STREET CLASSIFICATION DESCRIPTIONS

Until now, the City of Portland has had two street classification systems, the Downtown Parking and Circulation Policy (DPCP) established in 1975 and the Arterial Streets Classification Policy (ASCP) established in 1977 The DPCP street classifications covered the downtown area The ASCP's street classifications covered the rest of the city The two systems have different classification categories and concepts As a part of the last update of the ASCP in 1992, the Portland City Planning Commission requested that a single city-wide classification system be developed The street classification system for the rest of the city is part of the Transportation Element and was adopted as part of the Comprehensive Plan (effective date October 23, 1992)

The CCTMP merges the two systems into a single set of Street Classifications and Policies that will be adopted as part of the Transportation Element The special characteristics of the Central City require the modification of some of the Transportation Element classifications and the creation of new classifications which recognize the Central City as the transit hub of the Region

The Transportation Element states

> "The Arterial Streets Classifications and Policies classify the City's streets based on their optimal traffic and transit functions, grouping them according to those basic uses 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 uses
>
> Bicycle and pedestrian classifications dictate what types of bicycle and pedestrian use should be accommodated and where monies for bicycle and pedestrian improvements should be directed when they become available All streets are intended for use by pedestrians and bicyclists, except for limited access facilities However, special pedestrian designations are given to streets which require improvements for pedestrian use The Pedestrian Program for Arterial Streets is intended to develop pedestrian corridors connecting the various districts in the City
>
> All streets in the City have at least both a traffic and a transit classification This is intended to provide for all means of travel on all streets For example, SE Powell Boulevard is classified as a Major City Traffic Street, thus stressing improvements for the movement of city-wide traffic over improvements for regional through trips or service to local land uses It is also designated as a Minor Transit Street, thus stressing improvements for local bus service over improvements for express or limited transit service Improvements on Powell Boulevard would then respond to its designation both as a Major City Traffic Street and as a Minor Transit Street "

The Transportation Element contains an Implementation Section which states in its objective

> "The Implementation Section of the Transportation Element is intended to describe staff and citizen involvement in administration of the policy,

identify issues which require Planning Commission and City Council review and approval, and guide allocation of transportation funds "

The Transportation Element's Implementation Section contains the following policy statement

> "The street classifications, policies, and district policies, are not intended to be a plan Instead, they serve as a guide to transportation project planning and management and to land use decisions In order to keep the classifications and policies up-to-date, a method of periodic review and amendment is included "

The policies of the CCTMP and its Administration Section describe in detail the way the street system should function in the Central City and how the periodic review process is intended to operate

The Transportation Element's Implementation Section also contains a Project Development Policy with the following paragraphs which guide changes to the transportation system

> "In recommending modifications to a street or funding for improvements, all of a street's ASCP classifications, by mode, shall be considered While a proposed project may serve only one ASCP classification, improvements should not preclude future modifications to accommodate all other ASCP classifications of a street In circumstances where dual classifications occur on a street, such as a Minor Transit Street and a Local Service Traffic Street, transit-oriented improvements should be keeping with the classification description, but should be limited in extent so that the improvements do not attract non-local traffic use on the street
>
> Where the existing use of a street does not comply with its classification under this policy, no additional investments should be made to encourage the existing use If a safety problem exists on such a street, it may be necessary to make low cost improvements to solve safety problems relating to the existing use of the street However, solutions to safety problems should be designed to accommodate the existing use or increase capacity "

Street Classification System

The following table compares the street classification categories in the Transportation Element with classifications in the CCTMP Some CCTMP classifications are similar to a corresponding Transportation Element classification but, because of the unique functioning of Central City streets, a new name and description was needed

Transportation Element Classifications	Relationship CCTMP to TE	Proposed CCTMP Classifications
TRAFFIC STREETS		TRAFFIC STREETS
Regional Trafficways	No Change	Regional Trafficways
Major City Traffic Streets	No Change	Major City Traffic Streets
District Collector Streets	Equivalent	Traffic Access Routes
Neighborhood Collector Streets	Equivalent	Traffic Access Routes
Local Service Streets	No Change	Local Service Streets
TRANSIT STREETS		TRANSIT STREETS
Regional Transitways	Equivalent	Major Transit Priority Streets
Major City Transit Streets	Equivalent	Major Transit Priority Streets
Minor Transit Streets	Equivalent	Transit Access Routes or Major Transit Priority Streets
Local Service Streets	No Change	Local Service Streets
PEDESTRIANWAYS		PEDESTRIANWAYS
Pedestrian Districts	Modification	Central City Pedestrian Districts
Pedestrian Path with Crossings	New	Pedestrian-Transit Streets
Pedestrian Paths	New	Central City Walkways
Recreational Paths	No Change	Recreational Paths
BIKEWAYS		BIKEWAYS
Bicycle Routes	New	Central City Bikeways
Local Service Streets	No Change	Local Service Streets
Bicycle Paths	No Change	Bicycle Paths
TRUCK ROUTES		TRUCK ROUTES
Truck Districts	No Change	Truck Districts
Regional Truck Routes	No Change	Regional Truck Routes
Major Truck Routes	No Change	Major Truck Routes
Minor Truck Routes	No Change	Minor Truck Routes
Local Service Streets	No Change	Local Service Streets

The following classification descriptions are based on the descriptions contained in the Transportation Element In some instances, they have been modified or new classifications have been developed to address transportation movement in the Central City Refer to the Transportation Element Classification Descriptions for the complete text of each classification

10 TRAFFIC STREETS

11 Regional Trafficway (no change from Transportation Element)

Functional Purpose Regional Trafficways serve inter-regional district movement with only one trip end in the precinct or bypass the district completely

12 Major City Traffic Street (modified for Central City)

Functional Purpose
Serve as the principal route for auto, commercial, and emergency vehicles for access into the Central City, between Central City sub-districts, or through the Central City, with at least one trip end in the adjacent Transportation District

Major City Traffic Streets should provide connections to Regional Trafficways and Major City Traffic Streets in adjoining Transportation Districts

Land Use and Development
Auto-oriented land uses should be encouraged to locate adjacent to Major City Traffic Streets, according to the Comprehensive Plan and Zoning Code Access to off-street parking facilities shall be restricted when access can be accommodated on an alternative street with a lower street designation

Design Treatment and Operations
In the Central City, priority should be given to pedestrian access and safety and to improving transit operations

During the peak travel periods, greater levels of traffic congestion may be acceptable, except where such congestion would result in significant additional delays to transit vehicles or contribute substantially to carbon monoxide or safety problems

The preservation of on-street parking should be encouraged Considerations for additional rights-of-way to improve traffic congestion are discouraged

The provision of off-street parking should be encouraged, as provided in the Comprehensive Plan and Zoning Code

In the Central City, do not prohibit pedestrian/bicycle crossings along Major City Traffic Streets for distances greater than two blocks or approximately 500 feet Provide protected crossing opportunities where needed

13 Traffic Access Routes (new)

Functional Purpose
Provide access to Central City destinations, distribute traffic within a Central City District, provide connections between Central City Districts, and distribute traffic from regional trafficways and major city traffic streets for access within the district Traffic Access Routes are not intended for through traffic with no trip ends in the district

Connections to adjoining Transportation Districts should be with District Collectors or Neighborhood Collectors

Land Use and Development
Access to parking facilities should be allowed on Traffic Access Routes

Design Treatment and Operations
In the Central City, priority should be given to pedestrian access and safety and to improving transit operations

During the peak travel periods, greater levels of traffic congestion may be acceptable, except where such congestion would result in significant additional delays to transit vehicles or contribute substantially to carbon monoxide problems or safety problems

Solutions to congestion problems on Traffic Access Streets must accommodate the preferred high-density land-use pattern The following measures should be considered 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,
- Accommodating transit access, and
- Accommodating bicycle access

Considerations for additional rights-of-way to improve traffic congestion are discouraged

The provision of off-street parking should be encouraged, as provided in the Comprehensive Plan and Zoning Code

Intersections between Traffic Access Streets and streets with higher and/or similar classification should be signalized, where warranted, to facilitate the safe movement of traffic along each street as well as turning movements between such streets

Provide protected crossing opportunities where needed

1 4 Local Service Streets

Functional Purpose
Provide access to local uses in the sub-district (the smaller unit), distribute local traffic, provide possible access to parking and loading facilities, and may provide pedestrian and bicycle access

The operation of Local Service Streets is to be fitted to local requirements and may vary in different periods of the day or week

The remaining streets in the Central City District that are not classified as Major City Traffic Streets or Traffic Access routes are classified as Local Service Streets

Land Use and Development
Access to parking facilities is preferred to be on Local Service Streets

Design Treatment and Operations
In the Central City, priority should be given to pedestrian access and safety and to improving transit operations

During the peak travel periods, greater levels of traffic congestion may be acceptable, except where such congestion would result in significant delays to transit vehicles or contribute substantially to carbon monoxide problems

Solutions to congestion problems on Local Service Streets must accommodate the preferred high-density land-use pattern The following measures should be considered 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,
- Accommodating transit access, and
- Accommodating bicycle access

Considerations for additional rights-of-way to improve traffic congestion is discouraged

20 TRANSIT STREETS

21 Major Transit Priority Streets

Functional Purpose
These streets provide exclusive transit lanes and/or transit priority measures on streets to facilitate operations for bus and light rail over an identified corridor Other vehicular uses may be in the right-of-way This would include transit-only streets, exclusive transit lanes on streets with adjacent mixed-traffic lanes, and signal priority, intersection queue jump lanes, and curb extension treatments (with or without exclusive transit lanes) LRT, Tri-Met's *FastLink* bus corridors, and other corridors with significant bus capacity and/or passenger delays would fall into this category Over short street segments (less than four blocks), application of bus lanes to alleviate a particular congestion problem would be appropriate

Spacing for bus stops will be approximately every two to four blocks

Major transit priority streets will be used by regional transit routes, urban routes, and local routes In addition to the provision of exclusive transit lanes and/or other priority treatments, enhanced bus stops or stations could also be provided on these streets, including such passenger amenities as shelters, benches, trash receptacles, enhanced signing, lighting, and telephones Overall access control along the corridor to facilitate bus operations is also desirable

22 Transit Access Streets

Functional purpose
These streets provide bus access to and circulation within a district Buses would operate in mixed traffic, with bus priority treatments instituted at specific intersections to facilitate bus operations where there are significant bus passenger delays Applicable priority treatments would include signal priority, queue jump lanes and curb extension treatments On Major City Traffic Streets, buses stopping in the travel lane would be discouraged Buses stopping in the travel lane may be permitted on streets designated as traffic access streets

Bus stop spacing will be approximately every two to four blocks

3 0 PEDESTRIAN

3 1 Pedestrian-Transit Streets

Functional Purpose
Provide a high level of visible relationship between pedestrians and transit The streets are intended to accommodate high levels of pedestrian traffic, provide positive urban design features to promote pedestrian activities, and to provide visual signals to automobiles and trucks to respect the presence and the priority of pedestrians and transit vehicles Examples include the Transit Mall and the MAX alignment in downtown and on Holladay Street

Streets with this designation include potential light rail corridors, streetcar lines, and extensions of the Transit Mall

3 2 Central City Walkways

Functional Purpose
Provide direct connections to the Central City, between Central City Districts, and major destinations within each district Designated streets are intended to not only define major pedestrian routes, but also to be the priority for urban design treatment to heighten the role of the street in serving a Central City district

Design Treatment and Traffic Operation
Urban design elements and amenities should be incorporated into the streetscape to provide a consistent and identifiable pedestrianway system in the Central City

Intersections with Major City Traffic Streets and Traffic Access Streets should have signalized crossings

3 3 Central City Pedestrian District

Functional Purpose
Implement the Central City Urban Design Policy to "enhance the Central City as a livable, walkable area which focuses on the river and captures the glitter and excitement of city living " The entire district is a pedestrian-friendly area where improvements and the management of the rights-of-way reinforces the pedestrian environment and respects pedestrians

Land Use Criteria
The district is applied to dense, mixed-use development patterns in the Central City area

Design Treatment and Traffic Operations
All streets should have sidewalks on both sides Design treatments such as widened sidewalks (to accommodate outdoor seating, street furniture, food stands), street trees, and on-street parking should be part of the street design

Traffic management strategies should be considered to slow traffic speeds to enhance pedestrian safety and promote street activity Such measures could include adding additional traffic signals for pedestrian and bicycle crossings, widened sidewalks, curb extensions, on-street parking, bicycle lanes, and stop signs These measures will also be used to provide safe and direct crossings in the district

Central City Pedestrian districts should include convenient access to transit stops and parking

4 0 BICYCLE

4 1 Central City Bikeways

Functional Purpose
Central City Bikeways are intended to provide safe, direct, and convenient bicycle access between and within transportation districts and sub-districts Adequate space within the right-of-way and such other forms of accommodation should be provided enabling cyclists with moderate skill levels to enjoy a sense of safety and convenience when using the route Central City Bikeways should be designated on streets that provide access to transportation districts, serve, or have the potential to serve, high bicycle travel demand, or are located at confluences in the transportation system, such as at bridges, viaducts, transit stations, and other transportation centers The Central City Bikeway may be shifted to a parallel street where the street can be designed to accommodate bicycles through a capital improvement project

Design Treatment and Traffic Operations
Traffic Operations Streets designated as Central City Bikeways should operate so that bicycles may negotiate the route at least as safely and easily as other transportation modes In order to accommodate bicycles, modifications to roadway operations may be warranted Such modifications may include

a) reduction of mixed-use travel lane widths,
b) reduction in the number of mixed-use travel lanes,
c) relocation of transit stops where transit operations are not negatively impacted,
d) removal of on-street parking except where it is determined to be critical to adjacent land uses, and
e) measures to reduce traffic volume or speed

Intersections Intersections of Bikeways with Regional Trafficways, Major City Traffic Streets, Traffic Access Routes, and District Collector Streets should be signalized Consideration should be given to allow cyclists to utilize "transit preference" improvements–allowing bicyclists a "jump start" along with transit–at such intersections Intersections with Neighborhood Collector Streets should provide for safe and convenient bicycle crossing Where possible, stop sign-controlled intersections on a Central City Bikeway should force opposing traffic, rather than bicycle traffic on the route, to stop

Surface Treatment Central City Bikeways should be paved and maintained so that bicyclists can safely and easily travel on them

Signs and Markings Central City Bikeways should be signed as such, and provide directional signs and markings to guide cyclists on their routes

Design treatment options are
Bicycle Lanes Marked on-street bicycle lanes should be provided on Central City Bikeways where both auto speeds and traffic volumes are high, where the difference between auto speeds and bicycle speeds is substantial (e g up hills), or where otherwise needed to enhance bicyclist safety Bicycle lanes should be developed in a manner that provides for route continuity The installation of bicycle lanes on short or fragmented street segments should be avoided unless they provide a necessary connection or surmount a barrier to safe bicycle travel

Shared Roadway Where bicycle lanes are desirable, but cannot be provided due to the constraint of roadway width, and bicycles must share a traffic lane with motor vehicles, an extra-wide curb lane should be provided On Central City Bikeways that are also classified as Local Service Streets (SE Ankeny, SE Salmon, and NE Couch), traffic calming measures may be used to provide priority for bicyclists

4 2 Bicycle Local Service Streets -- Same as Transportation Element

4 3 Bicycle Paths

Functional Purpose
Bicycle Paths are off-street facilities designed to establish adequate and convenient routes for recreation and utility bicycling and may be shared with pedestrians

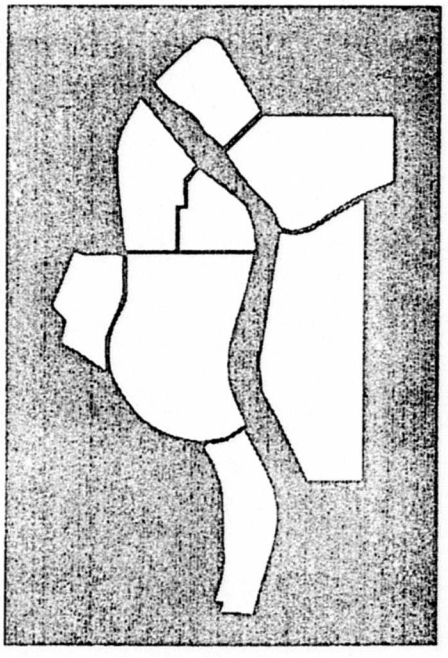
Design Treatment and Operations
Design Landscape and trail design for Bicycle Paths should conform to Zoning Code specifications for the Greenway Trail

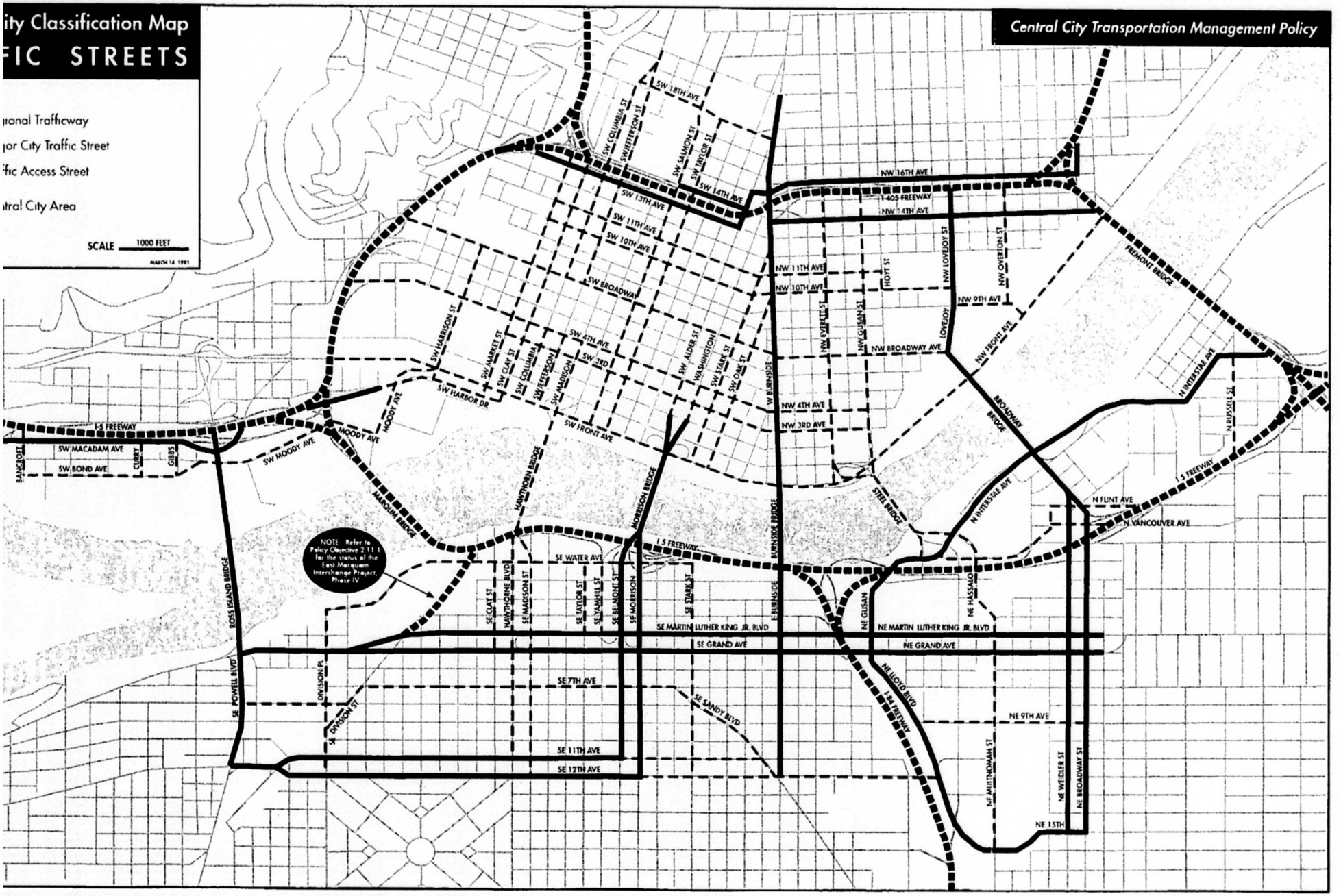
Operations Bicycle Paths shared with pedestrians should be designed and marked to allow for the safety of all users Bicycle paths should be separate from pedestrian paths in areas of heavy pedestrian use where conflicts are likely to occur

Intersections Intersections should be designed to minimize conflicts and provide safe bicycle crossings Bicycle Path users should have right-of-way priority over minor intersecting roadways At major roadway crossings, the Bicycle Path should yield right-of-way

CCTMP

Street Classification Maps




ity Classification Map
FIC STREETS
ional Trafficway
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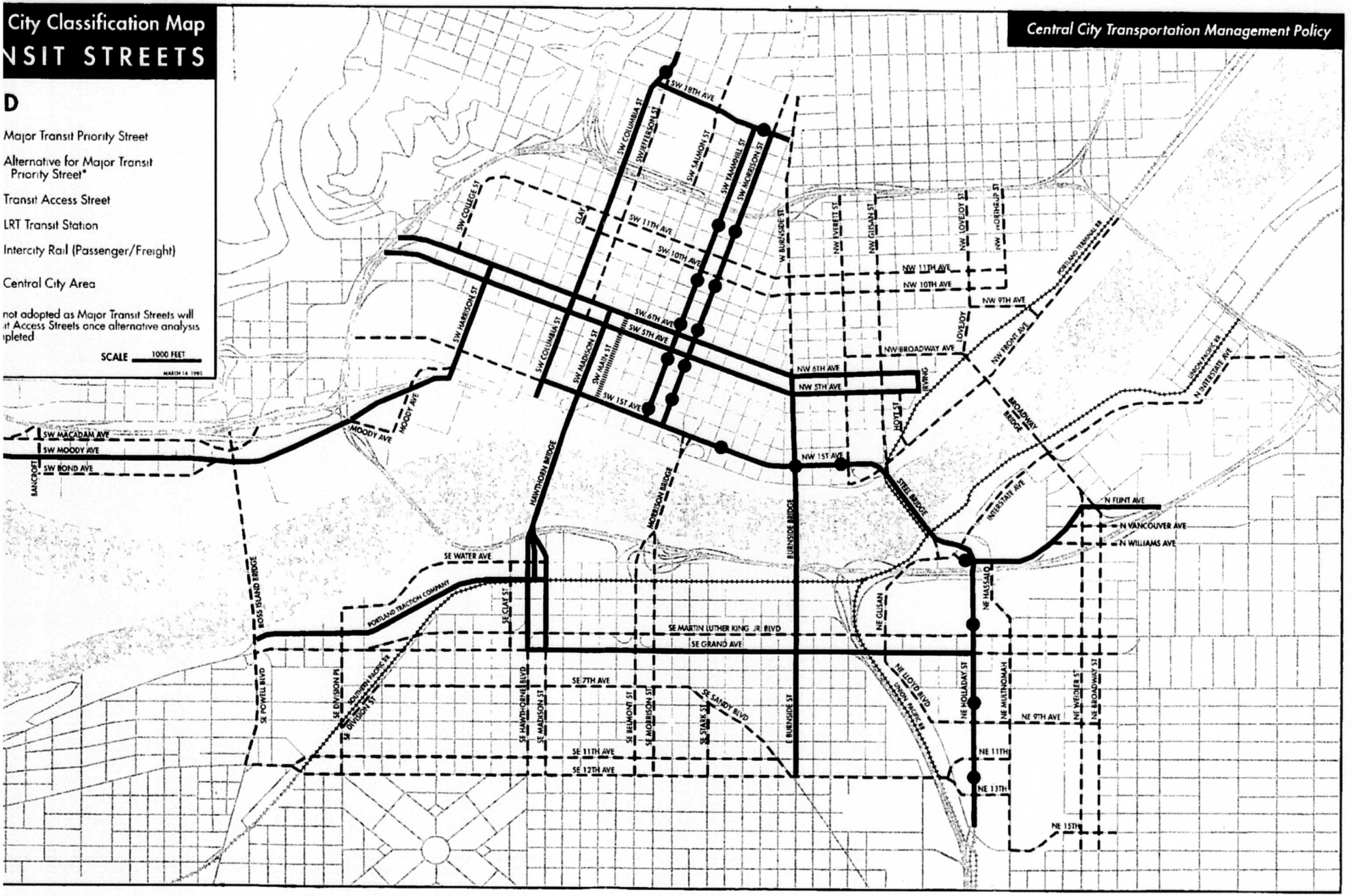
ffic Access Street
itral City Area
SCALE 1000 FEET
MARCH 14 1995
I-5 FREEWAY
SW MACADAM AVE
SW BOND AVE
BANCROFT
CURRY
GIBBS
SW MOODY AVE
MOODY AVE
SW HARBOR DR
SW FRONT AVE
MARQUAM BRIDGE
HAWTHORNE BRIDGE
MORRISON BRIDGE
BURNSIDE BRIDGE
STEEL BRIDGE
BROADWAY BRIDGE
FREMONT BRIDGE
ROSS ISLAND BRIDGE
SW HARRISON ST
SW MARKET ST
SW CLAY ST
SW COLUMBIA ST
SW JEFFERSON ST
SW MADISON
SW 3RD
SW 4TH AVE
SW ALDER ST
WASHINGTON
SW STARK ST
SW OAK ST
W BURNSIDE
SW BROADWAY
SW 10TH AVE
SW 11TH AVE
SW 13TH AVE
SW 14TH AVE
SW SALMON ST
SW TAYLOR ST
SW 18TH AVE
SW COLUMBIA ST
SW JEFFERSON ST
NW 16TH AVE
I-405 FREEWAY
NW 14TH AVE
NW 11TH AVE
NW 10TH AVE
NW 9TH AVE
NW 4TH AVE
NW 3RD AVE
NW BROADWAY AVE
NW FRONT AVE
NW EVERETT ST
NW GLISAN ST
HOYT ST
LOVEJOY
NW OVERTON ST
N INTERSTATE AVE
N RUSSELL ST
N FLINT AVE
N VANCOUVER AVE
I-5 FREEWAY
NOTE Refer to Policy Objective 2.11 for the status of the East Marquam Interchange Project, Phase IV
SE WATER AVE
I-5 FREEWAY
SE CLAY ST
HAWTHORNE BLVD
SE MADISON ST
SE TAYLOR ST
SE YAMHILL ST
SE BELMONT ST
SE MORRISON
SE STARK ST
E BURNSIDE
NE GLISAN
NE HASSALO
SE MARTIN LUTHER KING JR. BLVD
NE MARTIN LUTHER KING JR. BLVD
SE GRAND AVE
NE GRAND AVE
SE POWELL BLVD
DIVISION PL
SE DIVISION ST
SE 7TH AVE
SE SANDY BLVD
SE 11TH AVE
SE 12TH AVE
I-84 FREEWAY
NE LLOYD BLVD
NE 9TH AVE
NE MULTNOMAH ST
NE WEIDLER ST
NE BROADWAY ST
NE 15TH


City Classification Map
NSIT STREETS
D
Major Transit Priority Street
Alternative for Major Transit Priority Street*
Transit Access Street
LRT Transit Station
Intercity Rail (Passenger/Freight)
Central City Area
not adopted as Major Transit Streets will it Access Streets once alternative analysis ıpleted
SCALE 1000 FEET
MARCH 14 1995
SW 18TH AVE
SW COLUMBIA ST
SW JEFFERSON ST
SW SALMON ST
SW TAMBRILL ST
SW MORRISON ST
SW COLLEGE ST
CLAY
SW 11TH AVE
SW 10TH AVE
W BURNSIDE ST
NW EVERETT ST
NW GLISAN ST
NW LOVEJOY ST
NW NORTHRUP ST
NW 11TH AVE
NW 10TH AVE
NW 9TH AVE
PORTLAND TERMINAL RR
SW HARRISON ST
SW 6TH AVE
SW 5TH AVE
SW MADISON ST
SW MAIN ST
SW 1ST AVE
NW BROADWAY AVE
LOVEJOY
NW FRONT AVE
UNION PACIFIC RR
N INTERSTATE AVE
NW 6TH AVE
NW 5TH AVE
HOYT ST
BROADWAY BRIDGE
SW MACADAM AVE
SW MOODY AVE
SW BOND AVE
BANCROFT
MOODY AVE
MOODY AVE
HAWTHORNE BRIDGE
MORRISON BRIDGE
BURNSIDE BRIDGE
NW 1ST AVE
STEEL BRIDGE
INTERSTATE AVE
N FLINT AVE
N VANCOUVER AVE
N WILLIAMS AVE
SE WATER AVE
PORTLAND TRACTION COMPANY
ROSS ISLAND BRIDGE
SE CLAY ST
NE GLISAN
NE HASSALO
SE MARTIN LUTHER KING JR BLVD
SE GRAND AVE
SE POWELL BLVD
SE DIVISION PL
SOUTHERN PACIFIC RR
SE DIVISION ST
SE 7TH AVE
SE HAWTHORNE BLVD
SE MADISON ST
SE BELMONT ST
SE MORRISON ST
SE STARK ST
SE SANDY BLVD
E BURNSIDE ST
NE LLOYD BLVD
UNION PACIFIC RR
NE HOLLADAY ST
NE MULTNOMAH
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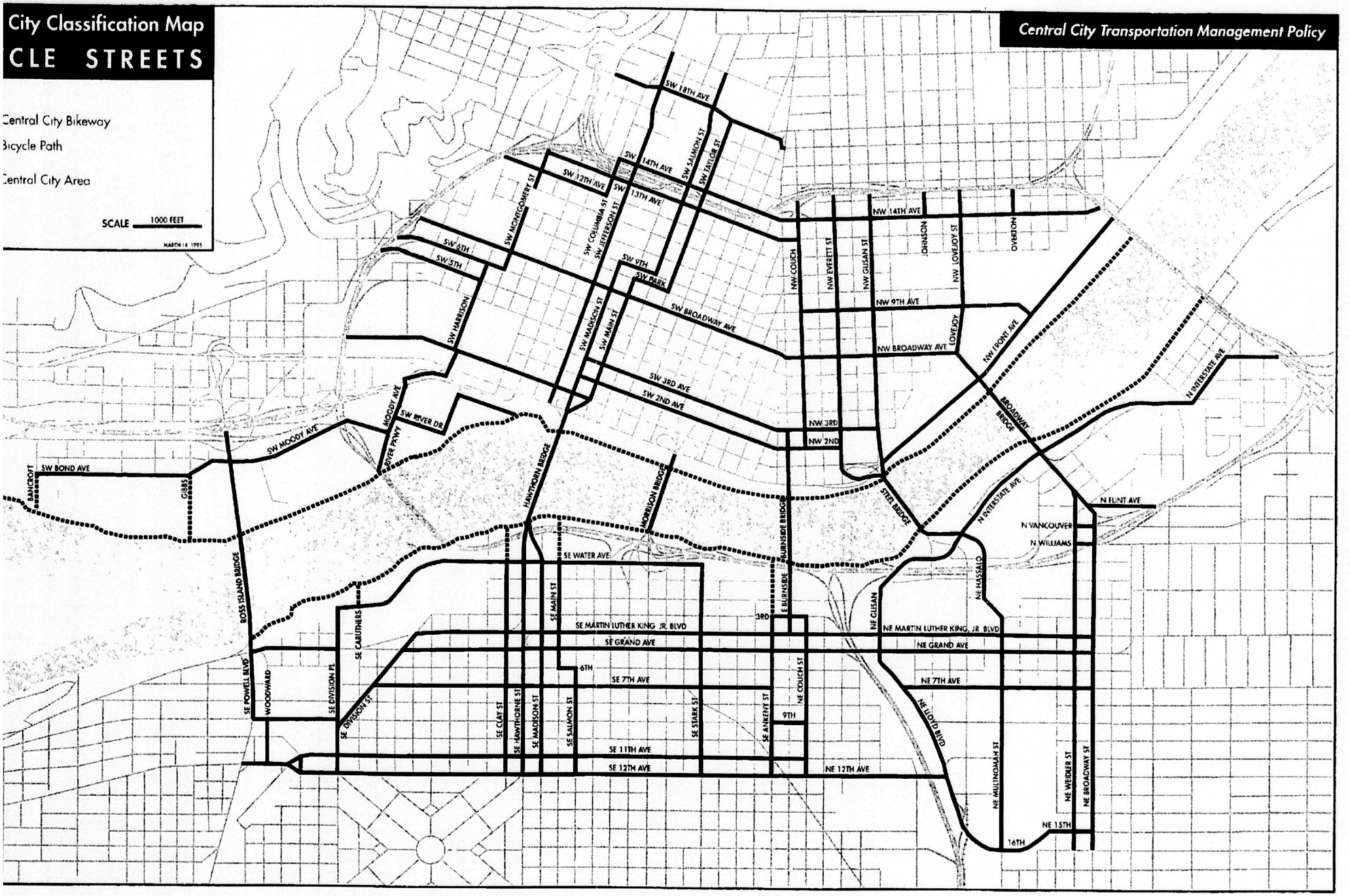
City Classification Map
CLE STREETS
Central City Bikeway
Bicycle Path
Central City Area
SCALE 1000 FEET
MARCH 14 1995
SW 18TH AVE
SW 14TH AVE
SW 12TH AVE
SW 13TH AVE
SW SALMON ST
SW TAYLOR ST
SW MONTGOMERY ST
SW COLUMBIA ST
SW JEFFERSON ST
SW 6TH
SW 5TH
SW 9TH
SW PARK
SW HARRISON
SW MADISON ST
SW MAIN ST
SW BROADWAY AVE
SW 3RD AVE
SW 2ND AVE
NW 14TH AVE
NW COUCH
NW EVERETT ST
NW GLISAN ST
JOHNSON
NW LOVEJOY ST
OVERTON
NW 9TH AVE
NW BROADWAY AVE
LOVEJOY
NW FRONT AVE
NW 3RD
NW 2ND
BROADWAY BRIDGE
N INTERSTATE AVE
MOODY AVE
SW RIVER DR
RIVER PKWY
SW MOODY AVE
BANCROFT
SW BOND AVE
GIBBS
HAWTHORNE BRIDGE
MORRISON BRIDGE
STEEL BRIDGE
BURNSIDE BRIDGE
N FLINT AVE
N VANCOUVER
N WILLIAMS
SE WATER AVE
ROSS ISLAND BRIDGE
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SE MARTIN LUTHER KING JR BLVD
NE MARTIN LUTHER KING JR BLVD
SE GRAND AVE
NE GRAND AVE
SE CARUTHERS
SE POWELL BLVD
WOODWARD
SE DIVISION PL
SE DIVISION ST
6TH
SE 7TH AVE
NE 7TH AVE
NE COUCH ST
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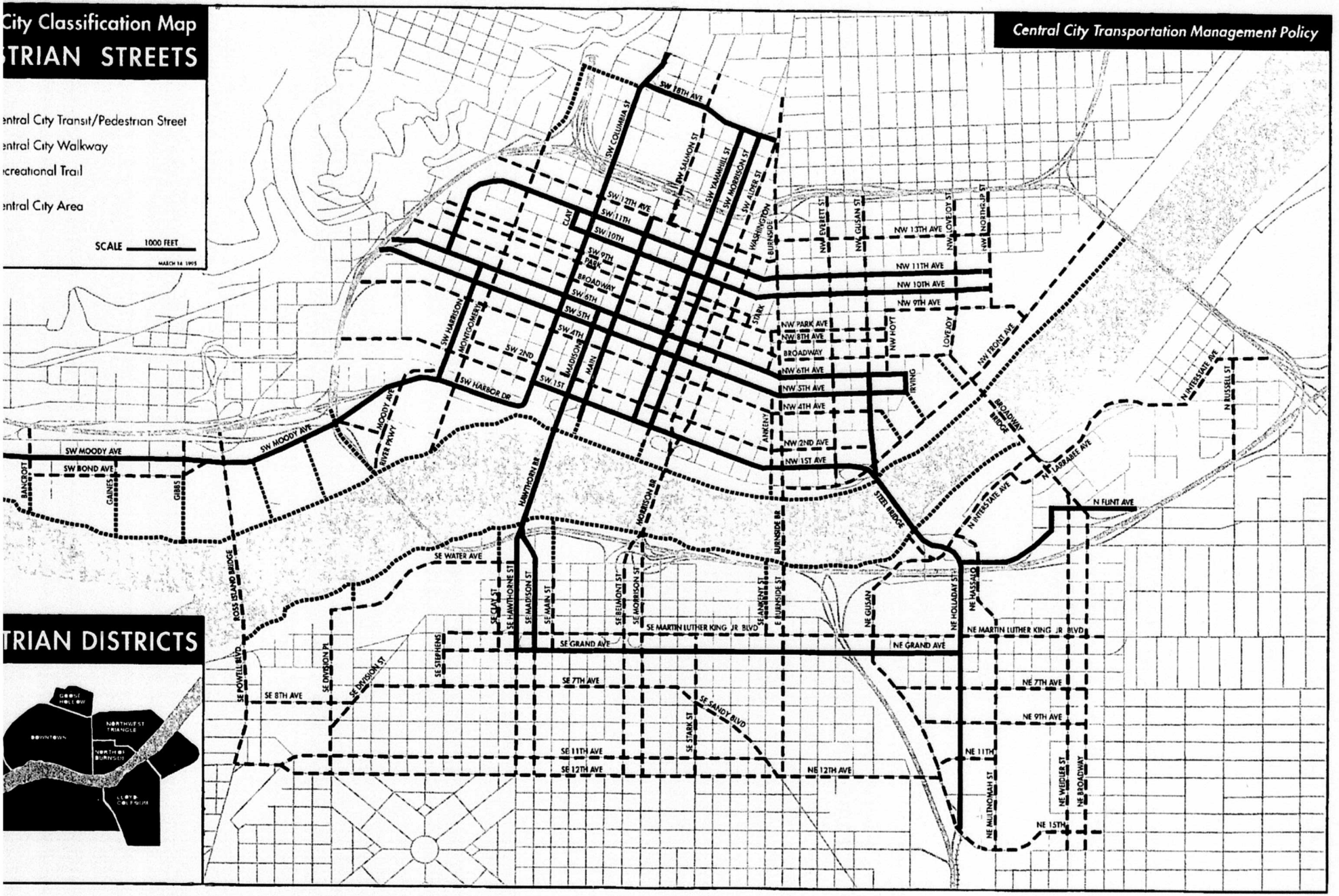
City Classification Map
STRIAN STREETS
entral City Transit/Pedestrian Street
entral City Walkway
ecreational Trail
entral City Area
SCALE 1000 FEET
MARCH 14 1995
TRIAN DISTRICTS
GOOSE HOLLOW
NORTHWEST TRIANGLE
DOWNTOWN
NORTH OF BURNSIDE
LLOYD CENTER
SW 18TH AVE
SW COLUMBIA ST
SW SALMON ST
SW YAMHILL ST
SW MORRISON ST
SW ALDER ST
WASHINGTON
BURNSIDE
SW 12TH AVE
SW 11TH
CLAY
SW 10TH
SW 9TH PARK
BROADWAY
SW 6TH
SW 5TH
SW 4TH
SW HARRISON
MONTGOMERY
SW 2ND
MADISON
MAIN
SW 1ST
SW HARBOR DR
STARK
NW EVERETT ST
NW GLISAN ST
NW LOVEJOY ST
NW NORTHRUP ST
NW 13TH AVE
NW 11TH AVE
NW 10TH AVE
NW 9TH AVE
NW PARK AVE
NW 8TH AVE
BROADWAY
NW 6TH AVE
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NW 2ND AVE
NW 1ST AVE
NW HOYT
IRVING
AINSWORTH
LOVEJOY
SW FRONT AVE
BROADWAY BRIDGE
N INTERSTATE AVE
N RUSSELL ST
N LARRABEE AVE
N FLINT AVE
STEEL BRIDGE
SW MOODY AVE
SW BOND AVE
BANCROFT
GAINES
GIBBS
HOODY AVE
RIVER PKWY
HAWTHORNE BR
MORRISON BR
BURNSIDE BR
SE WATER AVE
ROSSELAND BRIDGE
SE CLAY ST
SE HAWTHORNE ST
SE MADISON ST
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SE MARTIN LUTHER KING JR BLVD
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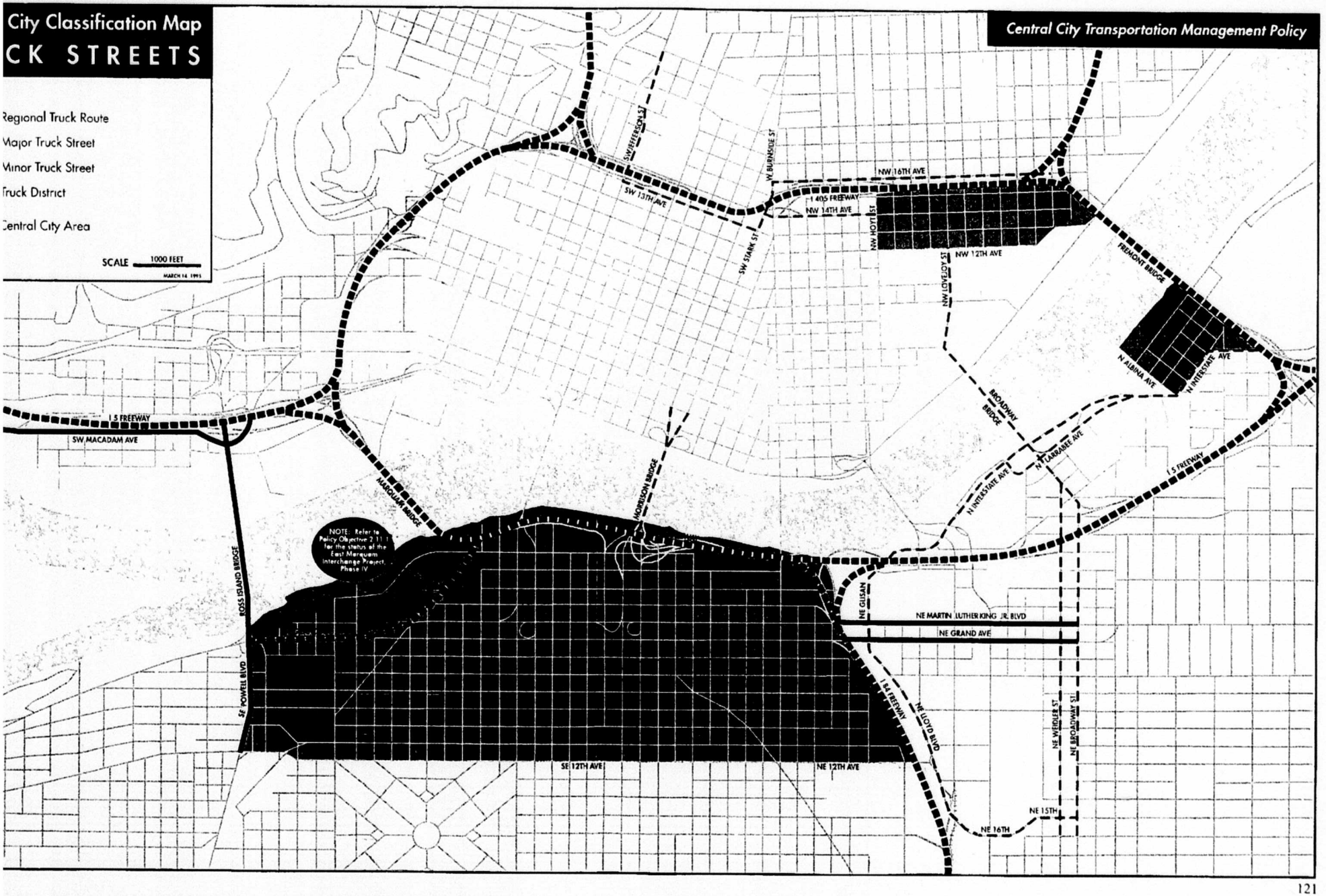
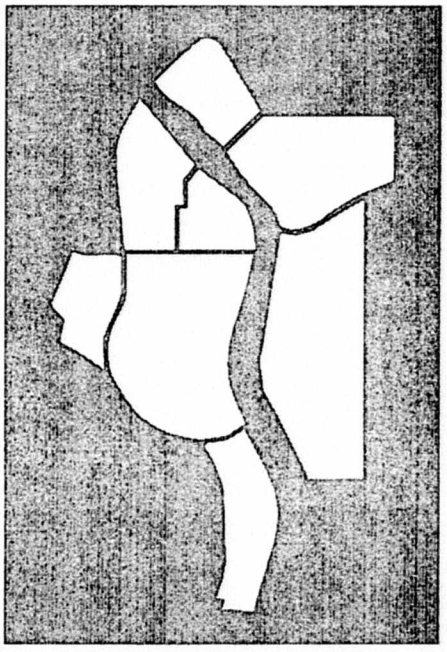
NE BROADWAY
NE 15TH


City Classification Map
CK STREETS
Regional Truck Route
Major Truck Street
Minor Truck Street
Truck District
Central City Area
SCALE 1000 FEET
MARCH 14, 1995
I 5 FREEWAY
SW MACADAM AVE
SW 13TH AVE
SW JEFFERSON ST
W BURNSIDE ST
SW STARK ST
I 405 FREEWAY
NW 16TH AVE
NW 14TH AVE
NW HOYT ST
NW 12TH AVE
NW LOVEJOY ST
FREMONT BRIDGE
N ALBINA AVE
N INTERSTATE AVE
BROADWAY BRIDGE
N TARBARET AVE
N INTERSTATE AVE
I 5 FREEWAY
MARQUAM BRIDGE
HORRISON BRIDGE
ROSS ISLAND BRIDGE
SE POWELL BLVD
NOTE: Refer to Policy Objective 2.11.1 for the status of the East Marquam Interchange Project, Phase IV
NE GUSAN
NE MARTIN LUTHER KING JR. BLVD
NE GRAND AVE
I 84 FREEWAY
NE LLOYD BLVD
NE WEIDLER ST
NE BROADWAY ST
SE 12TH AVE
NE 12TH AVE
NE 15TH
NE 16TH

CCTMP

Appendices



Air Quality Maintenance Plan

CENTRAL CITY TRANSPORTATION MANAGEMENT PLAN

AIR QUALITY MAINTENANCE
Recommended Policies

August 18, 1993

The Central City Transportation Management Plan (CCTMP) contains "improving air quality" as a significant goal The Downtown Parking and Circulation Policy (DPCP) has been incorporated in the State Implementation Plan (SIP) for air quality The SIP is a key document in ensuring compliance with the requirements of the Federal Clean Air Act (CAA) The Department of Environmental Quality (DEQ) is assigned the responsibility of preparing and implementing the SIP

The DEQ plans to develop a Carbon Monoxide Maintenance Plan incorporating the policies of the CCTMP It is expected that the policies of the CCTMP will replace the policies of the DPCP

Technical Analysis

The DEQ must submit an analysis of the air quality projections to EPA that demonstrates how attainment will be maintained Transportation projects (highway and transit) will be subject to conformity determinations against this analysis which will become a part of the SIP and Regional Transportation Plan (RTP) An air quality analysis, using an air quality model developed for this study, was conducted during the CCTMP for two growth scenarios The two growth scenarios tested for the Central City were for 2010 with a high growth (HG) and moderate growth (RTP) assumed The HG experienced the largest growth in auto use in the Central City Several locations were selected in the model to estimate carbon monoxide (CO) emissions The results indicated substantial reductions in CO emissions and suggested that no CO violations will occur The regional transportation model, through parking pricing assumptions projects a limited increase in parking This suggests the current lid could be lifted in the Downtown area without creating air quality violations

The model results are based upon some assumptions regarding the price of parking, surface parking lot replacement, the level of density, the amount of housing in the Central City, and the expansion of transit service These factors are subject to future public policy and economic events not under the control of one entity or, in many cases, the public Significant variations from the assumptions contained in the growth scenarios could result in considerable increases in parking and traffic and lead to the potential of air quality problems In support of the technical analysis, two actions are recommended

1 **Prepare SIP Based Upon High Growth Scenario** The High Growth Scenario contains a growth allocation for the Central City which is different than the current regional allocation It is recommended that the High Growth Scenario be submitted as indicative of the commitment of the City of Portland and the participating agencies to support the higher growth goals The results of the RTP Scenario should be discussed as part of the submittal The air quality analysis is to be based upon the growth scenario that generates the largest increase in traffic

According to EPA guidance, the SIP growth scenario must not be any lower than local plans (forecasts) In order to ensure transportation project funding approval through the conformity process of the CAA, the expected or planned growth scenario and associated air quality analysis emissions budget must be consistent in the SIP and RTP The policies of the CCTMP are being based on the High Growth scenario Therefore, the SIP and ultimately the RTP, should be based on this growth scenario In order to ensure processing the Carbon Monoxide Maintenance Plan through EPA as expeditiously as possible, submittal of the Maintenance Plan to EPA does not need to be delayed until the RTP is modified The RTP should be appropriately modified by the time EPA is in a position to approve the maintenance plan If for some reason modification to the RTP is delayed or abandoned, the air quality analysis based on the current RTP moderate growth scenario should be submitted as backup in the SIP to demonstrate that maintenance of air quality standards can still be achieved under this growth scenario

2 **Conduct Sensitivity Analysis** Carbon monoxide emissions could be higher than projected in the CCTMP High Growth scenario if assumptions regarding growth, regional VMT increases, parking pricing and replacement of surface parking do not materialize In order to ensure the air quality analysis submitted to EPA fully meets "credibility criteria" of EPA, a worst case sensitivity analysis was performed by the City, Metro, and DEQ using assumptions of full replacement of surface parking, newly proposed parking ratios, and the High Growth scenario The analysis was based upon the assumption that cost of parking rises at the same rate as inflation The original projections for 2010 were based upon the assumption that parking cost would increase 1% per year above inflation The change in the parking assumption results in an increase in the use of automobiles and the demand for parking The increase in parking cost assumed in the initial evaluation is based upon historic trends The sensitivity analysis evaluated a circumstance where more parking is created than expected, resulting in lower parking costs This analysis improved the understanding of the potential for Portland to maintain compliance and is the primary demonstration of maintenance submitted to EPA

Air Quality Maintenance Policy for "Basic" Plan

The CCTMP has established the goal of improving air quality The CCTMP policies and regulations will be submitted as the replacement for the DPCP The CCTMP contains policies to support CO maintenance and ozone improvement The purpose of this report is to outline the policies specifically proposed to address the CO Maintenance Plan

1 **Transit Expansion** The CCTMP places a high priority on the expansion of transit services The projections from two scenarios indicate a high level of transit use is anticipated This growth is expected with a moderate increase in transit service represented in the assumptions of the model The assumptions for the Central City are that 2010 transit will include four light rail corridors (east, west, north, and south), and an annual service expansion of 2 4 percent Potential strategies not included in the model assumptions are

a Expansion of Fareless Square reducing auto travel between Lloyd Center and Downtown

b Transit Strategic Plan achieving 2010 ridership projections by 1998

These strategies further enhance potential transit ridership

2 **Maximum Parking Ratios** Maximum parking ratios for new developments are required with amounts for commercial development ranging from 0 7 to 1 0 spaces per 1,000 square feet for Downtown, and maximum parking ratios for new office development are required through much of the Central City

3 **Manage Parking Structures and Surface Lots** City policy controls creation of parking spaces not accessory to new developments Enforceable and quantifiable policies are proposed for the CCTMP which include

a **Limitation on New Surface Lots** The Central City Transportation Management Plan limits the creation of new surface parking lots by size and use

b **Proven Need for New Parking** New parking structures in the Downtown shall be created only after a finding of need, approved by the City of Portland Need for parking can be established for the following reasons

- o Short-term, commercial parking (the availability of major new attractions or retail development without adequate parking)
- o Older office buildings with less than the allowable maximum parking ratio (need is determined by the success of the parking facility owner/operator in committing subscribers to the use of the new facility)

c **Sites of New Structures** Any new non-accessory, free-standing parking structures in the Downtown will be evaluated based on whether carbon monoxide air quality standards can continue to be met and whether access to the facility will interfere with the movement of traffic and transit vehicles

4 **Central City Vehicle Trip Reduction** The CCTMP includes policies that encourage vehicle trip reduction for each district in the Central City These policies will further reduce the projected traffic for the Downtown

5 **Promotion of Bicycle Use and Walking For Transportation** The CCTMP goal is to increase the combined mode share of walking and bicycling for home-based work trip attractions to each district by the year 2010 to 10 percent Increased bicycle and pedestrian travel will decrease congestion and improve air quality in the Central City

6 **Regional Controls** Regional policies include parking ratios for all new commercial developments

Air Quality Maintenance Plan - Contingency Plan

In order to be redesignated as an attainment area, the CO Maintenance Plan must include a Contingency Plan The contingency measures are intended to promptly correct any violation of the NAAQS that occurs after redesignation of the area Unlike the base plan measures, they need not be adopted, but a schedule and procedure for adoption and implementation must be provided, as well as a trigger to determine when the contingency measures need to be implemented

In addition to the new contingency measures suggested below, the contingency plan must provide for implementation of any measures that were reduced or removed from the

original SIP prior to redesignation The DPCP parking lid, oxygenated gasoline at 2 7% weight, and LAER and offsets for major industrial expansion would be the only relevant measures

The following are suggested strategies for inclusion in the CO Contingency Plan If monitored CO levels at any site within the Central City on the National Air Monitoring System or State and Local Air Monitoring System registers a second high concentration equaling or exceeding 90% (equal to or greater than 8 1 parts per million) of the National Ambient Air Quality Standards (NAAQS) level during a calendar year period, then the DEQ will identify a planning group to recommend which of the following strategies should be considered for implementation Within six months of the validated 90% second high CO concentration, the planning group will determine a schedule of selected strategies to either prevent or correct any violation of the 8-hour NAAQS for CO This will allow a choice to be made to implement these measures before or after an actual violation has occurred

The contingency strategies that will be considered shall include but not be limited to

1 **Central City Parking Pricing Policy** If average parking prices in the CCTMP area have not increased at a rate of at least 1% per year above inflation, the City of Portland will develop and implement a parking pricing regulation to reach this level

2 **Transit Funding Policy** If transit services have not reached the level identified in the CCTMP transit model projections, then a strategy to obtain funding necessary to fully implement this program will be developed and implemented

3 **Congestion Pricing** An implementation plan will be developed for applying congestion pricing to major regional transportation corridors

4 **Oxygenated Fuel** Requiring fuel with an oxygen content of 2 7% or higher than the 2 7% level required by the Clean Air Act will be considered

5 **Mandatory Trip Reduction** Prepare regional strategy for trip reduction

6 **Regional Parking Ratios** Establish regional parking ratios

7 **Bicycle and Pedestrian** Accelerate implementation of the bicycle and pedestrian network as defined in the CCTMP and street classifications

Air Quality Offset Plan - Two Year Interim Plan during EPA process. Not part of Maintenance Plan submitted to EPA.

The EPA approval process for the CO Maintenance Plan will take approximately 18 months from the time of submittal It is not expected to be completed until early 1996 The following program plan lists specific offset strategies which are being pursued to assure adequate parking availability for new development prior to approval of the CO Maintenance Plan

The Air Quality Offsets Program is codified in OAR 340-20-405 through 340-20-430, and approved by EPA pursuant to 40 CFR Part 52 The program allows approximately 1,370 parking spaces to be added within the downtown if approved offset strategies are

implemented Approximately 400 spaces of the 1,370 have already been added to the parking inventory

A "parking emission offset" is defined under OAR 340-20-410 as "any emission reduction measure applied to motor vehicles which provides an equivalent or greater emission reduction prior to allowing an emission increase from motor vehicles using new off-street parking " The rule permits administrative approval of offsets "including but not limited to" those listed in the SIP The plan listed below outlines those parking emissions offsets to be considered

1 **Short-term Implementation, 1994 to 1995** The following programs are being pursued to determine their potential as future air quality offsets during 1994 and 1995 Each program has the potential to add a significant number of parking spaces to the reserve

   a **Westside Park and Ride Lots** Current projections are for 1,000 to 1,200 temporary park and ride spaces to be constructed during the next year and a half Permanent park and ride spaces projected to serve Westside Light Rail total over 2,000 spaces

2 **Other Offset Strategies, 1995-1996** These programs are also being considered as potential air quality offsets, although they will not be implemented until 1995-1996

   a **Clark County/Vancouver Enhanced Inspection and Maintenance Program** Recently implemented program in Clark County will have positive impacts for emissions 2,700 one-way daily commute trips are made from Clark County to Downtown

   b **Title 16 Code Enforcement Program** Program began in July 1992, it has resulted in increased vehicle citation for expired registration tags and will increase compliance with inspection and maintenance requirements

   c **Westside LRT Mitigation Programs**

      - Carpool Program New 2-person carpools will be eligible for selected city-owned carpool spaces

      - Enhanced Transit Service Tri-Met ridership along the Sunset Corridor will be increased through enhanced bus service and coverage from the current 7,500 riders per month to 20,000 riders per month

Resolution 35232

Resolution No. 35232

Adopt the Central City Transportation Management Plan (CCTMP) Policy Consensus and direct the Portland Office of Transportation and the Bureau of Planning to prepare the CCTMP for adoption with amendments to the Comprehensive Plan and Title 33 (Resolution)

WHEREAS, Portland's Central City Plan, adopted by the Portland City Council in March 1988, established the vision for the future of the Central City as the regional center of commerce and cultural activities, recognizing its unique environmental and historical setting, the residential and business characteristic of the eight Central City Districts, the integrity of adjacent neighborhoods, and livability for all citizens

WHEREAS, the Central City Transportation Management Plan (CCTMP) was initiated by the joint efforts of the City of Portland Portland Development Commission, Oregon Department of Environmental Quality, Tri-Met, and Association for Portland Progress to evaluate and develop transportation policies to implement the transportation component of the Central City Plan vision

WHEREAS, extensive technical analyses of transportation issues have been conducted for two 2010 Central City land use scenarios the High Growth Scenario calling for 75 000 new jobs and 15 000 housing units which represented an aggressive concentrated alternative testing the potential for the build-out of the Central City, and the Historical Growth Scenario calling for 36,500 new jobs and 2,700 new dwelling units, which represented the historical growth pattern in the region

WHEREAS both the High Growth and Historic Growth Scenario projects increased auto use due to development in the Central City, adding to peak hour congestion The highway and street system in the Central City is substantially complete and additional congestion could constrain future development unless transportation management strategies are developed to minimize peak hour congestion particularly by commuters

WHEREAS, the technical analysis has indicated that the High Growth Scenario can be supported by the transportation system for the Central City, which included significant expansion of the transit system, transportation management policies, and improvements to the street system

WHEREAS, the coordinated implementation of the City's Downtown Plan and transit service expansion by Tri-Met during the 1970's and 1980's have successfully attracted 40 percent of the commuter trips on transit, one of the highest rates in the nation, continued coordination and expansion of transit service will be a key component in promoting economic development and minimizing congestion

WHEREAS, Tri-Met has adopted the agency's Strategic Plan that calls for transit expansion that would greatly accelerate the expansion of transit service to the Central City and the region to minimize congestion and promote transit supportive development

WHEREAS, the improved bicycle and pedestrian access is essential to supporting Central City growth and Comprehensive Plan policies to promote bicycling and walking for transportation trips

WHEREAS, parking management has proven to be an effective tool in managing the use automobile traffic in congested areas and the projected densities in the Central City calls for parking management policies to maintain the effective balance of growth promotion and livability

WHEREAS, the technical analysis concluded that residential development in the Central City has considerable positive benefits for the build-out of the Central City to minimize congestion, promote the use of alternative transportation modes, and improve air quality

WHEREAS, the concentration of jobs and housing in the high density areas are projected to reduce the vehicle miles traveled in the region which contribute to reducing ozone, which would benefit the Portland region's ability to meet federal ozone air quality standards

WHEREAS, the downtown parking management policies implemented in the 1970's have been effective and the last carbon monoxide violation occurred in 1984, and the further reductions in carbon monoxide are projected at critical locations in the Central City due to new federal emission standards

WHEREAS, the planning process for the CCTMP has resulted in consensus on the following

a Implement strategies to achieve the High Growth Scenario's employment and housing goals,

b Implement parking management policies for the Central City and each District, including establishing maximum parking ratios, surface parking policies, and free standing parking garage policies,

c Implement Central City-wide transportation management policies to replace the Downtown Parking and Circulation Policy, including maximum downtown parking inventory,

d Implement transit expansion policies and transit financing strategies to accommodate the needs of the Central City, and

e Implement program to promote the use of alternative transportation programs to minimize peak hour congestion, including walk, bicycle, carpool and alternative working hours

NOW, THEREFORE BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, agrees to support the policy consensus and direction of the CCTMP, and

BE IT FURTHER RESOLVED that the Council endorses the development of land use, transportation, and other policies to assure achievement of the High Growth scenario for the Central City, calling for 75,000 new jobs and 15,000 new dwelling units by the year 2010 and endorse action by Metro to implement this policy, and

BE IT FURTHER RESOLVED that the Council directs the Portland Office of Transportation to prepare for City Council's review and adoption of the CCTMP transportation and parking management policies

BE IT FURTHER RESOLVED that the Council directs the Portland Office of Transportation and the Bureau of Planning to incorporate the CCTMP into the Transportation Element Goals and Policies in the Comprehensive Plan and the Central City Plan, and

BE IT FURTHER RESOLVED that the Council endorses revisions to the State Implementation Plan to be developed by the Oregon Department of Environmental Quality and Metro to incorporate the CCTMP, which extends the application of maximum office ratios and limitations on surface parking and parking garage facilities and replaces the Downtown Maximum Parking Inventory, and

BE IT FURTHER RESOLVED that the Council endorses actions by Tri-Met to integrate the CCTMP's Transit and Rideshare Goals and Policies into their annual, five year long range planning and budget process

Adopted by the Council, JAN 12 1994

Commissioner Earl Blumenauer
Steve Iwata

By

Auditor of the City of Portland

Deputy

December 29, 1993

Glossary

GLOSSARY

(Additional definitions are found in the Transportation Element and the Zoning Code)

Area Permit Parking Program
The Area Permit Parking Program is an Office of Transportation program to ensure that on-street parking associated with commercial or industrial development will not spill-over into adjacent residential neighborhoods The program allows residents and firms a limited supply of permits for on-street parking and restricts on-street parking for other potential users

Boulevard
A boulevard is a City arterial identified on the Beautification Map of the Transportation Element Boulevards are designated to create a continuous and comprehensive landscape treatment of the street A boulevard designation does not imply that the arterial is intended to be divided by a median

Central City Bus Circulator
Bus route(s) which operates as a shuttle to provide local access to destinations within a defined geographic area like the Central City

Conditional Use (Title 33)
A conditional land use is one which, instead of being allowed outright, is allowed after a conditional use review It is a use which, although it may have beneficial effects and serve important public interests, is subject to the conditional use regulations because it may have significant adverse effects on the environment, overburden public services, change the desired character of an area, or create major nuisances

Conditional Use Renewal
A conditional use renewal is a land use action that follows a conditional use review by a certain number of years and applies to surface parking lots The conditional use renewal looks at a more limited number of factors for approval than the initial conditional use review

Conditional Use Review (Title 33)
A conditional use review is a land use action which is approved based on meeting a set of predetermined approval criteria The conditional use review provides an opportunity to allow the use when there are minimal impacts, to allow the use but impose mitigation measures to address identified concerns, or to deny the use if the concerns cannot be resolved

ECO Rule (Employee Commute Option)
The ECO Rule is part of House Bill 2214 which was adopted by the 1992 Legislature The Rule directs the Environmental Quality Commission to institute an employee trip reduction program The Rule is designed to reduce 10 to 20 percent of commuter trips for all businesses employing of 50 or more persons

Early Bird Parking
Early Bird parking is parking that is priced to encourage its use primarily by commuters Typically, the pricing strategy is to offer a lower all-day rate if the parker arrives before a certain time in the morning

FastLink
The term "FastLink replaces the "10-Minute Corridor" concept of Tri-Met's Strategic Plan It would increase bus frequency, speed, and comfort on approximately two dozen major transit corridors

Home-based Work Trip Attractions
Home-based work trip attractions describes the trips made by commuters from their homes to their place of work

Minimize
Although it is usually defined to mean reduce to the least possible amount, the word is used in the CCTMP to mean manage or control, taking into consideration any other concerns

Mode Split
Mode split is the percentage of trips taken by each of the possible modes of travel (auto, transit, bicycle, walking) Mode split does not refer to the number of trips For example, the number of trips by a particular mode may increase while the percentage of trips by that mode stays the same or is reduced if there is growth in the overall number of trips

National Ambient Air Quality Standards (NAAQs)
The National Ambient Air Quality standards establish air quality standards for a variety of air pollutants

New Development (Title 33)
New development is development of a site that was previously unimproved or that has had previously existing buildings demolished Development includes buildings, structures, parking and loading areas, landscaping, paved or graveled areas, and areas devoted to exterior storage, display, or activities

Nonconforming Development (Title 33)
Nonconforming development is an element of a development, such as a setback, height, or parking area that was created in conformance with development regulations but which subsequently, due to a change in the zone or zoning regulations, is no longer in conformance with the current applicable development standards

Nonconforming Use (Title 33)
A nonconforming use is a use that was allowed by right when established or a use that obtained a required land use approval when established, but that subsequently, due to a change in the zone or zoning regulations, the use or the amount of the use is now prohibited in the zone

Obstruction
Something that hinders from passage, action, or operation

Offset Rule
The Offset Rule was adopted by the DEQ and approved by the EPA in 1990 The rule allows the parking lid of 43,914 spaces to be increased by up to 1,370 spaces, providing emission offset measures are implemented and an approved contingency plan is in plan Offsets may include alternative work hours, carpooling, and transit subsidies

Owl Service
Transit service provided during the late evening and early morning hours (12 30 am to 5 00 am)

Practicable (Title 33)
Capable of being done after taking into consideration cost, existing technology, and logistics in light of overall project purposes

Regional Parking Ratios
Regional parking ratios will be maximum amounts of parking allowed House Bill 2214 limits the construction of new parking spaces for employment, retail, and commercial development This requirement will be implemented through an EQC administrative rule to be adopted as part of the regional ozone maintenance plan

Regional Transportation Plan (RTP)
The Regional Transportation Plan is the Portland metropolitan area's 20-year transportation framework plan, developed by regional consensus and managed by Metro The most recent update is 1992

State Implementation Plan (SIP)
The State Implementation Plan is the State plan for achieving air quality goals to ensure compliance with the requirements of the Federal Clean Air Act (CAA)

Transportation Demand Management
(From the Transportation Planning Rule) Actions which are designed to change travel behavior in order to reduce single-occupant vehicles, improve performance of transportation facilities, and reduce the need for additional road capacity Methods may include, but are not limited to, the use of alternative modes, ride-sharing and vanpool programs, parking management, and trip-reduction ordinances

Transportation Management Association (TMA)
Transportation Management Associations are groups of businesses which develop transportation demand management (TDM) measures in order to reduce the need for commuter parking Measures may include carpool matching services, transit subsidies, shuttle vans, etc By working as a group, TDM measures are more effective

Transportation Planning Rule (TPR)
The Transportation Planning Rule was adopted as an administrative rule by the Land Conservation and Development Commission in 1991 to implement the Statewide Transportation Goal It requires reductions in vehicle miles traveled per capita (20% in 30 years) and parking spaces per capita (10% in 20 years) through adoption of a Transportation System Plan (TSP) and implementing regulations and programs

Transportation System Management
From the Transportation Element) Techniques for increasing the efficiency, safety, capacity, or level of service of a transportation facility without increasing its size Examples include, but are not limited to, traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, ramp metering, and restriping for high occupancy vehicle (HOV) lanes

Vehicle Miles Per Capita
The Transportation Planning Rule requires a 20% reduction in 30 years in vehicle miles traveled per capita (miles per person on average) as part of the Transportation System Plan implementation On average, that means individuals will be traveling less than before Because of the growth in population in the region, it does not mean an overall reduction in the amount of miles will occur

Other Central City Policies and Actions

OTHER CENTRAL CITY POLICIES AND ACTIONS

Already adopted transportation-related policies and actions that affect the districts of the Central City are listed below

Downtown District

Central City Plan Actions

D1	Widen sidewalks and make improvements between SW Salmon and Ankeny for a Park Blocks connection to provide pedestrians with wider sidewalks, street trees, and other improvements
D2	Improve SW Ankeny, Harrison, Main, Morrison, and Lincoln as pedestrianways
D3	Extend Waterfront Park to the west, under the Morrison Bridge, and establish a botanical garden, conservatory or aviary, study removing Front Avenue ramps, lowering/bridging over Front Avenue with open space
D6	Study the establishment of active uses under the bridge ramps in Waterfront Park
D7	Improve SW Ankeny Street between 5th and Front Avenue for pedestrians
D8	Building Downtown District gateways in locations shown on the Downtown map
D9	Improve SW Harrison between 4th and Broadway to formalize connections between the South Auditorium and University Districts
D10	Provide street trees, with priority given to fully developed blocks and pedestrianways
D11	Create financial incentives for infill development
D15	Reinforce SW Broadway as Portland's theater and bright light district
D16	Encourage downtown retail businesses to remain open evenings and Sundays
D17	Establish a University District for PSU

Lloyd District

Central City Plan Actions

LC1	Create a connection from the Convention Center to the riverbank
LC2	Provide pedestrian improvements on Union [MLK, Jr], Grand, Holladay
LC3	Improve connections for pedestrians in the area between the Convention Center and the Coliseum
LC4	Establish a trail in Sullivan's Gulch linking the Sullivan's Gulch Neighborhood to the riverbank
LC5	Create boulevards on Union [MLK, Jr], Grand, Lloyd, Weidler, Broadway, and 16th Streets
LC7	Buffer the Sullivan's Gulch neighborhood from through auto and truck traffic
LC9	Establish a Vintage Trolley line linking the Lloyd Center to the Comprehensive Plan
LC10	Improve Broadway east of 7th as a neighborhood shopping street

Transportation Element of Comprehensive Plan
Northeast District Objective
Few Streets can be classified as Major City Traffic Streets in Northeast Portland To compensate for the lack of Major City Traffic Streets, to reduce vehicle miles traveled, and to reduce reliance on the automobile, emphasis should be placed on transportation demand management techniques, improved bicycle routes, and pedestrian accessibility

Northeast District Policies
Northeast Policy No 1 Neighborhood Traffic impacts
In the Northeast District, peak period traffic should be controlled to protect neighborhood livability

Northeast Policy No 8 North Corridor Light Rail
Two alignments for a future light rail line (N Interstate Avenue and N Flint/Russell) are shown on the NE Transit Street map between the Steel Bridge and the Fremont Bridge/I-5 interchange The Flint/Russell alignment is the preferred alternative because it offers fewer conflicts with auto traffic and more development potential

Northeast Policy No 9 Broadway/Weidler Decouple
The intent of the City is to study the decoupling of Broadway/Weidler between 16th and 24th, and, if feasible, reclassify Weidler as a Local Service Street

Northeast Policy No 10 Oregon Convention Center Area Development Strategy
It is the intent of the City to implement the transportation recommendations of the Oregon Convention Center (OCC) Area Development Strategy and the OCC Area Policies and Procedures Guide

Central Eastside

Central City Plan Actions

T5	Allow the use of some local service streets in industrial areas for angled parking for employees and for loading
T7	Design and install traffic control devices to keep through auto and truck traffic from infiltrating into residential neighborhoods
T8	Clearly designate and sign truck routes to and within industrial areas
T9	Further study the proposed connection from McLoughlin to I-5
T10	Create a safe, clear, and pleasant system of walkways and bikeways
CE2	Establish a truck route from Water Avenue south to Caruthers
CE4	Complete the Eastbank Esplanade improvements including pedestrian and bicycle connections at all bridges
CE5	Improve district pedestrianways on Clay, Ankeny, Morrison, Main, Stephens, Caruthers, Division, Grand, 12th, and 3rd
CE6	Improve marking of truck routes to and through the district
CE7	Improve pedestrian and bike crossings of I-5 and at the Morrison bridgehead
CE8	Construct Central Eastside District gateways at locations shown on the district map
CE9	Construct boulevards on 12th, Grand, Powell, and Burnside Streets
CE10	Construct vehicle and pedestrian improvements at the intersections of SE 11th/Sandy/Burnside and SE 11th/12th/Clinton

CE14 Allow closure and use of local streets for loading, employee parking and small plazas

Transportation Element of the Comprehensive Plan
Southeast District Objectives

1 Expand use of transportation demand management as a method of reducing travel demand and reliance upon the automobile within and through Southeast Portland
2 Improve arterials primarily through transportation system management measures Manage neighborhood collectors to maintain or reduce, where feasible, vehicle miles traveled and reliance upon the automobile

Southeast Policy No 1 Peak Period Non-local Traffic Impacts - In the Southeast District, peak period traffic impacts should be reduced to protect neighborhood quality

Southeast Policy No 4 Pedestrian/Bicycle Access - Promote and facilitate pedestrian and bicycle use to reduce vehicle miles traveled throughout Southeast Portland Improve pedestrian and bicycle access to the Willamette River from the OMSI site, Brooklyn, Buckman, Hosford-Abernethy, and Sellwood communities Design and implement adequate and convenient pedestrian and bicycle access between the Brooklyn and Hosford-Abernethy Neighborhoods Improve access and safety for bicycles and pedestrians on the bridges crossing the Willamette River

Southeast Policy No 8 Central Eastside Industrial District - Implement transportation improvements identified in the Central Eastside Transportation Study (CETS)

Southeast Policy No 9 Bridgeheads Revisited - Encourage the use of Martin Luther King Boulevard and Grand Avenue for inter- and intra-district trips by providing improved connections from the bridgeheads to these arterials

Southeast Policy No 10 Truck Issues - Discourage regional and inter-district truck traffic from using Local Service Streets in Southeast Portland by establishing a convenient truck route that will better serve the trucking industry while protecting Southeast neighborhoods

Southeast Policy No 13 Belmont/Morrison Decouple - The intent of the City is to decouple Belmont/Morrison between 12th and 25th During project development, the following policy and design decisions will be made reclassification of Morrison Street to a Local Service Street and a Minor Transit Street, or a Transit Preferential Street, and the location of the transition from the couplet to a two-way street

Central Eastside Transportation Study Street and Highway Improvements Guidelines (May 1991)

1 Develop a surface street and highway system that enhances the land use and urban design goals of the Central Eastside
2 Develop a set of street system improvements that do not change current or planned principle access portals to the Central Eastside from the regional transportation system
3 Retain the intent of plans from the Central City Plan, the East Marquam Ramps project, the East Marquam Local Streets project, and other plans

where substantial public discussion and decision-making have already occurred

4 Changes to the existing and historical use of individual streets should not be considered unless compelling transportation or land use needs are identified, or are planned

5 Define an identifiable collector street network which allows for efficient traffic exchange between local and regional facilities

6 To the extent possible, balance the volumes of through traffic among the east-west collector streets in the West-of-Grand area, but improve the orientation of routing between the I-5 S ramps and King-Grand, primarily via Yamhill/Taylor

7 Maintain current levels of industrial access for the Southern Triangle to/from the south and improve access to OMSI from the south and southeast

8 Minimize traffic impacts to existing businesses and potential redevelopable properties

9 Develop transportation improvements that address the circulation needs of the District but will not impact residential streets in neighborhoods east of the District

10 Identify and resolve issues regarding the use of the SE First Avenue right-of-way and grade crossings of the Southern Pacific mainline in the West-of-Grand area in a manner that complies with State standards for crossing safety and that compliments the circulation plan and intended function of individual streets

11 Provide a surface network that accommodates the mobility and accessibility needs of pedestrians, bicyclists, and transit services in a safe manner

12 Develop a set of street system improvements that represent relatively high levels of benefit compared to cost

Central Eastside Transportation Study Highway Improvements Recommendations

1 Belmont-King ramp realignment (at Yamhill Street)
2 King-Division ramp
3 Division Place access ramps (to/from McLoughlin Blvd)
4 Grand Viaduct reconstruction
5 Woodward Street improvements
6 Eighth/Powell signal

Central Eastside Transportation Study Street Improvements Recommendations

1 Stark Street restriping option (King to Grand)
2 Two-way Oak and Alder (Water to King)
3 Yamhill-Taylor couplet option
4 Yamhill/King-Grand signals (Water to Grand or Seventh)
5 Clay Street restriping (Third to Grand)
6 Clay/King signal revision
7 Grand Bridgehead improvements (at Hawthorne and Morrison Bridges)
8 Hawthorne Bridge transition structure improvements
9 Water Avenue extension (Clay to Division Place)
10 Seventh-Eighth connection (at Division Street)
11 Division Place upgrade (Water Extension to Division)
12 Eighth Avenue upgrade (Division St to Powell)
13 Mainline Railroad crossing improvements (Stark to Clay)
14 Mainline Railroad crossing closure option (at Grand/Division)

Central Eastside Transportation Study Transit Service Improvement Guidelines

1 Develop a transit system that enhances the land use and urban design goals of the Central Eastside
2 Support the transit goals of the Central City Plan
3 Improve Central City and regional accessibility by transit to the Central Eastside
4 Improve intra-district transit service within the Central Eastside
5 Provide transit service to OMSI and the Southern Triangle
6 Use transit service to the extent possible to improve the pedestrian environment of the Grand-King corridor, with priority emphasis for Grand Avenue
7 Determine a general alignment for the Milwaukie light transit corridor through the Southern Triangle and LRT station local options
8 Include transit service needs in the design of the Hawthorne Bridge transition structure improvements

Central Eastside Transportation Study Transit Service Improvement Recommendations

1 Milwaukie Corridor Light Rail Transit (alignment through Southern Triangle area)
2 Grand Bridgehead bus stops (at Morrison and Hawthorne Bridges)
3 LRT Station location options
4 North-South district bus route
5 Southern Triangle/OMSI bus route
6 Central City transit loop
7 MLK, Jr Boulevard bus stop improvements (at various locations)

Central Eastside Transportation Study Pedestrian and Bicycle Route Improvement Guidelines

1 Develop pedestrian and bicycle routes that enhance the land use and urban design goals of the Central Eastside
2 Support the intent and pedestrian/bicycling goals of the Central City Plan
3 The Arterial Streets Classification Policy should provide the basic routing patterns for pedestrian and bicycle facilities
4 Improve accessibility of pedestrians and bicyclists to Downtown, the Esplanade, OMSI, Southeast neighborhoods, and other destinations
5 Improve pedestrian accessibility and orientation to transit services
6 Provide improvements that enhance the pedestrian environment of the Grand-King corridor, with priority emphasis for Grand Avenue
7 Definition of new pedestrian and bicycle routes are needed for the Southern Triangle area, with connections to the north, east, and south
8 Pedestrian and bicycle routes should be provided in locations that serve mobility and accessibility needs and where traffic conflicts are minimal
9 The bicycle and pedestrian systems should feature routes that are continuous, and promote a high level of orientation for users
10 Pedestrian and bicycle circulation should be provided in locations that minimize conflicts with industrial activities such as regular truck movements and loading
11 Bicycle route designations located on Local Service Traffic Streets should not require the removal of existing on-street parking or loading zones

Central Eastside Transportation Study Pedestrian Improvements Recommendations

1 Main Street pedestrian route (The Esplanade to Sixth Avenue)

2 Main Street signals (at King and Grand)
3 City Street pedestrian route
4 Hawthorne Bridge access improvements
5 Water Ave Extension - Division Place pedestrian route
6 Ninth Avenue pedestrian route (Division to Powell and south)
7 Burnside Street crossing (at King intersection)
8 Ankeny Street signal (at King intersection)
9 Grand Bridgehead improvements (at Morrison and Hawthorne Bridges)
10 Stephens Street improvements (between King and Grand)

Central Eastside Transportation Study Bicycle Route Improvements Recommendations

1 Sixth Avenue bicycle route (Ankeny to Division)
2 Ankeny Street signal (at King intersection)
3 Stark-Water-Division bicycle loop
4 Ninth Avenue bicycle route
5 Main Street bicycle route (The Esplanade to Sixth Ave)
6 Main Street signals (at King and Grand)
7 Clay Street bicycle route
8 Hawthorne Bridge access improvements

Goose Hollow

Central City Actions

GH1 Develop a Light Rail and Vintage Trolley connection between the Civic Stadium and Morrison Park east and west
GH5 Design and implement a landscape plan for West Burnside Street
GH7 Study and report on the feasibility and appropriate location for development of parks with parking over parts of I-405

Transportation Element of the Comprehensive Plan

Northwest District Objective

Reduce vehicle miles traveled and reliance upon the automobile Route non-local and industrial traffic around the northwest The primary method to achieve this objective is through increased public transit use, transportation demand management, and improved pedestrian and bicycle access

Goose Hollow Policy No 1 Transit Service Enhancement

Expand transit, including cross-town service, throughout the District Encourage increased transit use through parking restrictions and higher residential densities Do not improve Major City Transit Streets in Northwest to accommodate greater traffic volumes

Potential Actions

1 Extend new transit service to high density residential, commercial, and industrial development
2 Locate a Civic Stadium light rail station at SW 18th in order to serve inner-Northwest and Southwest neighborhoods

Goose Hollow Policy No 3 Pedestrian/bicycle Access

Incorporate pedestrian and bicycle access improvements on all transportation projects in Northwest

Potential Actions

1 Recognize the importance of pedestrian access to businesses in any future modification to West Burnside
2 Provide pedestrian crossings to access the Stadium light rail station from West Burnside

Goose Hollow Policy No 5 NW Street Design and Operation
The character and scale of streets in Northwest should reflect the purpose of the streets Transportation projects on residential and commercial streets should provide street trees and retain on-street parking to provide a better environment for pedestrians Do not remove on-street parking on residential and commercial (institutional and retail) streets except for system safety or transit operations

Potential Actions

1 Require all transportation improvement projects to provide a buffer separating pedestrians from traffic
2 Continue to maintain on-street parking throughout the Northwest District

Goose Hollow Policy No 6 West Burnside
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

Potential Actions

1 Limit traffic improvements to intersections and new signals
2 Do not widen West Burnside to increase automobile capacity

Policy No 7 NW 14th/16th Connections
Improve access to NW 14th and 16th to encourage routing through traffic around residential areas

Potential Actions

1 Provide directional signing to route non-local traffic to 14th/16th

Lower Albina

Central City Plan Actions

LA3 Establish riverbank access on publicly-owned property north of the Fremont Bridge, include a fishing pier and a river taxi stop
LA4 Establish a pedestrian connection along Russell St from the Eliot, Humboldt and Boise neighborhoods to the district and riverfront park
LA5 Develop and implement a traffic circulation plan which permits the use of local industrial streets for employee parking and industrial loading, including piggyback vehicle loading
LA 6 Update the Lower Albina Traffic Study and implement its recommendations
LA 9 Target bonus FAR for development of housing along Russell Street

Transportation Element of Comprehensive Plan
North District Objective
Route non-local and industrial-related traffic along the northern edge of the residential area Industrial traffic should be encouraged to use Major City Traffic Streets and established truck routes to travel between the major industrial areas on both sides of the Willamette River Reinforce neighborhood livability and commercial services by relieving traffic congestion through transportation demand management techniques

North District Policy No 3 Cross-town Transit
Encourage improved transit service to link North Portland (cross-town) to areas other than the downtown Improve connections to the Lloyd Center/OCC transit center and surrounding industrial areas

North Macadam

Central City Plan Actions

NM2	Develop walkways/bikeways linking the residential area to the west with the Greenway Trail and waterfront
NM3	Construct a boulevard running parallel to the river through the middle of this district and connecting it to the South Waterfront development
NM4	Study the possibility of providing improved bicycle access from the Ross Island Bridge to S W Moody
NM6	Promote the creation of housing incentive programs, by public agencies, in areas of required housing
NM10	Identify and provide needed transportation improvements with, or inadvance of, development

Transportation Element of the Comprehensive Plan
Southwest District Objective
Projected population and employment growth will lead to reduced accessibility and increased traffic congestion in southwest The solution to these problems are

- increasing inter- and intra-district transit use and accessibility, improving pedestrian accessibility,
- discouraging non-local traffic in residential areas by encouraging flex-time, transit, and carpooling, and
- upgrading streets that are in poor conditions

Southwest Policy No 1 Pedestrian and Bicycle Access
Encourage the development of pedestrian facilities on local streets and arterials which connect residential areas to activity centers as part of any transportation project or program Maximize the use of existing bicycle corridors and encourage the development of bikeways on arterials

Southwest Policy No 2 Accessibility
Provide direct interchange between regional trafficways and Major City Traffic Streets Improve accessibility for automobile and truck traffic on arterials and District collectors to commercial and institutional centers The City desires connectivity of streets, especially collectors

Potential Action

- Implement the South Portland Circulation Study objectives in conjunction with I-405, North Macadam Avenue, and Terwilliger Boulevard interchange improvements
- The I-405 reconnaissance projects should assess circulation issues which currently impact the Corbett-Terwilliger-Lair Hill neighborhood and businesses

Southwest Policy No 3 Transit Service Enhancement
Improve cross-town transit service within the southwest District to provide connections between residential areas and activity centers

River District North of Burnside and Northwest Triangle

North of Burnside

Central City Plan Actions

NB1 Restore Union Station, develop it into a public attraction, link it with the Coliseum and Convention Center using vintage trolley and light rail
NB2 Extend the Transit Mall north on 5th and 6th to Union Station
NB4 Create a public plaza in front of Union Station
NB7 Create a pedestrian crossing on Front Ave as shown on the district map

Northwest Triangle

Central City Plan Actions

NW1 Establish a loop Vintage Trolley/light rail line which links Union Station, Fremont Place, and the 13th Ave Historic District
NW2 Extend the North Park Blocks to the Willamette River
NW7 Establish pedestrianways on N W Johnson, Northrup, and Glisan Streets, linking the district with the Northwest Neighborhood and the river
NW8 Improve crossings for pedestrians on Front Ave
NW15 Increase transit connections/service to the district
NW20 Allow encroachments into non-essential rights-of-way where a pattern already exists such as loading docks and awnings along 13th Avenue

Transportation Element of the Comprehensive Plan
Northwest District Objective
Reduce vehicle miles traveled and reliance upon the automobile Route non-local and industrial traffic around the northwest The primary method to achieve this objective is through increased public transit use, transportation demand management, and improved pedestrian and bicycle access

Northwest Policy No 1 Transit Service Enhancement
Expand transit, including cross-town service, throughout the District Encourage increased transit use through parking restrictions and higher residential densities Do not improve Major City Transit Streets in Northwest to accommodate greater traffic volumes

Potential Actions

1 Extend new transit service to high density residential, commerial, and industrial development

Northwest Policy No 3 Pedestrian/Bicycle Access
Incorporate pedestrian and bicycle access improvements on all transportation projects in Northwest

Potential Actions
1 Recognize the importance of pedestrian access to businesses in any future modification to W Burnside

Northwest Policy No 5 NW Street Design and Operation
The character and scale of streets in Northwest should reflect the purpose of the streets Transportation projects on residential and commercial streets should provide street trees and retain on-street parking to provide a better environment for pedestrians Do not remove on-street parking on residential and commercial (institutional and retail) streets except for system safety or transit operations

Potential Actions
1 Require all transportation improvement projects to provide a buffer separating pedestrians from traffic
2 Continue to maintain on-street parking throughout the Northwest District
3 Study the decoupling of the following one-way couplets
   a Everett/Glisan, west of NW 16th,
   b 18th/19th Avenues, north of Burnside to Vaughn, and
   c Lovejoy/Marshall, west of 16th Avenue

Northwest Policy 6 West Burnside
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

Potential Actions
1 Limit traffic improvements to intersections and new signals
2 Do not widen West Burnside to increase automobile capacity

Northwest Policy No 7 NW 14th/16th Connections
Improve access to NW 14th and 16th to encourage routing through traffic around residential areas

Potential Actions
1 Provide directional signing to route non-local traffic to 14th/16th
2 Improve or create connections to West Burnside, W Yeon Avenues, NW Front Avenue, and NW Vaughn

The following details an agreement between the Office of Transportation and the PDC regarding preserving a setback at Union Station for future intercity passenger service

- The setback will apply to the Union Station area south of the Broadway Bridge only
- The setback will be approximately 40 feet wide from the center line of Track #5

- Should the setback be used for rail transportation needs, it will be used to accommodate one railroad track and one passenger platform only
- The setback will remain a usable part of the adjacent development parcel until and unless it is required by the City for an additional operating track and passenger platform The Portland Development Commission will include provisions in any subsequent agreement requiring that an easement, covenant, or other such instruments be in place allowing for the automatic dedication in such event, and furthermore, that the property owner(s) cannot file claims against the City relating to impacts from the dedication and subsequent use of the setback
- Until and unless the land is required for rail purposes, it may be utilized for any use relating to the new development on the site pursuant to an approved development plan, provided the land be rededicated if needed at no cost, and provided further that if the dedication includes parking areas, the City shall not be obligated to replace those lost parking spaces

Broadway-Weidler Mini-Plan

PROPOSED: BROADWAY-WEIDLER MINI-PLAN

The Lloyd District is undergoing a major change from an auto-oriented district established during the 1960's to a pedestrian-oriented, urban district for the 1990's The Central City Plan and the Central City Transportation Management Plan have created policies and regulations to manage the transition of this district Questions have been raised about whether implementation of these policies and regulations will successfully implement the goals and objectives of these two policy plans The Special Design Guidelines for the Lloyd District advocate a comprehensive examination of land use policies, transportation policies, and identification of physical improvements in the district

The following is a proposed scope of work for the mini-plan for the Lloyd District's Broadway-Weidler Corridor

Step 1. Vision for Broadway-Weidler Corridor

- A Undertake a process to develop an overall vision for Broadway-Weidler, from the Willamette River to an eastern terminus to be determined by this process
- B Develop alternative concepts
- C Reach consensus

Step 2 Mini-Plan for Broadway-Weidler

- A Review land use regulations and their impacts on implementing the vision identified in Step 1
- B Evaluate circulation issues in the corridor and adjacent neighborhoods
  - 1 Traffic movement–local and through
  - 2 Transit operations and service
  - 3 Pedestrian circulation and safety
  - 4 Bicycle movement and safety
  - 5 Truck movement
  - 6 Parking issues
- C Identify capital improvements for the corridor
  - 1 Pedestrian
  - 2 Urban design/sidewalk
  - 3 Bicycle
  - 4 Traffic management strategies
  - 5 Transit operational improvements
- D Identify potential policy changes
  - 1 Street Classifications
  - 2 Central City Plan Policies
  - 3 CCTMP Policies

Building Demolition Work Program

PORTLAND DEVELOPMENT COMMISSION
MEMORANDUM

== DRAFT ==

DATE: May 25, 1994

TO: Larry Dully

FROM Bruce Allen and Connie Lively

SUBJECT: Proposed scope of work for study to assess possible regulatory changes to the CCTMP relating to parking lot conversions

You have asked that we outline a proposed scope of work and identify possible funding sources to undertake an analysis of the effect that proposed code language may have on the viability of older and historic buildings and whether or not that proposed language should be modified accordingly The specific provision is found in the draft CCTMP as identified below

"33 510 242 - Demolitions

A Landscaping In R, C, and E zones, sites must be landscaped within 6 months of the demolition of buildings unless there is an approved development for the site Approved development means a project approved through design review in design zones, and issuance of a building permit outside of design zones The landscaping must meet at least the L1 standard of Chapter 33 258, Landscaping and Screening, except that no shrubs or trees are required

B Replacement of demolished ground floor area In R, C, and E zones, if a building is demolished after January 1, 1993, the square footage of the ground floor of the demolished building must be replaced on the same block as the demolished building This replacement must occur before or at the same time as any other development or redevelopment on the site Adjustments to this requirement are prohibited "

This proposed language essentially provides that an existing building cannot be demolished for the purpose of building a parking lot The intent of this language is clear, that is to preserve existing built stock in the Central City and not allow its conversion to a non-intensive use, such as parking In addition, the policy implicitly helps protect historic buildings, it potentially helps retain businesses and jobs in the Central City and incrementally limits the number of parking spaces in the Downtown thereby improving the viability of the City's mass transit system and the pedestrian environment

There are, however, a number of factors which are new or different since the original code language was passed and which need to be analyzed to determine whether or not the proposed code language is overly restrictive and precludes conversions where no other use of the property is at all viable

1 **New Seismic Standards** As you know, Portland's seismic designation was recently increased from ___ to ____ resulting in new structure requirements that are 50% more stringent that the previous ones Although most older and historic buildings not proposing occupancy changes or additions are "grandfathered" under this provision, the new seismic standards add another regulation that makes the marketability of these types of buildings more difficult In addition, there is the possibility of mandatory requirements for seismic upgrades under certain situations The up-shot is that older and historic buildings have a competitive disadvantage because of the more stringent requirements and because the costs to comply with the new codes are, in some cases, financially impossible

2 **ADA Requirements** The Americans with Disability Act (ADA) requires certain modifications to all buildings and accessways available to the public Again, with older and historic buildings, this often results in very costly improvements As above, this effects the marketability of these projects and puts them at a competitive disadvantage with newer buildings

3 **Special Assessment Program for Historic Buildings** On December 31, 1993 the State's special assessment program for historic buildings sunseted and was not renewed by the State This program provided tax relief to owners of historic buildings by freezing the property tax assessments on those buildings The result was to provide an incentive for rehabilitation, seismic or otherwise without burdening the property owner with additional taxes Now that this tool is no longer available, historic buildings have lost some of their ability to comply with new code and other requirements

4 **Market Conditions** The vacancy rate for B&C buildings in the Downtown area is well above that for newer, more modern buildings Current estimates for B&C buildings indicate that vacancy rates are approximately 25% as compared with approximately 12% for newer buildings Lower occupancy rates for these buildings result in poor cash flow which complicates even further the ability of the property owner to address new code and other requirements

The impact of these four conditions is not fully known however, it would appear that the viability of existing older and historic buildings in the Central City area is even more precarious than it has been in the past For these reasons it has been suggested that the prohibition against parking lot conversions might be softened in cases of undue hardship Undue hardship may occur, for example, when a property is totally or substantially damaged by an act of God or major fire where the Bureau of Buildings has condemned the property for structural deficiencies, or where the costs of ADA or other seismic upgrades are prohibitive If it is determined that special exceptions to the code language are in order, it must be decided what the criteria are for making those exceptions

Following is an outline of a scope of work which should be considered in pursuing this analysis

I STATEMENT OF OBJECTIVES

Summarize and clearly define the problem statement (as generally described above)

II RESEARCH

A Undertake an inventory and identify vacant or substantially vacant older buildings in the Central City area Interview key property managers or building owners to determine the nature of the problem, i e , structural damage, ADA problems, obsolescence and general deterioration, etc

B Determine the inventory of unreinforced masonry buildings in the Central City area The Association for Portland Progress and/or the City Bureau of Buildings have collected an inventory of such buildings

C Obtain and review from APP their analysis of the economics of older buildings

D Obtain and review from the State Historic Preservation Office their report on the possible impact on historic buildings of the special assessment program sunsetting

E Interview area brokers and other property owners to ascertain how the special problems of older buildings affects the marketability and redevelopment potential for those properties

F Review specific cases to determine where and under what conditions demolitions have resulted in surface parking lots before and after the current code language

G Research and identify current requests that are now pending for demolition and conversion to parking lots

H Assemble and evaluate the adequacy of available financial and regulatory tools to assist with the special problems of older and historic buildings

I Examine issues of deferred maintenance and potential illegal activities which may increase the deterioration of older buildings if parking becomes an incentive for building demolition

III FINANCIAL ANALYSIS OF PROTOTYPE CASES

A Develop prototype analyses for six (6) different options including a quarter block conversion and a half block conversion in the Downtown core, the N Downtown/Old Town area and Lloyd Center

B Estimate all costs associated with conversion of existing properties to parking lots including, but not limited to, demolition and site clearance, environmental remediation, parking lot development costs, land costs, property taxes, operating and maintenance expenses, permitting and other soft costs

C Estimate anticipated revenues and undertake pro forma analysis to determine payoff

D Estimate other economic impacts of providing accessory parking for adjacent structures

IV ANALYSIS OF POTENTIAL OPTIONS

A Consider various different options as possible ways to provide some regulatory relief under certain situations Analyze those options in terms of the number of at-risk buildings that might fall into that category, the financial impact of those options and the anticipated political response to those options Examples of options to be looked at include

1 Establishing a waiting period or time frame (say 24 months) between demolition and parking lot construction as a disincentive to demolition

2 Establishing geographical exceptions based on urban design or other considerations

3 Defining potential exceptions by the size of the project (i e , number of square feet)

4 Establishing a "replacement cost" threshold

5 Categorizing the projects by the nature of the damage (e g , acts of God, fire, code or other standards structural deterioration general neglect)

6 Establishing criteria based on the availability of nearby parking

7 Establishing eligibility based on historic status of properties

8 Establishing eligibility based on surrounding land uses

9 Establishing eligibility based on the transit status of adjacent streets

10 Determining suitability based on number of proposed parking spaces

11 Classifying projects that possess an imminent threat to the public as potential exceptions

12 Keep CCTMP policy

V CONCLUSIONS AND RECOMMENDATIONS

Based on the research and analysis, this section would identify specific proposed code amendments, if any, to address the special problems of older and historic buildings

We would suggest that this analysis can be best prepared by an outside consultant possessing knowledge and experience in real estate issues surrounding older and historic buildings and skills in financial analysis An architectural component to the study may be valuable in looking at prototype examples In addition, it may be useful to wait until the City of Portland Seismic Task Force has completed their work so as to have access to available survey and other information from that project

We would expect a thorough analysis as described above to cost between $30,000-40,000 Certainly shortcuts could be taken and a briefer analysis could be undertaken for far less money Potential funding sources could include the Portland Office of Transportation, the City of Portland Parking System revenue funds, the Bureau of Planning, Bureau of Buildings, the Portland Development Commission and possibly a grant from the State Historic Preservation Office

Please feel free to contact Connie or me if you have any further questions

SBA cw

35472

CITY OF
PORTLAND, OREGON
BUREAU OF PLANNING

Charlie Hales, Commissioner
David C Knowles, Director
1120 S W 5th, Room 1002
Portland, Oregon 97204-1966
Telephone (503) 823-7700
FAX (503) 823 7800

November 28, 1995

TO Commissioner Charlie Hales

FROM Jessica Richman
Planning Support Group

SUBJECT **Amendment to CCTMP—Religious Institutions**

Cary Pinard asked me to draft some talking points and a motion to amend the CCTMP to address parking for religious institutions

Rationale
There are a number of religious institutions in Downtown that have little or no parking Under the CCTMP, they are not eligible for Preservation Parking, and building their own Visitor Parking is usually impractical and uneconomical

Their needs are difficult to address their peak demand is at a time when competition by other visitors to Downtown is high—weekends and evenings They provide many valuable services to the Central City, both to their congregations and to the wider community In addition, many are historic landmarks, and retaining these buildings will continue to enhance the quality and character of the area Because of these factors, further work is appropriate

Motion
Parking Action Item #4, on page 50 of the Plan and Policy—the brown document—reads "Explore opportunities for meeting the parking needs of Downtown residents " Because many of these institutions are in the Downtown RX Zone, I move that we amend Action Item #4 to read "Explore opportunities for meeting the parking needs of Downtown residents and religious institutions "

Please let me know if you have any questions My extension is 7847, Cary is at 7846

cc Cary Pinard
✓Cay Kershner

35472

CITY OF
PORTLAND, OREGON
OFFICE OF TRANSPORTATION

Earl Blumenauer, Commissioner
Felicia Trader Director
1120 S W Fifth Avenue
Suite 702
Portland, Oregon 97204-1957
(503) 823 5185
FAX (503) 823 7576
TDD 823-6868

Memorandum of Understanding

Date November 1, 1995

To Dr Judith Ramaley, President, Portland State University

From Felicia Trader, Director, Office of Transportation and
David C Knowles, Director, Bureau of Planning

Re University District Strategy for the Central City Transportation Management Plan

The purpose of this memorandum is to establish a common understanding between Portland State University and the City of Portland regarding a joint effort to develop a comprehensive transportation strategy for the University District This district strategy will be adopted by the City as part of the Central City Transportation Management Plan (CCTMP)

The University District is a unique area within the Central City and warrants special attention with respect to transportation management strategies Portland State University and the City agree to bring together the interested parties to promote the development of a comprehensive transportation strategy for the University District that serves the needs of the District and is consistent withthe goals and objectives of the CCTMP, specifically

- 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 throughout 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,

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- 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

It is understood that Portland State University is a non-traditional, urban university whose patterns of transportation do not meet conventional categories and will require a demand analysis that reflects the multiple nature of transportation needs within the District The demand analysis will be used to create a comprehensive transportation strategy that will be incorporated into the CCTMP to ensure adequate transportation solutions Elements of the comprehensive transportation strategy will include, but will not be limited to, the following

- transit provision and coordination with District activities to increase ridership
- mode split goals for staff, faculty, students and visitors
- increasing the use of carpooling/vanpooling
- efficient use of on-street parking
- off-street parking management
- off-site parking management and coordination
- land use/development potential of the District
- bicycle accommodations
- pedestrian accommodations

The comprehensive transportation strategy will be consistent with the City goals for transportation while ensuring PSU remains a viable educational institution serving the needs of the urban area

Portland State University and the City agree to cooperate in the development of an interagency agreement and work plan to accomplish the development, adoption, and implementation of the comprehensive transportation strategy consistent with Central City Plan Policy 16-I The interagency agreement and work plan will specify tasks, timelines, responsibilities and financial reimbursement

Acknowledged by _____

Dr Judith Ramaley, President, PSU date

BE IT FURTHER RESOLVED that the staff of the Office of Transportation and the Bureau of Planning are directed to do the following

a Conduct a study to evaluate parking for facilities that have frequent, large events The evaluation will include aspects of congestion and demand management, considering the CCTMP policies and implementation strategies The study should be completed no later than 6 months after the effective date of the CCTMP

b Continue the current interpretation of accessory parking regulations, which allows "event" parking to continue This interpretation will continue until the issue is resolved by City Council taking final action on the study directed in a, above

c Participate in development of the DEQ CO/Ozone State Implementation Plans (SIPs) After development of the two SIPs, staff is to evaluate the next steps for adopting ratios for the balance of the Central City plan district

d Work with Portland State University to develop a University District Strategy as described in the Memorandum of Understanding attached as Exhibit D

Adopted by the Council, DEC 0 6 1995

Commissioner Charlie Hales and
Commissioner Earl Blumenauer
J Richman
October 31, 1995

BARBARA CLARK
Auditor of the City of Portland
By Britta Olson
Deputy

Resolution No. 35472 As Amended

Adopt some components of the Central City Transportation Management Plan and direct staff to continue work on some elements (Resolution)

WHEREAS, in March 1988, the City Council adopted the Central City Plan to guide the growth and livability of the Central City area Policy 4, Transportation of the Central City Plan called for an improvement in the Central City's accessibility to the rest of the region and its ability to accommodate growth while maintaining livability, and

WHEREAS, in September 1990, the Portland City Council adopted Resolution 34771 which established a process for developing a Central City Transportation Management Plan (CCTMP) The Plan was developed in several phases with a structure of public and private sector involvement on all levels of planning effort, and

WHEREAS, the purpose of the CCTMP is to maintain air quality, promote economic development, support an efficient transportation system, and encourage the use of alternative modes of travel, and

WHEREAS, the City of Portland adopted its Comprehensive Plan on October 16, 1980 (effective date January 1, 1981) The Plan was acknowledged as being in conformance with Statewide Goals for Land Use Planning The plan complied with State Goal 12 The Land Conservation and Development Commission's Administrative Rule for Goal 12 (660-12), adopted April 1991, subsequently imposed additional requirements on local jurisdictions to achieve compliance with Goal 12, and

WHEREAS, the CCTMP updates the Transportation Goal and Policies to comply with State Goal 12 and the Transportation Planning Rule and replaces the Downtown Parking and Circulation Policy, and

WHEREAS, there are some elements that require further work,

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, that the following portions of the Planning Commission Recommendation on the Central City Transportation Management Plan and Policy are adopted

a The Action Items,

b The District Strategies,

c The explanations following the policies and objectives, and

d The Glossary

BE IT FURTHER RESOLVED that the Planning Commission Recommendation on the Central City Transportation Management Plan Administration Section is adopted

~~1879~~ 1906 Agenda No

TC 2 Pm

2 of 3

RESOLUTION NO. 35472

Title **As Amended**

Adopt some components of the Central City Transportation Management Plan and direct staff to continue work on some elements (Resolution)

INTRODUCED BY Commissioner Earl Blumenauer and Commissioner Charlie Hales	Filed NOV 2 2 1995
	Barbara Clark Auditor of the City of Portland
NOTED BY COMMISSIONER	
Affairs	By Cary Kershner Deputy
Finance and Administration	
Safety	
Utilities	For Meeting of
Works EBH/HP	
BUREAU APPROVAL	
Bureau Planning	
Prepared by J Richman and C Pinard Date 10-31-95	Action Taken ____ Amended
Budget Impact Review __Completed _X_ Not Required	NOV 2 9 1995 Continued to DEC 0 6 1995 2 P.M.
Bureau Head David Knowles, Planning Director	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS		
				YEAS	NAYS
Consent	Regular	Blumenauer	Blumenauer	✓	
NOTED BY		Hales	Hales	✓	
City Attorney		Kafoury	Kafoury	✓	
City Auditor		Lindberg	Lindberg	✓	
City Engineer		Katz	Katz	✓	