximum parking ratios of the Zoning Code through joint use situations*

#### **Policy 4 4 Management of Parking Associated with Existing Buildings**

Allow structured parking approved for buildings developed prior to the CCTMP and under maximum parking ratios to be managed to maximize the effective utilization of spaces so long as it is paid parking

*Explanation This policy allows existing structured parking associated with development to be operated in a more flexible manner than the Zoning Code typically allows if it was built under the maximum ratio system and if it is paid parking*

## **Policy 4 5 Parking for Buildings with Less than the Allowed Ratios**

### **Objectives**

- 4 5 1 Support the development of parking facilities to provide parking for existing buildings that have less parking than is allowed by the maximum ratios

*Explanation Older and historic buildings generally lack dedicated parking and usually rely on commercial surface parking lots Future development projects are likely to result in surface lots being replaced by new buildings thereby reducing the supply of parking for older and historic buildings Parking that meets this policy may be in a single-purpose facility or in a facility with multiple parking functions Parking provided under this policy on surface parking lots must also meet the Policy and Objectives under 4 7*

*Proposed parking which is not created within or under an existing building, and that is not created through internal conversion of a building, by excavating under the building, or by adding gross building area to the building will be subjected to this policy Parking created within or under the building will be subject to the parking policies defined in Policy 4 3*

- 4 5 2 In the Core, based upon a principle of equalizing parking opportunities, apply a maximum parking ratio of 0 7 spaces per 1,000 square feet of floor area for existing buildings

*Explanation The High Growth Scenario anticipated a loss of 5,200 surface parking spaces due to projected development This loss of parking would impact existing buildings because of the gradual loss of surface parking spaces Due to the competitive office market in Downtown, replacing surface parking for buildings dependent on this dwindling supply requires a new approach and policies to address this need The proposed program is based on City Council direction to address the needs of existing office buildings in Downtown*

*Existing buildings may participate in the development of accessory parking to the extent that the maximum ratio of 0 7 spaces is not exceeded A "parking reserve" is established at an initial level of 750 spaces for the creation of parking for existing buildings As surface parking spaces are removed from the Core, the number of these spaces is added to the reserve As structured parking for existing buildings is developed, the number of these spaces is subtracted from the reserve*

*Parking that meets this policy in the Core shall be parking garages and may be in a single-purpose garage or in a garage with multiple parking functions*

*In the period between adoption of the Plan by City Council and approval by the EPA, the Maximum Parking Inventory will remain in place In order to address the special need of existing buildings which lack parking in the old DPCP area, 682 spaces of the parking reserve will be available These spaces will be used exclusively to serve the needs of existing buildings*

- 4 5 3 In the Lloyd District, based upon a principle of equalizing parking opportunities, apply a maximum parking ratio of 2 0 spaces per 1,000 square feet of floor area for existing office buildings For other uses in

the Lloyd District, treat the development of parking for existing buildings the same as for new development

*Explanation* In the Lloyd District, a parking reserve is established at an initial 300 spaces. It is anticipated that installation of meters in the district will result in the reduction of approximately 250 additional parking spaces, and an undetermined amount (100-200) of unregulated spaces converted to short-term parking. This reduction in long-term on-street parking and the 250 spaces will constitute the parking reserve. Additional spaces will be added as surface parking spaces are replaced with parking developed in conjunction with office development. New parking spaces meeting this policy can be provided in either garages or surface parking lots. Surface parking lots must also meet the requirements under the Policies and Objectives for 4.7 Surface Parking.

4.5.4 For the rest of the Central City, not including the Core and Lloyd District, the parking needs of existing buildings will be treated the same as for new development, including the application of maximum ratios for office for those Districts/Sectors with such ratios.

*Explanation* New parking spaces meeting this policy can be provided in either garages or surface parking lots. Surface parking lots must also meet the requirements under the Policies and Objectives for 4.7 Surface Parking.

#### **Policy 4.6 Parking Not in Conjunction with Specific Development**

Support the development of parking structures which address short-term parking needs, such as for retail shoppers, tourists, clients, and visitors, and the need for parking for special attractors.

*Explanation* The need for short-term parking varies depending on the amount, type, and proximity of retail and other attractors. It is important that there is sufficient short-term parking to ensure the economic vitality and development of the Central City. In the past, most short-term parking has been provided by the City in a number of garages. In the future, the need for short-term parking will be determined by a demand analysis. The analysis will consider the parking demand in the area, availability of on-street parking, and proximity to the generator of short-term demand. A transportation analysis is also required, and should indicate there are no significant adverse traffic, transit, bicycles, and pedestrian impacts.

Parking not meeting the requirements of Policy 4.3 for new development and Policy 4.5 for existing buildings below the parking ratios and not meeting short term parking needs of Policy 4.6 shall be prohibited. Parking for the general commuter, or commercial long term parking, will increase traffic congestion and decrease the use of alternative transportation modes and will not meet the goals of the CCTMP and the Central City Plan.

#### **Policy 4.7 Surface Parking**

Discourage the development of new surface parking in the Central City.

*Explanation* Surface parking is generally inconsistent with the goal of creating a high-density, pedestrian-friendly environment because it interrupts retail and office continuity, thereby reducing the human scale and character of the Central City. Surface parking also tends to cause a dispersion of activities which reduces the vitality of the pedestrian and shopping environment. To promote urban density, parking structures are preferred over surface parking lots.

"New" lots are those which did not exist prior to the adoption of the CCTMP. There are two types of "existing" parking lots. First, parking lots that existed prior to the

requirement for conditional use approval are considered "grandfathered" and, as such, are not subject to the renewal process. Second, there are those "existing" lots which were approved prior to adoption of the CCTMP and which have received conditional use approval from the City. For regulation of "existing" lots see Objective 4.7.7 below.

#### **Objectives (New Surface Lots)**

4.7.1 Use the Central City Plan Fundamental Design Guidelines, district design guidelines, and Zoning Code requirements when reviewing new surface parking lots to ensure that the pedestrian environment is enhanced by the location and design of surface parking.

4.7.2 Ensure that buildings will not be demolished in order to provide surface parking in commercial and residential areas. New surface parking lots should be allowed only in conjunction with new development.

*Explanation:* In the Central City, the commercial and residential areas are zoned as R, C, and E.

4.7.3 Allow surface lots where structured parking may be prohibitive or impossible due to scale or phasing of development.

*Explanation:* Structured parking may not be economical for small developments, such as small convenience stores. Small surface lots of less than 21 spaces are allowed outright to serve uses that have only a small parking need. When multi-block projects (multi-block projects are those in excess of 40,000 square feet of site area) occur, some surface lots may be provided as an interim use until later phases of the development occur. Surface parking for residential developments is addressed in Objective 4.8.4 below.

4.7.4 When surface parking is developed as part of a phased development plan, a primary use must be constructed at the same time as the parking.

*Explanation:* It is not the intent of this objective to allow surface parking by itself to be the first phase of a development project.

4.7.5 In the Core, allow a maximum of 20 spaces of accessory surface parking per 40,000 square feet of site area. Where more than 20 surface parking spaces are developed, parking should be physically separated to break-up large areas of surface parking. Twenty surface parking spaces are allowed on any site of less than 40,000 square feet in size.

*Explanation:* Each development site is entitled to a maximum of 20 surface spaces (using maximum parking ratios). For example, two or more developments on a 40,000 square foot block would each be entitled to a maximum of 20 surface spaces (depending on allowed ratios). Each lot should be treated as a separate lot rather than aggregated into one. Design guidelines will be developed to ensure that areas of surface parking are visually separated.

4.7.6 Prohibit surface lots of greater than 40,000 square feet in area in the Core, but consider allowing them elsewhere in the Central City generally as part of a phased development plan or in areas that are predominantly industrial in character.

*Explanation:* Outside the Core, the areas subject to Office ratios are generally characterized by a street grid pattern. In these areas, limit the amount of surface



parking area to 40,000 sq ft except as an interim use as part of a phased development plan. In contrast, the areas that are not subject to ratios are characterized by larger, irregularly-shaped parcels or are industrially-zoned. In these areas, limit the amount of surface parking area to 40,000 sq ft or to not more than 30% of the area of the site, whichever is greater. Allow larger amounts of surface parking in the following situations:

- 1 As an interim use as part of a phased development plan if the surface parking is visually separated into parking areas no larger than 40,000 sq ft at the end of the phasing, or
- 2 In industrial zones, or
- 3 For regional attractors

#### **Objectives (Existing Conditional Use Surface Lots)**

- 4.7.7 Standardize the conditions that apply to existing surface lots subject to periodic review, focusing on promoting carpool use, short term parking, and improved landscaping. Require perimeter landscape treatment of these lots to ensure that pedestrians have an adequate separation from vehicles and to contribute to an attractive pedestrian environment. Encourage existing surface lots to add landscaping.

*Explanation:* In the area formerly covered by the DPCP, certain existing conditional use surface parking lots had a three-year reapplication requirement. They were considered as "new" each time they reapplied. These lots will now be subject to a five-year renewal requirement and will not be scrutinized as if they were new lots.

Over the years, the lots that went through periodic reapplications have been subject to a variety of conditions of approval. Many of these conditions are no longer applicable or are not in compliance with CCTMP policies. The conditions that apply to these lots should be clarified and standardized. The new conditions should focus on encouraging carpool use, short-term parking, and improved landscaping. A Type III land use review process will be used to streamline and clarify the conditions that apply to these lots and to "switch over" to the new CCTMP regulations.

Existing surface lots which were never subject to the 3-year reapplication requirement will not be subject to the 5-year renewal requirement and are intended to remain without review unless changes are proposed that would be subject to review under the CCTMP regulations.

- 4.7.8 Allow existing and new surface parking lots, where appropriate, to be managed to maximize the utilization of spaces so long as it is paid parking.

*Explanation:* This policy allows existing and new surface parking lots for paid parking to be operated in a more flexible manner, than the Zoning Code typically allows where appropriate.

#### **Policy 4.8 Residential Parking**

Support the provision of adequate parking that meets the needs of the development while minimizing impacts on congestion and air quality and encouraging the use of alternative transportation modes for residential uses throughout the Central City.

##### **Objectives**

- 4.8.1 Establish minimum parking ratios for residential uses in the Downtown District, Sectors 1-6 to ensure that an adequate amount of off-street parking is being provided for new residential development.

*Explanation* A minimal amount of parking should be provided for most Downtown residential uses to ensure that a reasonable level of parking is provided for new construction of low- and moderate-priced housing downtown. The minimum parking ratio of one space per 8 units is consistent with a study conducted by the Portland Development Commission on the utilization of low/moderately-priced apartments. Excluding small units from this requirement, such as single-room occupancy housing, recognizes that people who live in these units have a low probability of owning cars. Market level housing will usually provide parking to meet the needs of residents. Adjustments from this requirement may be granted if it can be demonstrated that the residents of a building will have a low likelihood of owning cars and that other demand management efforts, including the availability of transportation alternatives, are being made to mitigate potential negative impacts of providing less parking than is required.

4 8 2 In the RX Zone in the Core, parking shall reinforce the residential uses and non-residential uses in the neighborhood and shall not support commercial activities from the adjacent non-residential zones.

*Explanation* The RX Zone was established to create a downtown residential neighborhood. To insure its viability and livability, parking should support activities in this mixed use, high density neighborhood.

4 8 3 Establish maximum residential parking ratios to support a diverse range of downtown housing. (Delay until EPA approval.)

4 8 4 Residential buildings are encouraged to share parking with other residential buildings which are under the maximum ratio.

*Explanation* The intent is to maximize the use of parking for residential uses, especially older buildings without dedicated parking and to support the stability of downtown housing. Residential parking shall not be used for commuter parking. The shared parking should not exceed the ratios established in Policy Objectives 4 3 5, and 4 3 6. The City will explore other options to meet the parking needs of Downtown residents.

4 8 5 Support higher-density residential projects within the Core by allowing surface parking lots where structured parking may be prohibitive or impossible due to scale, high cost, design concerns, or environmental constraints. Where possible, surface lots should be visually separated to reduce impacts of the large surface lot.

*Explanation* The Zoning Code will incorporate provisions to address parking for residential projects within the Core generally as follows:

- a Allow up to 40 spaces of surface parking per 40,000 square feet of site area if the project creates more than 50 dwelling units per acre.
- b Adopt design guidelines to ensure that areas of surface parking are visually separated.
- c For mixed-use projects, where one of the uses is residential, allow 40 spaces of surface parking per 40,000 square feet of site area.

4 8 6 Recognize the parking needs of residents living in the Central City.

*Explanation* Many residential buildings in the Central City were constructed prior to the automobile era and lack sufficient parking to meet the needs of their

*residents Demand management strategies will be evaluated to address these needs*

**Policy 4 9 Area Permit Parking Programs**

Implement area permit parking programs in neighborhood and industrial sanctuary areas impacted by spillover parking impacts due to high intensity Central City activities if approved by the area

*Explanation Area parking permit programs can ensure that on-street parking in residential areas and industrial sanctuaries will not be used by non-neighborhood parkers Area parking permits may be instituted in accordance with Title 16 of the City Codes in neighborhoods and industrial areas (with Industrial Sanctuary zoning) experiencing parking problems from adjacent sectors Implementation will be based on an investigation of need, review of alternatives and their effectiveness, and support by the neighborhood*

**Policy 4 10 Compatibility of Parking Structures with Central City Character**

Ensure that the location, size and ground floor activities of parking structures contribute to a lively and attractive pedestrian environment

**Objectives**

4 10 1 Limit the size of new parking structures in historic districts to ensure compatibility in scale with nearby historic buildings The building coverage for new parking structures within a historic district may not be larger than 20,000 square feet

4 10 2 Ensure that parking structures contribute to a lively pedestrian environment by including retail or other uses on the ground floor of the structure

*Explanation Areas have been added to the Required Building Line map in the Zoning Code along streets with a strong pedestrian and transit orientation In the Central Eastside district, when full block development occurs between Grand and MLK, Jr, Grand should be given the higher preference in meeting this policy as it is intended to be the more important pedestrian environment because of its historic character Design considerations and development review should also recognize the challenge of meeting required building lines on blocks which have more than one required building line and are within or adjacent to the Industrial Sanctuary*

4 10 3 Locate free-standing parking structures near the uses they serve

4 10 4 Restrict the location of parking structures along the Transit Mall between NW Glisan and SW Mill to support high-density development as established by adopted floor area ratios

*Explanation Free-standing parking garages are not allowed within 100 feet of the Fifth and Sixth Avenue Mall between NW Glisan and SW Mill Freestanding parking structures are prohibited between Fifth and Sixth Avenue between NW Glisan and SW Mill The intent is to attract the highest density development along this spine consistent with established floor area ratios Garages proposed to be within 100 feet must apply for an exception Exceptions to the restriction on location must show a public benefit through the inclusion of multiple levels of transit-supportive development in the parking structure "Multiple floors" is defined as requiring a minimum of 0 8 FAR active uses, that must include retail, office, hotel, and/or residential development in the structure A transportation analysis is*

completed indicating there are no significant adverse traffic, transit, bicycles, and pedestrian impacts Access is prohibited on the Fifth and Sixth Avenue Transit Mall between NW Glisan and SW Mill

### Objective

#### 4 10 5 Restrict parking access on light rail transit streets

*Explanation* Free-standing parking garages are allowed along light rail transit rights-of-way Freestanding parking structures are prohibited between SW Morrison and SW Yamhill Streets from SW First Avenue to SW 18th Avenue The Zoning Code contains provisions that restrict access to new parking facilities within 75 feet of a light rail alignment (either has LRT in it or is designated as the Locally Preferred Alternative light rail alignment, see Policy 5 1) Where access is restricted, adjustments may be allowed if consistent with this policy and the evaluation criteria in the Zoning Code The intent is to allow exceptions from side streets only when a transportation analysis is completed indicating there are no significant adverse traffic, transit, bicycles, and pedestrian impacts The intent for access on light rail streets is to achieve a public benefit by allowing a parking structure only when multiple floors of transit supportive development uses are included as part of the development and minimize impacts on LRT by not crossing rail tracks for garage access Multiple floors is defined as requiring a minimum of 0 8 FAR non-parking active uses, that must include one or more of the following, retail, office, hotel, and/or residential development in the structure A transportation analysis indicates no significant adverse traffic, transit, bicycle, and pedestrian impacts

### PARKING ACTION ITEMS

- 1 Explore opportunities for new surface parking lots to include active and interesting objects/development such as kiosks or coffee carts
- 2 Request that the Bureau of Planning initiate a public process to amend the Fundamental Design Guidelines and/or the Zoning Code to evaluate the use of architectural features for screening of all new surface parking lots
- 3 Develop and implement a Five-Year Strategic Plan for City garages to support short-term parking as the highest-priority use to promote economic growth
- 4 Explore opportunities for meeting the parking needs of Downtown residents and religious institutions
- 5 Undertake a study to analyze the effects on older and historic buildings of proposed and existing code requirements related to demolition and to seismic and ADA requirements The City does not want to inadvertently encourage the demolition of older and historic buildings by providing an economic incentive (allowing surface parking lots) to demolition The study may result in modifications to the demolition policy in the CCTMP and proposed Zoning Code regulations prior to final adoption of the CCTMP This study would evaluate the need to allow surface parking lots under special circumstances where a building has been badly damaged by forces outside the control of the property owner In no case will the study result in a net increase in parking as defined in the CCTMP A proposed work program is included in the Appendices
- 6 Investigate ways to provide incentives for "grandfathered" surface parking lots to add landscaping or other perimeter treatments as a way of improving their appearance
- 7 Evaluate the use of parking meters and other parking control techniques to control the intensity of Central City activities to maintain livability of adjacent neighborhoods and the vitality of businesses in the Central City

*Note Action Items are proposed to be adopted through City Council Resolution These items are suggestions on how the Central City can be improved The Action Items listed are a starting place Additional studies and evaluations are to be undertaken Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after the appropriate review process*

## TRANSIT POLICIES AND ACTIONS

Achievement of the High-Growth Scenario depends on significant increases in transit service, including new light rail lines and FastLink service. The increased concentration of jobs and housing anticipated by the CCTMP may require transit service improvements beyond those previously assumed in regional plans. The Transit Policies were developed in conjunction with Tri-Met and are intended as guiding policies for both the City and Tri-Met. Transit action items are subject to further study to establish priorities, feasibility, and implementation schedules.

### POLICY 5 TRANSIT

Ensure that the transit system will be a key component in stimulating economic development in the Central City, supporting the density and diversity of activities that lead to high levels of pedestrian and bicycle trips, minimizing automobile congestion, and improving air quality.

#### Policy 5.1 Transit Access

Improve transit access to the Central City to support its full development potential as envisioned in the Central City Plan.

##### Objectives

- 5.1.1 Expand transit capacity and service to the Central City as the highest priority means of increasing access to the Central City.
- 5.1.2 Give preference for transit/rideshare improvements to districts with adopted transportation demand management plans which reduce reliance on single-occupant auto trips and encourage transit/rideshare use.
- 5.1.3 Protect existing and adopted transit priority corridors (light rail and the Fifth and Sixth Avenues Transit Mall) rights-of-ways to maximize public investments by ensuring its primary transit function, support a healthy pedestrian environment, and minimize adverse traffic impacts. Priority corridors will be designated following completion of the Draft Environmental Impact Statement (DEIS) and adoption of the Locally Preferred Alternative.

*Explanation: The City of Portland protects future transitways two different ways. First, the adopted future transit corridors are identified in Metro's Regional Transportation Plan and reinforced in the City's Comprehensive Plan - Transportation Element, Transit Classifications. The City protects these corridors through the review of potential land use development or potential street improvements. Second, the City adopts station area regulation when the Locally Preferred Alternative is selected following the DEIS process.*

*The CCTMP uses the street classification maps and classification descriptions to determine what kinds of activities and access are appropriate on each type of street, including LRT rights-of-way.*

- 5.1.4 Improve the frequency, coverage, and hours of bus service to the Central City.

5 1 5 Establish an urban and regional network of 10-minute corridor bus service (Tri-Met's proposed FastLink service)

*Explanation Tri-Met's Strategic Plan 1993-1998 identified a new bus service concepts, the 10-Minute Corridor, later renamed FastLinks This service would be a key part of implementing the Tri-Met's Strategic Plan goals for increases in transit ridership The service would attempt to create the bus equivalent of light rail by being fast, reliable, frequent, and comfortable*

5 1 6 Establish local and regional partnerships (both public and private) to plan, implement, and finance transit improvements

*Explanation The CCTMP establishes new benchmarks for development in the Central City 75,000 new jobs and 15,000 new housing units by 2010 To achieve and support this level of growth, a significant expansion of transit service will be needed, coupled with transportation management policies which encourage increased use of the transit system*

**Policy 5 2 Transit Operations**

Increase the speed and reliability of transit service in the Central City

**Objectives**

5 2 1 Provide transit preferential treatments at congested locations and segments

5 2 2 Establish street designations for transit priority streets within the Central City

5 2 3 Identify transitways in each Central City district to accommodate high frequency transit

*Explanation The attractiveness of transit as a transportation alternative is partly dependent on the time it takes a rider to get from one place to another on transit due to frequent stops to pick up and drop off passengers As traffic congestion increases, it will be important to minimize travel time via transit to keep transit competitive with the private automobile as a transportation mode choice Traffic congestion, convoluted routing, and close stop spacing cause delays and slow average travel speeds in the Central City Buses traveling along the Mall average only 3 5 miles per hour during peak periods Stops in other parts of the Central City are as close as one block apart Unpredictable traffic congestion can result in delayed buses, especially on routes which begin their trips in congested outlying neighborhoods and pass through Downtown on their way out to other neighborhoods Transit vehicles make many stops, often have difficulty re-entering the traffic stream after making a stop, and usually do not deliver riders to the doorstep of their destination*

*Transportation System Management (TSM) measures which maintain and/or reduce the travel time of transit vehicles through the Central City are a priority Providing transit vehicles with dedicated right-of-way or preference in the operation of traffic control at congested locations can help overcome these disadvantages Potential priority measures include exclusive bus lanes, signal priority, curb extensions, and queue by-pass lanes*

**Policy 5 3 Physical Image of Transit**

Improve the understandability, predictability, and visibility of transit in the Central City

**Objectives.**

- 5 3 1 Improve the clarity and convenience of transit by consolidating fragmented route patterns onto transit streets and by providing public information signs
- 5 3 2 Expand the high quality of transit-related streetscape improvements to include new transit priority streets and to support adjacent commercial development and enhance the pedestrian environment
- 5 3 3 Improve the attractiveness, comfort, and safety of transit stops
- 5 3 4 Improve the transit vehicle fleet to include vehicles that are quieter, less polluting, easier to board, more comfortable, and more visually appealing

*Explanation To encourage use, transit service must be easy to use, easy to access and easy to learn about The mall conveys a very strong image for transit with special paving, landscaping, signage, and shelters This level of understanding and image needs to be expanded to other parts of the Central City to improve the visibility and attractiveness of transit*

**Policy 5 4 Central City Transit Circulation**

Improve transit service to provide better circulation and distribution within and between districts of the Central City

**Objectives**

- 5 4 1 Increase the frequency of service and the connectivity between major bus routes and light rail to improve their function as Central City shuttles so that users would not need a system schedule
- 5 4 2 Integrate Tri-Met services with those of other transportation providers
- 5 4 3 Establish a network of transit streets, terminals, and transit centers in the Central City
- 5 4 4 Identify a strategy for developing the Central City streetcar system and integrating it with other transit services

*Explanation The transit system in the Central City serves two types of trips, those that end or begin in the Central City and those which neither originate nor end outside of it This system has the benefit of not requiring passengers to transfer to reach their destination It also allows for more efficient use of the transit system at all times of the day and week*

**Policy 5 5 Transit-Supportive Development**

Use transit to foster high-density, transit-supportive development

**Objectives**

- 5 5 1 Include planning for transit and ridesharing as an integral part of the development process
- 5 5 2 Plan and provide transit services prior to construction of new development where early provision will encourage transit-supportive development



- 5 5 3 Give preference to transit improvements in districts with adopted urban design standards which encourage pedestrian-oriented environments

*Explanation Low densities and segregated land uses make auto use necessary, whereas, higher densities and mixed uses allow alternatives such as walking, biking, and using transit to play a greater role Transit improvements can help encourage developers and other participants involved in land use decisions to realize the merits of higher density, a greater mix of uses and other measures that will help maintain and improve livability in the Portland region*

- 5 5 4 Discourage the development of new park-and-ride facilities in the Central City to minimize congestion

*Explanation The Transportation Element Policy 6 9 addresses the locational criteria for park-and-ride facilities*

### **Policy 5 6 Funding Transit**

Participate in regional efforts to secure funding for improved transit services, facilities, and demand management programs

#### **Objectives**

- 5 6 1 In partnership with Tri-Met and the City and with other regional partners, secure funding for transit operations and capital to implement the Tri-Met Strategic Plan including funding for construction and operation of the regional LRT system
- 5 6 2 Identify a strategy for securing funding for construction and operation of the Central City streetcar system
- 5 6 3 Establish public-private partnerships to fund and enhance transit and ridesharing projects and programs related to specific developments

*Explanation Transit funding commitments are shared at the regional and local level Additional funding is essential to support the higher level of transit service envisioned in the CCTMP Present sources of transit revenue are not expected to grow fast enough for Tri-Met to meet all basic service priorities Additional funding sources need to be explored*

### **TRANSIT ACTION ITEMS**

(Transit Improvements that relate to a specific district are located in the district strategies section)

- 1 Service Improvements
  - a Reinstate "Owl" service
  - b Improve non-peak service
  - c Improve weekend service
  - d Operate at least four regional light rail lines to serve the Central City
  - e Consider the feasibility of a bus "circulator" in the Central City
- 2 Transit Priority Projects
  - a Establish a program of transit priority projects in the Central City
  - b Establish criteria for bus stop spacing in the Central City

- 3 Other actions (non-priority)
  - a Establish transit stop spacing criteria for all types of transit services in the Central City
  - b Allow for transit only operations on the Steel Bridge center lanes when light rail transit volumes require exclusive operations for traffic safety reasons and efficient transit operations
  - c Explore with Tri-Met incentives that can be offered to private organizations who subsidize employee, client, or student use of transit
  - d Encourage Tri-Met to offer block sales of transit passes to private employers and educational institutions
  - e Monitor Tri-Met service and capacity improvements to ensure that ridership levels are adequate to accommodate projected growth consistent with the High Growth Scenario
  
- 4 Complete a Bus Transit Plan for the Downtown Core identifying the east-west bus routes serving the Retail Core

*Note Action Items are proposed to be adopted through City Council Resolution. These items are suggestions on how the Central City can be improved. The Action Items listed are a starting place. Additional studies and evaluations are to be undertaken. Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after the appropriate review process.*

## DEMAND MANAGEMENT POLICIES AND ACTIONS

Demand management can play a significant role in improving access into and within the Central City. Ongoing demand management efforts, including carpooling and transit incentive programs have proven effective, but more needs to be done to meet the goals of the CCTMP. Effective communication between the business community and Tri-Met on transportation needs can be improved, and employee incentive programs can be expanded. Demand management strategies have not been fully exploited in situations where standard transit services cannot reach all transportation markets due to low densities and dispersed trip origins.

### POLICY 6 DEMAND MANAGEMENT

Increase the demand and availability of transit, and ridesharing, and support walking and bicycling, and other alternatives to the single-occupant vehicle in every district of the Central City.

*Explanation: The CCTMP emphasizes the need to increase the percentage of trips taken by alternatives to the single-occupant vehicle during the peak hour commute.*

#### Policy 6.1 Regional Efforts

Support regional demand management efforts to reduce vehicle miles traveled per capita and thereby limit increases in traffic congestion and enhance air quality.

#### Policy 6.2 Future Amendments

Amend the Demand Management policies, if necessary, upon completion of the Department of Environmental Quality's Employer Commute Option (ECO) rule making process to comply with requirements of the ECO Rule.

#### Policy 6.3 Demand Management Programs

Encourage new demand management programs and expansion of existing programs for employers. Support the formation of Transportation Management Associations or similar private sector organizations to support trip reduction programs. Encourage businesses, or groups of businesses, to participate in trip reduction measures.

*Explanation: The Transportation Management Associations or similar private sector organizations are encouraged to include the participation of neighborhood associations located in and adjacent to the association's districts.*

#### Policy 6.4 Coordination

Coordinate with Tri-Met and other public and private organizations to jointly plan, implement, and promote transit, rideshare, and other transportation demand management (TDM) programs.

#### Policy 6.5 Marketing

Work with Tri-Met to enhance marketing and outreach efforts to make transit, ridesharing, and other alternatives to the single-occupant vehicle easier to use for potential new customers.

#### Policy 6.6 Expand Existing Programs

Work with selected market segments to expand transit fare and carpool parking fee programs, such as group passes or special event passes.

**Policy 6 7 Off-Peak Transit Usage**  
Work with Tri-Met to increase off-peak transit usage

**Demand Management Action Items**

- 1 Support establishment of a Transportation Management Association (TMA) in the Lloyd District
- 2 Support establishment of a Downtown TMA
- 3 Consider establishing TMA's in other Central City districts
- 4 Clarify the roles of Tri-Met, the City of Portland, and other agencies in providing a full range of TDM services
- 5 Implement a comprehensive transportation demand management program for City employees which could include the following alternative work hours, telecommuting, and transportation allowance programs (including transit subsidies, carpooling, bicycling, and walking)
- 6 Encourage Federal, Multnomah County, and private employers to offer reduced cost transit passes
- 7 Form a Carpool Task Force made up of Office of Transportation staff and representatives from Tri-Met, Metro, and the business community to consider pricing policies for carpools, raising carpool goals from 15% to 20% for new office developments, preferred locations for carpools, numbers of occupants per carpool, and identifying federal and other funding resources available to provide for program expansion
- 8 Continue to support legislative efforts to change Federal tax regulations to encourage employers to provide travel allowances (e g , employee cash out) for all modes
- 9 Consider delayed openings of publicly owned parking spaces through the morning peak hour

*Note Action Items are proposed to be adopted through City Council Resolution These items are suggestions on how the Central City can be improved The Action Items listed are a starting place Additional studies and evaluations are to be undertaken Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after the appropriate review process*

## PEDESTRIAN NETWORK POLICIES AND ACTIONS

The Pedestrian Policies of the CCTMP will be used in reviewing the design of street improvements and work in conjunction with the design guidelines of the Central City to ensure that as changes occur, the Central City will be enhanced as a livable, walkable area. The objective is to create a pleasurable environment for workers, residents, and visitors in which to share experiences and the diversity of uses and activities available. The Central City has a relatively good pedestrian environment and a network of sidewalks and pathways that provide access to and within districts. The 40-Mile Loop Trail is not complete, however, and access to the river from the east side is difficult and sometimes unpleasant. The urban streetscape promoted by the Central City Plan and its associated design guidelines supports the inclusion of elements in the right-of-way that, while contributing to a pleasant pedestrian environment, could be seen as barriers to pedestrian movement. The following policies and actions are intended to balance the need to meet Americans with Disabilities Act (ADA) requirements with the desire to promote an interesting, vital pedestrian environment, while also acknowledging that there are multiple functions that need to be accommodated in a right-of-way. The Circulation and Access Policy addresses how the transportation system is balanced for all modes.

The vitality of the Central City is indicated by the diversity of activities within the streetscape system, which include pedestrians, moving vehicles (cars, bicycles, trucks, and transit), street furniture, and landscaping. The development and management of this system must ensure that all needs are safely accommodated and provide a balance for all users of the system.

### POLICY 7 PEDESTRIAN NETWORK

Support the Central City as a pedestrian-friendly environment with good pedestrian connections to adjacent neighborhoods and a high level of pedestrian activity due to the availability, accessibility, convenience, safety, and attractiveness of the pedestrian network. The network should be

- Available and accessible to all users,
- Convenient and easily negotiable, with all routes and surfaces having ample capacity, and being relatively free of obstruction,
- Safe, with pedestrians being able to use the system with minimal concerns about traffic and personal safety, and
- Comfortable and attractive, with streets, sidewalks, and adjacent development having a high degree of amenities and appeal for pedestrians.

*Explanation: The intent of the policy is to create a pleasurable environment for workers, customers and clients, residents, and visitors while using a pedestrian system that is easily accessible, convenient, safe, and attractive and which covers all districts of the Central City. The intent is to create a pedestrian system without obstructions, taking into account other objectives of the CCTMP and Central City Plan.*

#### Policy 7.1 Pedestrian Mode Split

Improve the pedestrian network to support the CCTMP mode split goals for home-based work (HBW) trips, reinforce walking as an important mode of transportation, and promote walking for all types of trip purposes.

*Explanation* Increasing the percentage of person-trips made by walking will help to reduce traffic congestion and improve air quality. Improvements need to be made in support of the bike/walk HBW mode-share goal, but it is equally important to focus on increasing the walk share of trips taken for other purposes.

### **Policy 7.2 Pedestrian Environment**

Provide the maximum practicable consideration to walking in the Central City by

- Minimizing air and noise pollution and pedestrian-vehicle conflicts to provide a healthy and pleasant atmosphere for walking,
- Calming vehicular traffic commensurate with the needs of the Central City and to a degree that reinforces the viability of mass transit,
- Recognizing Portland's rainy weather by encouraging the provision of awnings and other pedestrian amenities,
- Providing safe pedestrian access to and across bridges,
- Providing landscaping or other perimeter treatment around surface parking lots subject to land use review to make them more pedestrian friendly, and exploring the possibility of providing other uses along frontages and at corners of new surface parking lots, and
- Encouraging the redevelopment of surface parking lots to promote growth in the Central City and to remove gaps in the pedestrian system

*Explanation* A good pedestrian environment contains many elements beyond a network of walkable surfaces. Activities and development on both sides of the sidewalk affect how much the network will be used. Adjacent land uses and development characteristics have an important impact on the degree of liveliness of the pedestrian environment. Limiting the size of new parking lots and requiring a high level of landscaping and screening, and encouraging active uses or other pleasing features can minimize the impact of surface parking lots. Active uses are not a mandatory requirement for surface parking lots.

### **Policy 7.3 Pedestrian Access and Availability**

Create a comprehensive pedestrian network throughout the Central City that provides easy access to all uses and encourages pedestrian movement. In industrial areas, however, recognize that the pedestrian network will have limitations due to industrial-related activities, such as loading and truck movements.

- Maintain needed pedestrian connections as part of any street vacation process
- Improve the quality of pedestrian crossings as part of transportation projects

*Explanation* The extent and coverage of pedestrian facilities throughout the Central City Area will determine the degree of accessibility, and therefore the amount of use, that the pedestrian network achieves. To enable more people to reach their destinations, the pedestrian network should be comprehensive in coverage, easily accessible, and without significant barriers and obstacles that would prevent its use.

### **Policy 7.4 Pedestrian Convenience and Negotiability**

Create a pedestrian network in the Central City area that will be direct, have adequate capacity, have minimal delays, and be relatively free of obstructions and obstacles for all groups.

*Explanation* Pedestrian convenience depends on the directness, continuity, and availability of pedestrian facilities. The pedestrian network should be easily usable by all groups within the community, and easily negotiated, to encourage many

*more trips within, to, and through the downtown area to be made by walking instead of by automobile. The provision of an efficient and comfortable public transportation system, with pleasant, safe, and direct pedestrian access to transit services will also increase pedestrian activity and accessibility.*

**Policy 7 5 Pedestrian Safety**

Create a pedestrian network in the Central City where pedestrians have a relatively good prospect of being free from concerns about traffic and personal security, and that is at all times visible from the street

*Explanation The pedestrian's safety is of primary importance, and pedestrians should feel safe when walking on sidewalks and crossing roads. Conflicts with other transportation modes should be minimized. Fear of street crime and the dangers imposed by automobile traffic deter many people from making trips by walking. Increased attention to safety issues and remedial action to eliminate safety problems will encourage many users of downtown to transfer from a car to walking for the trip through or to the downtown area.*

**Policy 7 6 Pedestrian Comfort**

Make every reasonable effort in the planning, design, construction, and management of the pedestrian network to ensure that a pleasant and enjoyable pedestrian environment is created

*Explanation Pedestrian experiences and enjoyment are enhanced by providing a high level of protection from unfavorable weather, the placement of attractive street furniture, and the addition of buildings, landscaping, sculptures, shop windows, and other street elements that provide interest to the pedestrian. Well-designed plazas, parks, and other public spaces should be inviting by maximizing opportunities for pedestrian use, and by integrating well with pedestrian circulation patterns. Land use and design of buildings adjoining pedestrianways can enhance or detract from pedestrian use of the street. A pedestrian environment with a high level of amenities is more likely to encourage higher levels of pedestrian use and activity. The Central City Fundamental Design Guidelines call for new development to emphasize pedestrian amenities.*

**Policy 7 7 Pedestrian Crossings**

Provide for safe pedestrian crossings in the roadway system

*Explanation As the Central City moves toward a high density, transit and pedestrian oriented urban center, frequent and safe pedestrian crossings should be provided. Streets with heavy traffic volumes or high traffic speeds can be obstacles for safe and convenient pedestrian access. At a minimum, it is recommended that marked pedestrian crossings be provided every two blocks or 500 feet, based on need. The intent is to increase marked pedestrian crossings in the Central City. Measures to provide for safe pedestrian crossings may include curb extensions to reduce the roadway width, traffic signals, striping, warning lights, and other traffic devices.*

**PEDESTRIAN ACTION ITEMS**

**1 Pedestrian Access and Availability**

- a Complete the development of the Greenway Trail within the Central City. Prepare an implementation strategy, including plans for the detailed alignment (and connections to adjoining residential areas and other nearby paths and routes), cost estimates, and construction programs

- b Prepare a program of pedestrian studies, including an inventory of the pedestrian network, pedestrian accident history, and identify key pedestrian projects
  - c Identify and remedy gaps and deficiencies in the pedestrian network and remove obstructions (to the extent practicable) that inhibit pedestrian movement
  - d Examine all "No Pedestrian Crossing" locations, and identify appropriate measures to improve pedestrian accessibility in these locations
  - e Examine the need for underpasses and the potential for alternative pedestrian crossing opportunities
  - f Provide direct and improved pedestrian access to current and proposed transit services
  - g Implement pedestrian access improvements to and across the Willamette River bridges
  - h Improve pedestrian access across I-5, I-84, I-405, ramps and arterials
  - i Improve pedestrian connections from surrounding neighborhoods to the Central City area and riverfront and from other districts to the Downtown district
  - j Increase the number of pedestrian districts within the Central City (Adopted as part of CCTMP )
  - k Support implementation of the Multnomah County Bridge Accessibility Study
- 2 Pedestrian Convenience and Negotiability
- a Improve connections for pedestrians to the bridges and from the bridges to the east bank waterfront
  - b Enhance the bridge walkways for pedestrians Construct new facilities and maintain existing paths
  - c Ensure that the pedestrian network provides direct, convenient, negotiable, and safe travel between offices, residential areas, downtown parks, education establishments, neighborhood activity centers, commercial districts, transit services, and new developments
  - d Prepare a pedestrian network plan which, when implemented, will approximate a grid
  - e Ensure that the pedestrian network complies with ADA requirements, for example, by avoiding extreme grade changes whenever possible, by constructing ramps instead of stairs, and by installing curb cuts to facilitate access for the disabled
  - f Review the time available to pedestrians at signalized intersections, with a view to increasing the length of crossing time for pedestrians by reviewing the pedestrian crossing cycle intervals and adjust to maximize the pedestrian crossing time, within the limits of the signal phasing and cycle length, and considering the needs of all the various modes of transportation
  - g Improve pedestrian convenience and negotiability at intersections of the Central City area, particularly downtown, by prohibiting cars from entering intersections to make turns when pedestrians are in the right-of-way
  - h Give consideration to restricting 'right turn on red' in the Central City
  - i Examine the potential for introducing the 'scramble' pedestrian crossing system at appropriate intersections
  - j Provide information boards and signage throughout the Central City area to improve and encourage pedestrian movement
  - k Evaluate the need for and consider design options to eliminate the use of intersection design treatments that allow vehicles to make a free right turn
  - l Design and construct safe pedestrian crossings, including consideration of the use of different paving colors or materials for pedestrian crossings and corner geometry that protects pedestrians
  - m Ensure that ground floor commercial areas have direct pedestrian access from the sidewalk



- n Mark street name signs on both sides
  - o The use of pedestrian push buttons in the Central City will be evaluated on a case by case basis, with the push button locations limited to intersections along Major City Traffic Streets, and with the locations evaluated for use only during the AM and PM peak periods and late night low pedestrian hours
  - p Support efforts by the NE Broadway Business Association and other organizations to increase driver awareness of pedestrian safety concerns at driveways, such as signage, to reinforce the State Vehicle Codes and the Driver Manual
- 3 Pedestrian Safety
- a Determine the location and causes of accidents involving pedestrians, and devise strategies to prevent recurrence of these accidents
  - b Support police surveillance of the Central City area, and encourage regular police patrols of downtown streets
  - c Prepare a program to improve pedestrian signals for the sight-impaired by the addition of special warning devices
  - d Educate and enforce the requirement for motorists to yield to pedestrians when pedestrians are crossing on a green signal at signalized intersections
  - e Examine options for improved visibility and access design to enhance the safety of pedestrians at driveways to new surface parking lots and new parking garages,
  - f Ensure that pedestrian facilities are illuminated, with a minimum illumination level of one foot-candle at the ground
  - g Prepare a program to ensure safe pedestrian routes to schools
  - h Separate pedestrianways and bikeways wherever it is both practical and possible, especially in parks and open spaces
  - i Manage the use of skateboards, in-line roller skates and other conveyances to limit interference with pedestrian travel
  - j Explore opportunities for retrofitting garage entrances and exits to improve pedestrian movement and safety
- 4 Pedestrian Comfort
- a Provide an identification, signage, and lighting system for the pedestrian network that offers interest, safety, vitality, and diversity to the pedestrian
  - b Prepare a set of pedestrian environment 'standards' for each district of the Central City Area, specifying appropriate pedestrian environments and facilities that should be developed or required when private or public development takes place
  - c Implement the Central City Plan Fundamental Design Guidelines, and the Special District Design Guidelines, to improve the pedestrian network
  - d Ensure that new developments, both residential and commercial, provide an enhanced pedestrian environment, with direct pedestrian connections to nearby residential areas, transit stops, commercial districts, and other regional and neighborhood activity centers
  - e Control the volume of vehicles on Central City streets to minimize noise and air pollution from automobiles
  - f Support the placement of street trees near the curb line as a part of all new development

*Note Action Items are proposed to be adopted through City Council Resolution. These items are suggestions on how the Central City can be improved. The Action Items listed are a starting place. Additional studies and evaluations are to be undertaken. Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after the appropriate review process.*

## **BICYCLE MOVEMENT POLICIES AND ACTIONS**

The Bicycle Policies and actions are derived from the Bicycle Transportation Study (July 1993) conducted as part of the CCTMP. The study focused on how to support bicycling as a serious mode of transportation that can help to minimize congestion, improve air quality, and reduce vehicle miles traveled per capita.

A bicycle user survey identified the factors that encourage or discourage people from using a bicycle commute to and from the Central City. Many of the factors discouraging bicycle use, such as lack of on-road bicycleways, inaccessible bridges, lack of end-of-trip facilities, and bridge improvements, are addressed by the Bicycle Policies and their associated actions.

### **POLICY 8 BICYCLE MOVEMENT**

Develop a bicycle plan for the Central City that establishes a bicycle route network, and develop strategies, including setting priorities, for implementation of programs and projects.

*Explanation: Given the current needs of the bicycling community and the policy and planning requirements in place at the state, regional, and local levels, the question is not whether a functional bicycle transportation system should be developed, but how the City and other responsible jurisdictions will go about it.*

#### **Policy 8.1 Bicycle Mode Split**

Improve the bicycle network to support the CCTMP mode split goals for home-based work (HBW) trips, recognize bicycling as an important mode of transportation, and encourage greater use of bicycles for all types of utilitarian and recreational trips.

*Explanation: Increasing the percentage of person-trips that are taken via bicycle will help to reduce traffic congestion and improve air quality. These benefits will be most quickly realized by converting automobile commute trips to bicycle, transit, and walk commute trips. Improvements need to be made in support of the bike/walk HBW mode-share goal, but it is equally important to focus on increasing the bicycle mode share of trips taken for other purposes.*

#### **Policy 8.2 Bicycle Trip-End Facilities**

Support the provision of bicycle parking, locker, and shower facilities by the private and public sector to aid in achieving the bicycle mode share goal. Incorporate incentive programs as a preferred means of providing for these facilities as a part of implementation of the Transportation Planning Rule.

*Explanation: This policy recognizes the private and public sectors' roles in providing facilities to support the bicycle mode of travel. The policy recommends that incentives be used as a means to ensure that bicycle facilities and parking above required ratios are provided by the private sector. Changes to requirements and incentives for bicycle parking and facilities are being examined as part of the City's efforts to comply with the Transportation Planning Rule.*

#### **Policy 8.3 Bicycle Access**

Ensure that all public streets and public ways within the Central City, except freeways, expressways, and exclusive transitways, are accessible to bicycles. Accommodate the needs of bicyclists as appropriate on each street, based on the Traffic, Transit, Bicycle,

## Pedestrian, and Truck designations of the right-of-way in the Street Classifications and Descriptions of the CCTMP

*Explanation The degree of accommodation provided to bicycles, particularly on non-bicycle network streets, should be determined by the combination of street classifications assigned to the street. Guidelines will be developed to help determine what level of accommodation for bicycle and other modes is appropriate in any given case.*

### **Policy 8 4 Bicycle Network**

Provide a network of bicycle routes where the needs of bicyclists receive due consideration based on the mode split goals in the CCTMP. The bicycle network should, at a minimum, provide for bicycle access to the Central City from all areas of the City and also provide for connections between major attractions, such as those identified on the Central City Plan map. Central City Bicycle Routes should

- Be direct. The network should connect areas and sites in as direct a line as possible.
- Minimize conflicts between bicycles and motorized vehicles. When turning movement or other conflict points are unavoidable, traffic designs should accommodate the safety needs of bicyclists.
- Be relatively obstruction free. Obstructions, such as stairs, surface hazards, lack of adequate shoulders, etc. should not exist on the bicycle network routes. Where they do, they should be eliminated.
- Be complete. The City will support completion of regional bicycle route segments that connect to the Central City.

*Explanation While all public streets (except freeways and certain expressways) should be accessible to bicycles, Central City Bicycle Routes are those routes where the bicycle transportation mode is provided special consideration. Public improvement programs to facilitate bicycle travel should begin with Central City Bicycle Routes.*

### **Policy 8 5 Bicycle Connections**

The bicycle network should be integrated with other transportation systems to accommodate commuting and other trips by bicycle. Safe, direct, and continuous bikeways free of unnecessary delays should be provided along all urban arterial and major collector routes. The bicycle network should connect new residential development districts to existing residential areas and commercial districts.

*Explanation The Transportation Planning Rule and other state mandates require bikeways on arterials and major collectors which connect new residential and commercial development to other residential areas, transit stops, and activity centers.*

## **BICYCLE ACTION ITEMS**

- 1 Implementation strategies
  - a Use the City's Capital Improvement Program funding process to phase in implementation of the Central City Bicycle Plan.

- b Incorporate needed Central City Bicycle Route improvements into street construction and reconstruction projects
  - c Retrofit existing streets with bicycle facilities whenever reasonable opportunities exist
- 2 Bicycle Network Facilities
- a Implement the needed changes to realize an integrated and complete bicycle network consistent with the CCTMP Bicycle Network Map within 6 years
  - b Increase the use of directional signing for bicycles to clearly indicate network routes
  - c Provide "bicycle priority" at appropriate intersections through the use of separate bicycle signals, advanced stop lines, etc
  - e Provide bikeways to allow movement during periods of peak congestion
  - f Improve bicycle, pedestrian, and disabled accessibility in the South Auditorium "superblocks "
- 3 Trip-End Facilities
- a Expand the City's program of providing free bicycle racks to assure secure bicycle parking on every city block within the CCTMP
  - b Encourage retrofitting or replacing bike racks to serve users of older buildings through public and private efforts to ensure that at least 1000 usable racks are available by the year 2000 and 1500 by the year 2005
  - c Increase the number of public bicycle lockers available to meet demand  
Consider coin operated lockers for casual use
  - d Build "bike central" facilities in strategic locations
  - e Provide secure parking to meet demand at all existing and future transit centers
- 4 Regulations
- a Enforce Zoning Code requirements for bicycle parking
  - b Encourage and provide incentives for employers to provide subsidies to employees commuting by alternative modes, including bicycles
  - c Allow businesses to take tax deductions for employee benefits relating to bicycle use up to the amount provided for auto use
  - d Provide tax credits for employers based on employee bicycle use
  - e Provide incentives for the provision of employee-accessible lockers and showers in all new office buildings with over 20 employees
  - f Provide FAR bonuses for bicycle facilities provided above the required minimums
- 5 Promotion
- a Develop programs to encourage the provision of bicycle parking
  - b Provide information about the availability and location of bicycle parking, lockers, and showers
  - c Help employers promote bicycle use
  - d Support bicycle education programs in schools and encourage the use of bicycles by students
  - e Support bicycle education programs for children and adults
  - f Support education programs on the benefits of bicycle riding to motorists
  - g Schedule weekend closures of selected streets to allow and encourage use by pedestrians and cyclists with consideration to the needs of adjacent land uses
  - h Implement a City-sponsored "share the road" campaign
  - i Encourage the establishment and use of "bicycle pools " Activate the City's "bicycle pool" program (Bicycle pools are a number of bicycles that are shared among users of a building, business, neighborhood, etc )

6 Bicycles and Transit

- a Expand the "Bikes on Transit" program so that all buses and trains can carry bicycles at all hours
- b Support purchase of transit vehicles that are designed to accommodate bicycles

*Note Action Items are proposed to be adopted through City Council Resolution. These items are suggestions on how the Central City can be improved. The Action Items listed are a starting place. Additional studies and evaluations are to be undertaken. Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after the appropriate review process.*

## **AIR QUALITY POLICIES AND ACTIONS**

The Downtown Parking and Circulation Policy (DPCP) was adopted in 1975 in response to the Downtown Plan and the federal Clean Air Act Amendments of 1970. In the first 10 years that the DPCP was in effect, there was a significant improvement in air quality. The number of carbon monoxide violations decreased from over 50 in 1975 to 19 in 1979 and only 3 in 1983. The 1991 amendment to the DPCP incorporated an Air Quality Offsets program which allowed up to 1,370 new parking spaces if in association with offsets. While carbon monoxide levels have continued to improve in the downtown, potential increases in ozone levels are a problem for the region.

### **POLICY 9 AIR QUALITY**

Implement an air quality plan that will ensure compliance with federal clean air standards.

#### **Policy 9.1 Regional Policy**

Support the implementation of regional air quality policies for ozone and carbon monoxide that encourage per capita motor vehicle trip reduction and concentrated development served by transit rather than geographically restrictive measures. Consider measures to address vehicle particulate emissions. Support implementation of bicycle and pedestrian facilities to encourage higher bicycle and pedestrian travel.

#### **Policy 9.2 Air Quality Plan**

Adopt a plan to assure attainment and maintenance of National Ambient Air Quality Standards (NAAQS) for carbon monoxide sufficient to replace the maximum parking inventory (the lid) as defined in the Downtown Parking and Circulation Policy. The strategies shall include a Basic Plan and a Contingency Plan.

- Develop a "Basic Plan" for air quality maintenance that includes circulation and parking policies sufficient to meet Federal Clean Air Act requirements for carbon monoxide.
- Develop a "Contingency Plan" for air quality maintenance that is designed to prevent non-attainment from occurring or to correct a non-attainment problem.

#### **Policy 9.3 Interim Plan**

Retain the maximum parking inventory established in the Downtown Parking and Circulation Policy until the City of Portland has received notification from the Oregon Department of Environmental Quality (DEQ) that the CO Maintenance Plan has been approved. This approval will allow the replacement of the DPCP with the CCTMP. The base inventory was set in 1991 at 43,914 existing and approved spaces and shall be applied to the following districts: Downtown, North of Burnside, and Northwest Triangle.

- Under an Offset Rule proposed and accepted by the State Department of Environmental Quality (OAR 340-20-400 through 440) and approved by the federal Environmental Protection Agency, the revised parking ceiling of 43,914 spaces can be increased by up to 1,370 spaces, provided that emission offset measures are implemented.

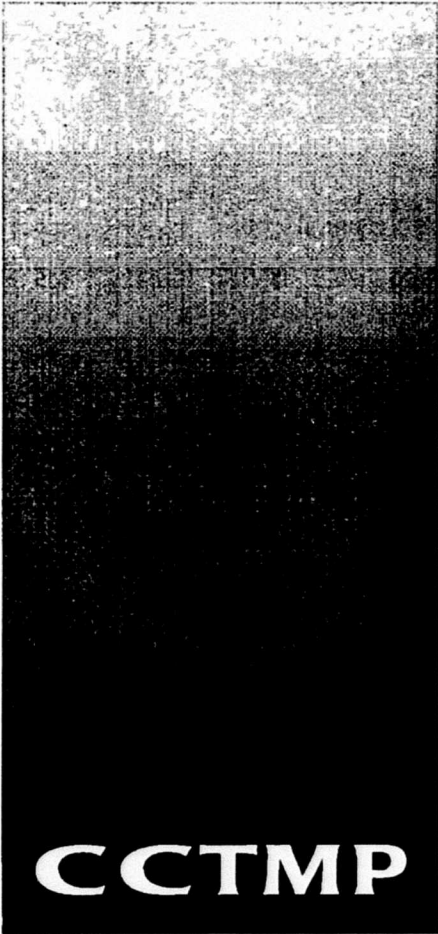
- If further increases are needed over the allowed 1,370 spaces, the City of Portland shall make a request to the Department of Environmental Quality for an expansion of the air quality offset and State Implementation Plan revision, preferably six months prior to the needed increase

*Explanation Seeking approval of any increases would require approval by the U S Environmental Protection Agency, which could require considerable time from submittal*

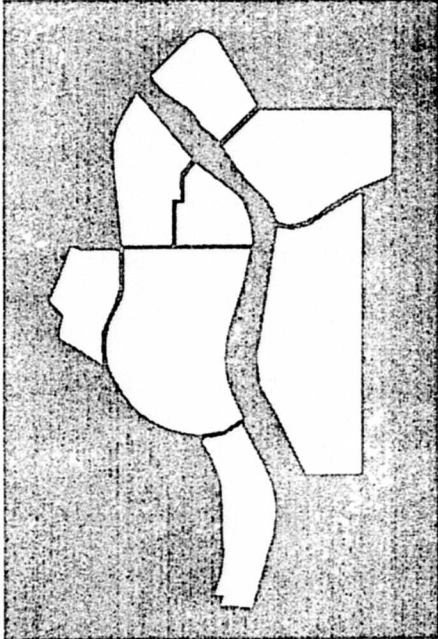
#### AIR QUALITY ACTIONS ITEM

- 1 Assist DEQ in gaining approval from the Oregon Environmental Quality Commission and the federal Environmental Protection Agency for the State Air Quality Implementation Plan for Carbon Monoxide to include the CCTMP policies
- 2 Continue to support DEQ's Clean Air Weather Watch program as a means of reducing commuter traffic on a day when air quality is vulnerable
- 3 Assist the state Department of Energy in legislative efforts to require alternative fuels in a percentage of fleet vehicles, including public transit vehicles

*Note Action Items are proposed to be adopted through City Council Resolution These items are suggestions on how the Central City can be improved The Action Items listed are a starting place Additional studies and evaluations are to be undertaken Some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after the appropriate review process*



# District Strategies





## DOWNTOWN DISTRICT

The Central City Plan established the following policy for the Downtown

### **"Policy 14 DOWNTOWN**

**Strengthen the Downtown as the heart of the region, maintain its role as the preeminent business location in the region, expand its role in retailing, housing, and tourism, and reinforce its cultural, education, entertainment, governmental, and ceremonial activities**

### **FURTHER**

**A Maintain and implement the Downtown Plan as a part of the Central City Plan**

**B Continue to actively foster the growth and attractiveness of the Downtown, enhancing its competitive position over other commercial areas of the region "**

The Downtown District Planning Forum identified transportation issues and strategies specific to the Downtown and, in addition, identified an issue common to all districts. The Forum reviewed and made recommendations with consideration for both the Downtown Plan (1972, 1980 update) and the Central City Plan (1988). Many of their issues have been addressed in these previous plans and do not need additional discussion. Policies and actions already adopted for the Downtown District are contained in an appendix.

A general issue for all districts as raised by the Planning Forum was the need to include "traffic calming" strategies in district transportation management plans. Such strategies will help maintain the residential character and livability of the Central City as increases in housing and employment result in increased congestion of the public right-of-way.

The strategies are taken from the memo prepared by the Downtown District Planning Forum (see CCTMP Technical Appendix under separate cover for full text of the memo). Modifications to language and strategies were made as needed to be consistent with the remainder of the CCTMP. Actions specific to the Downtown were generated by the Planning Forum or are derived from other policies of the CCTMP.

*Note: District Strategies are proposed to be adopted through City Council Resolution. These strategies are suggestions on how the Central City can be improved. The District Strategies are a starting place. Additional studies and evaluation are to be undertaken, some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after an appropriate review process.*

## STRATEGY 1 TRANSIT

1.1 Improve intra-downtown mobility by increasing transit circulation

**Objective** Provide for convenient circulation to travel in north/south and east/west directions within Downtown. For example, better connections between waterfront and RX (high density) housing zones and better connection between Portland State University and the Central Business District are needed.

**Implementation** The Central City Street Car will provide a partial solution to travel in the north/south direction. However, the Street Car is a linear system and

additional circulation improvements may be necessary to provide for intra-downtown mobility. Examples of improvements discussed include Tri-Met service improvements within the Downtown, a Downtown circulator such as a shuttle system and a special Sunday shuttle that links the Portland State University parking garage with Downtown churches.

**Discussion** There is a need to improve the ability of people living, conducting business, or participating in various Downtown activities to move around Downtown without relying on the automobile as the primary mode of transportation. In addition to walking and bicycling within Downtown, an intra-downtown transit system is needed to improve intra-downtown mobility and connect the different areas within the Downtown.

1.2 Increase non-commuter transit service to and from the Downtown

**Objective** Increase transit service to and from the Downtown during the off-peak hours on weekends and evenings.

**Implementation** The City should be an advocate for an increase in non-commuter transit service to the Downtown.

**Discussion** The addition of a greater level of service to Downtown during non-commuter times is important in order for the Downtown to expand its role in retailing, housing, and tourism and to reinforce its cultural, education, entertainment, governmental, and ceremonial activities. To achieve the goals of the Central City Plan for the Downtown, it is not sufficient to concentrate Tri-Met's increases in service levels to only commute times.

Transit Actions

- 1 Increase the frequency of service in the Downtown to anticipate increases in peak loads (ongoing top priority)
- 2 Improve schedule reliability (ongoing second priority)
- 3 Consolidate east-west bus service to the retail core
- 4 Provide a transit spine for east-west service in the South Auditorium area
- 5 Provide north/south service along First Ave. between NW Everett south to I-405
- 6 Extend the Portland Mall south from SW Madison St. to the University District and I-405

STRATEGY 2 BICYCLES

2.1 Recognize the bicycle as an important mode of transportation within the Downtown

**Objective** Promote the use of bicycles for all types of trip purposes within the Downtown.

**Implementation** It is important to enhance the bicycle environment to promote bicycling as an alternative mode of transportation within Downtown. To encourage bicycling, the downtown should be safe, pleasant, and healthy.

**Discussion** The Downtown District Planning Forum encouraged the City of Portland to pursue the implementation of CCTMP's bicycle policies and action items.

### Bicycle Actions

- 1 Reconsider bike designations in the Downtown as part of LRT planning

## STRATEGY 3 PEDESTRIANS

- 3.1 Recognize walking as an important mode of transportation

**Objective** Promote walking for all types of trip purposes within the Downtown

**Implementation** It is important to enhance the pedestrian environment within the Downtown to encourage a safe, healthy, pleasant atmosphere for walking. Pedestrian safety is a high priority. To provide a safe pedestrian environment, different strategies such as "traffic calming," curb extensions, on-street parking, and stop signs (if warranted) may be necessary. These strategies should be evaluated for inclusion in the Downtown District's transportation management program.

**Discussion** The Downtown District Planning Forum encourages the City of Portland to pursue the implementation of CCTMP's pedestrian policies and action items.

## STRATEGY 4 PARKING

- 4.1 Assess the parking needs of residents of existing residential buildings without dedicated parking

**Objective** Provide parking opportunities for residents in older existing residential buildings which may not have sufficient and affordable parking

**Implementation** Conduct two City-administered demonstration programs, one for limited-term parking and one for long-term parking to assess 1) whether there is a need for parking in older residential buildings, and, if a need is verified, 2) whether the demonstration programs within the Downtown could be models for parking programs in other Central City districts which face the same type of residential parking problems.

Limited-term parking demonstration project Establish a demonstration project in which a specified number of on-street parking spaces are identified for residential use during evenings and weekends. Mark these spaces "for parking of district residents" during evening and weekend hours. Issue permits to use these reserved spaces. Establish a fee equal to the cost of enforcement, administration, and lost revenue.

Long-term parking demonstration project Establish a demonstration project for long-term parking in Morrison West parking garage for a specified number of off-street parking spaces on a 24-hour basis.

**Discussion** The adequacy and affordability of parking for residents of existing residential buildings is an issue for Downtown residents. In order to carry out the Central City Plan goals of increasing housing within the Downtown, parking for residents of the Downtown needs to be addressed. Demonstration projects would avoid the cost of conducting studies and better assess need by offering solutions quickly. Past City programs designed to provide parking were unsuccessful,

according to Downtown residents, because the parking was not close to where people lived and it did not address the need for 24-hour parking. The demonstration projects are intended to try two different approaches to address these problems.

- 4 2 Encourage full utilization of residential parking by allowing spaces to be rented first to tenants within the building and second to tenants in other residential buildings.

**Objective** Allow "mixed" use of residential parking for residents within a building and for residents of other Downtown housing.

**Implementation** Existing residential parking Encourage the Downtown Community Association, the Association for Portland Progress and the Downtown Living Council to design a private sector program that encourages residential apartment owners to rent residential parking spaces to Downtown residents.

New residential construction Require new conditional use permits for residential parking to be conditioned to require that parking spaces be rented first to residents within the building and second to residents in other Downtown buildings.

**Discussion** Parking spaces Downtown are a finite resource. The CCTMP encourages the full utilization of parking spaces, but does not allow residential parking to be rented to commercial uses such as commuter parking.

- 4 3 Recognize the need to continue to pursue efforts to meet the need for and access to parking which serves cultural uses in the Downtown.

**Objective** The Central City Plan contains two action items directed to parking for cultural uses: 1) "Provide additional parking for the Parks Blocks Cultural District", and 2) "Encourage cultural and entertainment facilities to validate parking, provide transit tickets to their patrons, inform patrons of the location of parking, and develop shared-use parking."

**Implementation** The Downtown District Planning Forum encouraged the City of Portland to pursue the implementation of the Central City Plan action items to address the parking needs for cultural uses."

## STRATEGY 5 UNIVERSITY DISTRICT

- 5 1 Endorse efforts by Portland State University to develop a University District which will be part of the Downtown neighborhood.

**Implementation** Portland State University's efforts in developing a "Vision for a University District, Portland State University District Partnership for Community Development" should be supported.

**Discussion** The Central City Plan refers to a university district under its action items under the policy for Downtown, "Establish a University District for PSU," and under the policy for Education, "Create a University District which fosters Portland State University's growth." The development of a University District is an important part of the vision articulated in the Central City Plan. A University

District will promote PSU as part of the Downtown and as an important regional facility

## STRATEGY 6 TRAFFIC CALMING

- 6 1 Recognize the need for the City to protect the residential character and livability of the Central City as housing units and employment increases by including "traffic calming" strategies in the development of district transportation management programs

**Objective** Maintain the residential character and livability of all eight Central City districts and to promote the use of the right-of-way by all modes of transportation

**Implementation** Design transportation management programs to include "traffic calming" strategies so that individual projects can be assessed for their impact on the livability of an area and for their impact on pedestrian and bicyclist use of the public right-of-way

**Discussion** There is a need to maintain livability of the Downtown and to improve the street system for pedestrian and bicycle use "Traffic calming" strategies are important measures that can assist in maintaining the livability of all eight districts of the Central City

## STRATEGY 7 NEIGHBORHOOD SERVICES

- 7 1 Recognize that land uses like neighborhood hardware stores and grocery stores constitute amenities for residents which contribute to the livability of Downtown and which promote walking and bicycling

**Objective** Encourage uses which support people living in Downtown

**Implementation** The CCTMP allows customer parking for accessory lots of 20 spaces or less by right This relaxation of parking requirements will encourage uses that support living in the Downtown

**Discussion** Small neighborhood-oriented commercial facilities promote travel by pedestrians and bicyclists, and therefore require only a small number of parking spaces Relaxing the DPCP requirements for small parking lots should encourage these uses to locate in the Downtown

## LLOYD DISTRICT

The Central City Plan established the following policy for the Lloyd District

### **"Policy 19 LLOYD CENTER-COLISEUM**

**Reinforce the Lloyd Center as the eastern anchor of Central City retailing and locate the highest density new development in areas served by light rail**

#### **FURTHER**

- "A Recognize the Lloyd Center-Coliseum District's role as a major entrance to the Central City**
- B Improve the environment for pedestrians throughout the district and create a regional civic facilities campus which brings together the Convention Center and Coliseum**
- C. Promote and encourage the development of uses supporting the Convention Center and Coliseum "**

The Lloyd District Task Force identified specific strategies that were recommended to the Citizen Advisory Committee and Policy Committee to be included in the Lloyd District section of the Central City Transportation Management Plan. The strategies address specific objectives and include discussion of the approach and criteria for applying the specific objectives.

The following discussion is taken from "Central City Transportation Management Plan Lloyd District Study" (February, 1993). The full text of the report is contained in the CCTMP Technical Appendix (under separate cover). Modifications to language and strategies were made as needed to be consistent with the remainder of the CCTMP. Actions specific to the Lloyd District were generated by the Task Force or are derived from other policies of the CCTMP.

*Note: District Strategies are proposed to be adopted through City Council Resolution. These strategies are suggestions on how the Central City can be improved. The District Strategies are a starting place. Additional studies and evaluation are to be undertaken, some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after an appropriate review process.*

### STRATEGY 1 IMPLEMENTATION

- 1 1 The Portland Office of Transportation shall develop an implementation agreement in consultation with Tri-Met, DEQ, the Bureau of Planning, other appropriate public agencies, and businesses and neighborhood associations in and adjacent to the Lloyd District. This agreement will identify mutually agreed upon strategies to implement the CCTMP in the Lloyd District, include parking management strategies, rideshare strategies, transit improvements, and capital improvements.

### STRATEGY 2 PARKING

- 2 1 Develop a plan for installing parking controls and parking meters in the Lloyd District.

#### Objectives

- a) Eliminate free on-street commuter spaces,

- b) Transition on-street commuter spaces to short-term parking as intensification of land uses occurs in the district

**Implementation** After a public process that includes property owners, residents, businesses and affected neighborhoods and business associations, establish a parking management plan to assure short term parking spaces for customers and visitors and manage commuter spaces. If parking meters are installed, a substantial portion of the meter revenues should be dedicated to the benefit of the District including mitigating impacts on surrounding neighborhoods. The City's metering strategy should address the need to support existing residential projects which do not have access to off-street parking

- 2.2 Establish parking ratios for new office development in the District

**Objective** Limit the increase in the supply of parking in the District for office use as the density in the District increases

**Implementation** Establish maximum parking ratios for all new office developments based upon the allowed density, existing district conditions, land use, and transit availability

- 2.3 Manage primary parking facilities and surface parking lots

**Objective** Manage the supply of parking available in the District not tied to specific uses

**Implementation** Establish a land use review for all new garages and new surface parking facilities. Parking would be added to support economic uses that need additional parking including short-term parking, event parking, and existing offices with parking below the maximum ratio

- 2.4 Establish area parking permit programs for neighborhoods upon request with approval by affected neighborhood and business associations and the City

**Objective** Protect neighborhoods from overflow parking from high-density development, particularly when other parking strategies are implemented

**Implementation** Establish a neighborhood parking permit program after meeting with the neighborhood associations and evaluating the extent of the issues created by parking policies implemented in the District. Neighborhoods to be consulted include Sullivan's Gulch, Irvington, Eliot, Kerns, West Lloyd District, and Central Eastside. Consideration should be given to underwriting a portion of the cost of the program with parking meter revenues

Investigate a specialized parking permit program to manage the effects of special events occurring in the Coliseum/Convention Center area

### STRATEGY 3 DEMAND MANAGEMENT

- 3.1 Establish a program for employers to support demand management programs

**Objective** Encourage employees to use transit, carpool, rideshare, and other alternatives to the single-occupant vehicle

**Implementation** Form a Transportation Management Association (TMA) of District employers to support trip reduction programs that include incentives for employee transit use, carpools, and rideshare. It is recommended that Tri-Met provide a full-time transportation coordinator to assist in the organization of the TMA and to work with individual employers to establish programs.

3.2 Require transportation management programs for all new large developments

**Objective** Encourage new employers to utilize transit and alternative modes

**Implementation** Develop strategies for encouraging participation in demand management programs for new developments involving greater than 50 employees. Consider requirements for including Tri-Met in the review of projects.

#### STRATEGY 4 TRANSIT

4.1 Establish more direct bus routes to the Lloyd District from locations throughout the region

**Objective** Ensure that transit is an effective substitute for using the automobile for commuting

**Implementation** It is recommended that a TMA formed by employers and supported by Tri-Met staff develop potential route extensions. Condition implementation upon establishment of a targeted level of employer participation in a transit incentive program. Promote service for employees through the TMA.

4.2 Improve the transfer system for Grand Avenue (#6 line) and 12th Avenue (#70 line) lines connecting southeast service

**Objective** Reduce transit travel time for southeast resident commuters to Lloyd District

**Implementation** Revise Tri-Met schedules to ensure effective transfers from southeast transit service. Provide promotional materials through the TMA to ensure that employees are aware of the service.

4.3 Extend Fareless Square for light rail to the Lloyd District

**Objective** Increase transit use between the Downtown and Lloyd District

**Implementation** The application for Fareless Square extension is a joint effort with the Portland Office of Transportation, the Lloyd District TMA, and the Association for Portland Progress. The consideration for extending Fareless Square must meet the Special Fare Zone Criteria established by the Tri-Met Board. This planning process would include an evaluation of alternative strategies, impacts on the districts and adjacent neighborhoods, ridership impacts, transit impacts on operations, and financial impacts on Tri-Met. A critical element for this application is the implementation of measures to encourage transit ridership by managing on-street and off-street parking supply. Additionally, the Portland Office of Transportation will be coordinating this effort with adjacent residents, businesses, and neighborhood and business associations.



to mutually identify and implement appropriate strategies to minimize spillover impacts

- 4.4 Increase light rail frequency by adding trolley service to light rail seven days per week

**Objective** Encourage Tri-Met to establish a high-frequency corridor (7.5-minute headways) between the Lloyd District and Downtown

**Implementation** It is recommended that the City of Portland use a portion of the revenues from parking meters to support the addition of trolley service on the rail line from Lloyd Center to Downtown. Service could be added from 10 a.m. to 3 p.m. between light rail cars Monday through Friday assuring 7.5-minute frequency for rail service throughout the business day. At other hours, existing rail service meets the higher frequency.

Transit Actions

- 1 Improve direct express service to the Lloyd District from southwest transit centers
- 2 Increase the mid-day frequency of MAX service between Downtown and the Lloyd District
- 3 Provide direct service to the Lloyd District from the southeast
- 4 Increase the frequency of service to the Lloyd District from Northwest, North, Northeast, Southeast, and Southwest Portland
- 5 Develop a transit center in the office core of the Lloyd District (Lloyd Central)
- 6 Consider extension of Fareless Square to Lloyd District

## STRATEGY 5 SECTORS

- 5.1 Establish sectors within the District to enable specific transportation management strategies to be targeted to certain areas

**Objective** Target transportation strategies for specific needs of the District

**Implementation** It is recommended that the City of Portland, in conjunction with the Transportation Management Association to be set up and affected neighborhoods, and business associations, businesses and citizens, develop "mini-plans" for each of the following sectors in the District

- a) Coliseum, Blazer Arena, and riverfront,
- b) NE Broadway-Weidler Retail couplet (24th to River),
- c) North of NE Multnomah to NE Weidler, 7th Ave to River (West Lloyd District),
- d) Holladay Park spine between Multnomah and Oregon Streets,
- e) Convention Center and NE Lloyd Boulevard edge and,
- f) Lloyd Center

## STRATEGY 6 PEDESTRIAN AND BICYCLE IMPROVEMENTS

- 6.1 Develop pedestrian improvements for the major street crossings in and to the District

**Objective** Improve the pedestrian environment in the District to reduce automobile dominance. Achievement of this objective will require the City Engineer and PDOT to accommodate pedestrians at the same level, or on a higher priority level than vehicles.

**Implementation** Identify and prioritize targeted street crossings in the District that require capital improvements. To the extent possible, the City should implement the capital improvements and changes.

**Discussion** The Task Force identified some specific areas of concern. These concerns are listed in order of priority.

- a) NE Broadway/Weidler/15th. A significant retail area that has essentially six lanes of traffic or parking to cross with significant turning movements. The Task Force urges that the sidewalks be extended at corners and reduction in the number of lanes be considered. Other ideas such as slowing the speed of traffic, and changing the number of traffic and/or frequency of traffic lights, should also be considered.
- b) NE Broadway/Weidler. The retail corridor from NE 16th to NE Grand on NE Broadway has pedestrian requirements in the Central City Plan. Additional improvements to pedestrian access along various locations is encouraged.
- c) NE 15th/16th. The Task Force recommends that the new 15th/16th project between NE Weidler and NE Multnomah contain more pedestrian crossings to enable greater interaction with the neighborhood. The lack of a crossing from NE Multnomah to NE Halsey is the concern. The need for a crosswalk at NE Clackamas St. will be determined with the next phase of the Lloyd Center expansion. The speed of traffic and number of traffic lights should also be reviewed.
- d) Coliseum. Pedestrian access in the Coliseum/Arena area is expected to change with the new construction. Pedestrians should be accommodated from all directions.
- e) NE Grand/MLK. The NE Grand/MLK crossings involve considerable distance and traffic conflicts. The area of specific concern is at the Convention Center and NE Holladay where considerable transit transfers are expected to occur.

6.2 Incorporate the proposed CCTMP pedestrian system into the Central City Plan

**Objective** Increase pedestrian trips in the District.

**Implementation** The Task Force recommends that the Bureau of Planning review the Central City Plan for the potential of incorporating the proposed pedestrian system. (*Adoption of the CCTMP as part of the Transportation Element of the Comprehensive Plan partially accomplishes this action.*)

6.3 Incorporate the bicycle policies and actions into the CCTMP

**Objective** Increase the use of bicycles in the District.

**Implementation** It is recommended that the capital improvements strategy and specific regulations developed for the Lloyd District include requirements for bike parking and demand management that reflect the bicycle component of the CCTMP

#### Pedestrian Actions

- 1 Improve pedestrian linkages between the Lloyd District and Downtown
- 2 Develop pedestrian improvements and increase pedestrian safety along, and at the intersections of, the major four-lane, one-way roads, including NE MLK, Jr and NE Grand, NE Broadway and NE Weidler, and N Vancouver and N Williams
- 3 Reinforce and enhance the pedestrian character of the retail areas of NE Broadway and Weidler by sidewalk extensions and possible reductions in the number of lanes in conjunction with the proposal to install bicycle facilities on this couplet
- 4 Ensure that development of superblocks maintain continuity of pedestrian routes through the district, and provide plazas and public spaces which are inviting and easily accessible
- 5 Ensure that pedestrian safety is maintained and crossing opportunities are provided in the proposed new configuration of the 15/16th Project, between NE Weidler and NE Multnomah to maintain connection with the neighborhood
- 6 Ensure that pedestrian safety is maintained, and that pedestrians are accommodated in all directions in the vicinity of the Coliseum/Arena complex, at times of high pedestrian and vehicular activity
- 7 Improve NE Grand/Martin Luther King, Jr Boulevard pedestrian crossing facilities near the OCC to accommodate transit passengers
- 8 Reinforce the pedestrian environment on the NE Holladay St transit/pedestrian spine through the implementation of the Central City Fundamental and Lloyd District design guidelines to promote pedestrian scale activities and building features
- 9 Prepare and implement a landscaping plan for the riverfront and bridgeheads, to reduce the visual prominence of the freeway, ramps, and railroads

#### Bicycle Actions

- 1 In the Lloyd District, the evaluation of bicycle facilities on NE Broadway-Weidler will examine the transportation impacts on transit, pedestrians, and traffic operations. This study should evaluate the impacts of bicycle options on potential pedestrian improvements in the corridor

### STRATEGY 7 CIRCULATION

- 7.1 Incorporate recommended circulation and access improvements for the District

**Objective** Utilize the street and freeway capacity efficiently to minimize congestion

**Implementation** Present the results of the Circulation and Access Study conducted by the City of Portland to the Lloyd Task Force

## CENTRAL EASTSIDE DISTRICT

The Central City Plan established the following policy for the Central Eastside District

**"Policy 20 CENTRAL EASTSIDE**

**Preserve the Central Eastside as an industrial sanctuary while improving freeway access and expanding the area devoted to the Eastbank Esplanade**

**FURTHER**

**B Reinforce the district's role as a distribution center**

**E Develop Union [MLK, Jr ] and Grand Avenues as the principal north-south connection and commercial spine in the district for transit and pedestrians "**

The Central Eastside Working Group has recommended specific strategies to be included in the Central Eastside Transportation Management Plan. The strategies address specific objectives and include discussion of the approach and criteria for applying the specific objectives.

Related policies, objectives, and actions that have been adopted through previous planning efforts, such as the Transportation Element of the Comprehensive Plan (1992), the Central Eastside Transportation Study (CETS, 1990), and the Central City Plan (1988) are included in an appendix.

The following discussion is taken from the "Central City Transportation Plan - Central Eastside District" (June, 1993) report of the Working Group. Full text of the report is contained in the CCTMP Technical Appendix (under separate cover). Modifications in language and strategies were made as needed to be consistent with the remainder of the CCTMP. Actions specific to the Central Eastside were generated by the Working Group or are derived from other CCTMP policies.

*Note: District Strategies are proposed to be adopted through City Council Resolution. These strategies are suggestions on how the Central City can be improved. The District Strategies are a starting place. Additional studies and evaluation are to be undertaken, some will need to be modified, or in some cases, replaced with other proposals found to be better or more feasible for implementation after an appropriate review process.*

### STRATEGY 1 PARKING

- 1 1 Examine the feasibility of implementing an Area Parking Permit Program for the Central Eastside
- 1 2 Ensure adequate on-street parking for retail uses in the Central Eastside District commercial corridor by examining alternative parking strategies

**Objectives**

- a) Eliminate free on-street commuter spaces
  - b) Transition on-street parking in certain areas to favor of short-term parking users
- 1 3 Establish maximum auto parking ratios in the District for office development

Objective Limit the increase in the supply of parking in the District for office uses as the density in the District increases

1 4 Limit or control primary parking facilities and surface parking lots

Objectives

- a) Ensure that existing and new parking is tied to economic uses, such as visitor and shopper parking for retail and commercial uses within the Central Eastside
- b) Discourage the removal of buildings to provide for surface parking lots
- c) Do not allow surface parking lots in adjacent industrial areas to be used to service the retail and commercial core

1 5 Establish area parking permit programs for neighborhoods upon request with approval by affected neighborhood and business associations and the City

Objective Protect neighborhoods from overflow parking from high-density development, particularly when other strategies are implemented

1 6 Manage on-street parking through elimination of illegal signs, increased enforcement of parking regulations and improved City signing of on-street parking

1 7 Coordinate parking regulation among zones within the Central Eastside

Objective Ensure that parking in the EX zone does not spill over and impact parking needed in the IGI zone

1 8 Provide additional parking by closing unused curb cuts

1 9 Balance the needs of industrial businesses for parking and loading with the need for on-street parking and pedestrian safety

Parking Action

Construct a parking structure to support short-term and accessory parking needs in the MLK, Jr /Grand corridor

STRATEGY 2 DEMAND MANAGEMENT

2 1 Establish a program for employees to use transit, carpool, rideshare, bike and walk, and use other alternatives to the single-occupant vehicle

2 2 Require transportation management programs for all large, new developments

Objective Encourage new employers to utilize transit, alternative modes, and alternate work hours

2 3 Establish sectors within the District to enable specific transportation management strategies to be implemented

Objective Target transportation strategies for specific needs of the District

### STRATEGY 3 TRANSIT

- 3 1 Improve transit transfer systems in the Central Eastside, including at all bridgeheads and at major transfer points
- 3 2 Provide transit stop amenities such as shelters, sidewalks, benches, lighting, and other design elements
- 3 3 Support a Tri-Met study to develop options for a new generation of transit vehicles that are quieter, cleaner, and easier to board
- 3 4 Support Tri-Met's demand management efforts to target selected markets such as the industrial district market for increased rideshare efforts such as carpools, vanpools, etc

### STRATEGY 4 PEDESTRIANS

- 4 1 Develop pedestrian improvements for the major street crossings in and to the District
- 4 2 Improve pedestrian safety at the intersection of E Burnside/Grand and E Burnside and MLK, Jr
- 4 3 Investigate the potential for pedestrian connections along the MLK, Jr and/or Grand Avenue viaducts as part of the East Marquam Project
- 4 4 Improve the bridges and bridgeheads for safer pedestrian areas by such means as increased illumination and increased surveillance
- 4 5 Increase pedestrian safety and convenience along and across Major City Traffic Streets, including MLK, Jr and Grand Avenue
- 4 6 Prepare and implement a landscaping plan for the riverfront and bridgeheads to reduce the visual prominence of the freeway, ramps, and railroads
- 4 7 Accommodate and enhance pedestrian activity throughout the area while recognizing that the area is an industrial area with industrial traffic
- 4 8 Identify and remedy gaps and deficiencies in the pedestrian network and remove barriers that inhibit pedestrian movement
- 4 9 Examine all "No Pedestrian Crossing" locations and identify appropriate measures to improve pedestrian accessibility in these locations
- 4 10 Construct pedestrian improvements at the intersections of SE 12th/Sandy/Burnside and SE 11th/12th/Clinton/Division Streets
- 4 11 Develop a pedestrian connection from the north side of the Ross Island Bridge to the west side of SE McLoughlin Boulevard
- 4 12 Improve sidewalk connectivity and amenities on bridge viaducts from Grand Avenue to the Hawthorne and Morrison Bridge main span
- 4 13 Resolve issues related to stairways at the east end of the Burnside Bridge

## STRATEGY 5 BICYCLES

- 5 1 Evaluate new and alternative bicycle routes proposed by the Central City Bicycle Committee
- 5 2 Consider developing a bicycle classification scheme for the Central Eastside for both bicycle commuter routes and recreational routes
- 5 3 Examine alternatives to improve the safety and convenience of bicycling on SE Ankeny and SE Clay Streets
- 5 4 Examine and select a bicycle route between SE Division Place and Clinton Street

### Bicycle Actions

- 1 In the Central Eastside, the evaluation of bicycle facilities on Martin Luther King, Jr Boulevard and Grand Avenue shall examine the transportation impacts on transit, pedestrians, and traffic operations. This study should also evaluate the impacts on the future Central City Streetcar project. The planning process should evaluate the need for additional north/south routes on 7th Avenue and 11th/12th Avenues
- 2 Identify improvements to connect SE Clinton with the Central Eastside

## STRATEGY 6 CIRCULATION

- 6 1 Re-examine the effectiveness of the Western Edge Project on reducing non-local and industrial traffic infiltrating the residential neighborhoods in the vicinity of SE 12th Avenue. Identify additional measures if needed.
- 6 2 Consider modifying Sandy Boulevard from E Burnside to SE Stark to eliminate excess street area, realign city blocks, and improve routes and street design for pedestrians and bicyclists.
- 6 3 Develop a truck access plan for industrial land uses in the Central Eastside which improves connections to the regional traffic network and reduces conflicts with non-industrial land uses.

## GOOSE HOLLOW DISTRICT

The Central City Plan established the following policy for Goose Hollow

### **"Policy 15 GOOSE HOLLOW**

**Protect and enhance the character of Goose Hollow by encouraging new housing and commercial development which is compatible with a growing community**

### **FURTHER:**

- A Encourage development of housing, particularly for families**
- B Encourage retail and commercial development along the light rail corridor and in mixed use projects, which supports the needs of the residential community "**

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The following actions relating to the Goose Hollow district are recommended for inclusion in the CCTMP

- 1 Support the construction of the SW Salmon Street light rail station
- 2 Encourage Tri-Met to provide new bus service connecting NW Portland, Goose Hollow, light rail stations, and Portland State University
- 3 Continue to monitor traffic displaced by the construction of the Westside Light Rail Project and the Sunset Highway Project. Implement appropriate mitigation measures as determined by the Westside Traffic Mitigation Project



## **LOWER ALBINA DISTRICT**

The Central City Plan established the following policy for the Lower Albina District

**"Policy 18 LOWER ALBINA**

**Strengthen the economic development of the district as an industrial employment area while preserving its historic buildings and providing a connection for pedestrians to the Willamette River**

**FURTHER**

**C. Provide improvements which attract industry to the district**

**D Provide a connection for the adjacent neighborhoods to the district and river "**

The following actions relating to the Lower Albina district are recommended for inclusion in the CCTMP

- 1 Improve pedestrian accessibility to downtown by diminishing the inhospitable environment caused by the freeway, ramps, and railroad, eliminating pedestrian-prohibited areas, providing additional sidewalks, and improvements to and on the Broadway Bridge
- 2 Monitor the Blazer Arena Traffic and Parking Mitigation Plan to insure that events at this facility have minimal impacts on the residential and industrial uses of the Lower Albina district
- 3 Pursue completion of the Railroad Overpass Project

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## **NORTH MACADAM DISTRICT**

The Central City Plan established the following policy for the North Macadam District

### **"Policy 21 NORTH MACADAM**

**Develop the district as a mixed use neighborhood with significant residential development along the river bank and commercial development along Macadam and the Jefferson Street light rail line**

#### **FURTHER**

- A. Orient new development to pedestrians and provide frequent links to the river**
- B Keep waterfront development low rise and allow taller buildings along the light rail corridor**
- C. Complete the Willamette River Greenway Trail riverbank connection between John's Landing and River Place**
- D Improve road access and transit service within the district "**

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The following actions relating to the North Macadam district are recommended for inclusion in the CCTMP

- 1 Improve pedestrian access to downtown from the North Macadam district
- 2 Promote mixed-used, transit-friendly development by supporting the Central City Streetcar Project
- 3 Preserve the Willamette Shore Line rail corridor for future light rail
- 4 Construct a through street linking North Macadam and South Waterfront so that bus service can be re-routed through the district

## **RIVER DISTRICT: NORTH OF BURNSIDE AND NORTHWEST TRIANGLE**

The Central City Plan established the following policy for the North of Burnside District

### **"Policy 16 NORTH OF BURNSIDE**

**Extend downtown development toward Union Station and the Broadway Bridge while protecting existing housing and social services for the district's special needs populations**

#### **FURTHER·**

**B Focus development along the extended transit mall in the district to link the Downtown, Lloyd Center/Coliseum, and Northwest Triangle Districts**

The Central City Plan established the following policy for the Northwest Triangle District

### **"Policy 17 NORTHWEST TRIANGLE**

**Preserve the district's character and architectural heritage while encouraging both industrial activity and mixed use development**

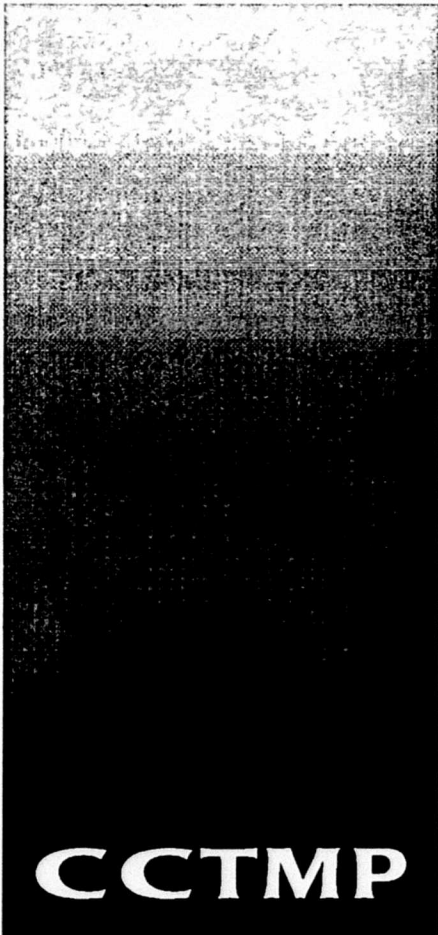
#### **FURTHER**

**D Develop Ninth Avenue as an interim connection between the North Park Blocks and the river through placement of public art, special lighting, and a park treatment until the Park Blocks extension is completed "**

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The following actions relating to the River District are recommended for inclusion in the CCTMP

- 1 Ensure that all intercity transportation terminals (bus and train) are accessible via pedestrian facilities
- 2 Improve and make safer all pedestrian crossing opportunities along W Burnside
- 3 Improve pedestrian crossings of the I-405 freeway
- 4 Prepare a pedestrian plan for the area north of NW Lovejoy which defines the most direct and appropriate routes into and through the district, focusing on the important features of the area including the North Park Blocks and the Willamette Greenway trail
- 5 Extend the North Park Blocks to the Willamette River via the Tanner Creek Park connection and connect the North Park Blocks with the South Park Blocks, in order to improve pedestrian movement
- 6 Implement the transportation strategies of the River District plan
- 7 Provide transit service on NW Front to serve the River District



# **Street Classification Descriptions**

