



CITY OF
PORTLAND, OREGON

**OFFICIAL
MINUTES**

A REGULAR MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 29TH DAY OF NOVEMBER, 1995 AT 9:30 A.M.

THOSE PRESENT WERE: Mayor Katz, Presiding; Commissioners Blumenauer, Hales and Kafoury, 4.

OFFICERS IN ATTENDANCE: Cay Kershner, Clerk of the Council; Ben Walters, Deputy City Attorney; and Officer Chuck Bolliger, Sergeant at Arms.

1854

TIME CERTAIN: 9:30 AM - Watershed Stewardship Grants awards (Presentation introduced by Commissioner Lindberg)

Discussion: Catherine Collis, Bureau of Environmental Services, said these are the first awards made under the stewardship grants program for watershed health. She said the \$30,000 grants program has three components. The first is an educational partnership with Portland State University to offer weekend stewardship classes and build a stewardship and watershed health curriculum into the academic program. The second component is the grant program while the third is a pilot project which will place interns in the watershed to increase citizen awareness in managing healthy watersheds.

Michael Carlson, coordinator for the grants program, said 10 grants are being awarded from among 17 applications. Recipients include schools and neighborhood organizations. He announced the recipients and described the projects they will be undertaking.

Amanda Fritz, Director, Friends of Arnold Creek and Co-Chair of Markham Elementary School Advisory Committee, said Markham's project will involve a comparative study of headwater sites in Fanno and Arnold Creeks. Workshops will also be held involving parents and other community residents.

Cara Birch, Student Body President, Markham Elementary, described what students have done so far, such as testing the acid level of the creek water.

Kathleen Todd, Northeast Neighborhood Coalition said this project, in

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a very urban, inner-city neighborhood, will involve the revegetation of parking strips.

Stephen Faust, Northeast Neighborhood Coalition, described the vegetation "pockets" in further detail, including the planting of street trees and shrubs. They also hope to work with the school district to convert some unused lawn areas to plants.

Ms. Collis said one of the grant requirements was for hands-on work as the aim of the program is to increase community awareness about the watershed. The grants will fund a wide diversity of projects to demonstrate that watershed quality is not restricted to just what happens on stream banks but also involves getting cleaner stormwater. She added that the Bureau expects these grants to leverage benefits far beyond the \$30,000 being awarded.

Chris Watson, Kelly Elementary School teacher, and students from Kelly Elementary School described the "Globe" program under which the data collected by students will be reported to the Internet.

Mayor Katz said with these grants of \$2,000 to \$3,000, a lot more can probably be done than with larger amounts of money because they are leveraged into community action.

Ms. Fritz said the \$4,000 grant Markham School is receiving is expected to yield a value of \$22,000.

Commissioner Blumenauer said calculating the payback justifies these types of investments. He said he views this as buying service from the community.

Disposition: Placed on File.

On a Y-4 roll call, the Consent Agenda was adopted as follows:

CONSENT AGENDA - NO DISCUSSION

1855 Cash investment balances October 19 through November 15, 1995 (Report; Treasurer)

Disposition: Placed on File.

1856 Vacate a certain portion of N Pierce Avenue south of N Decatur Street, under certain conditions (Second Reading Agenda 1833; C-9886)

Disposition: Ordinance No. 169502. (Y-4)

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Mayor Vera Katz

1857 Authorize the City Attorney to take an appeal from the Judgment of the Circuit Court, entered September 6, 1995, in Lincoln Loan Company v. the City of Portland, et al., Multnomah County Circuit Court No. 9403-02151 (Resolution)

Disposition: Resolution No. 35468. (Y-4)

***1858** Pay claim of Trena Fields (Ordinance)

Disposition: Ordinance No. 169503. (Y-4)

***1859** Amend ordinance extending legal service agreement with Lehner Mitchell to correct contract amount (Ordinance; amend Ordinance No. 169455; amend Agreement No. 29111)

Disposition: Ordinance No. 169504. (Y-4)

***1860** Declare forfeited property at 7601 SW Brier Place to be surplus and authorize its sale and conveyance (Ordinance)

Disposition: Ordinance No. 169505. (Y-4)

***1861** Contract with Police Management Advisors for patrol deployment and allocation project for \$35,200 (Ordinance; waive Code Section 5.68)

Disposition: Ordinance No. 169506. (Y-4)

Commissioner Earl Blumenauer

***1862** Authorize a contract and provide for payment for the SW Capitol Highway/49th Avenue sidewalk, curb ramp, driveway and retaining wall construction (Ordinance)

Disposition: Ordinance No. 169507. (Y-4)

Commissioner Charlie Hales

1863 Accept contract with Basic Fire Protection, Inc. for installation of a sprinkler system at Station No. 4 as complete and make final payment (Report; Contract No. 29925)

Disposition: Accepted.

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1864 Accept contract with McCoy Plumbing, Inc. for the plumbing retrofitting at the Fire Administration/Station One building, located at 55 SW Ash Street, as complete and make final payment (Report; Contract No. 29926)

Disposition: Accepted.

***1865** Authorize two applications to Metro for grants for Oaks Bottom in the amount of \$2,100 and East Delta Park in the amount of \$20,000 (Ordinance)

Disposition: Ordinance No. 169508. (Y-4)

Commissioner Gretchen Kafoury

1866 Authorize the Bureau of General Services to negotiate for and acquire various surplus properties from the Oregon Department of Transportation (Resolution)

Disposition: Resolution No. 35469. (Y-4)

***1867** License agreement for space at Exposition Center for the Bureau of General Services Fleet vehicle auction (Ordinance)

Disposition: Ordinance No. 169509. (Y-4)

***1868** Amend contract with Modern Building Systems, Inc. for lease of Homeless Center (Ordinance; amend Contract No. 30208)

Disposition: Ordinance No. 169510. (Y-4)

***1869** Contract with First United Methodist Church for \$11,297 for day shelter and volunteer program and provide for payment (Ordinance)

Disposition: Ordinance No. 169511. (Y-4)

Commissioner Mike Lindberg

1870 Accept completion of the SE 45th Avenue and SE Harney Drive sanitary sewer system and authorize final payment to Larson, Inc. (Report; Contract No. 29744)

Disposition: Accepted.

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City Auditor Barbara Clark

***1871** Authorize a temporary loan from the General Fund Reserve Account to the LID Construction Fund in an amount not to exceed \$10,000,000 (Ordinance)

Disposition: Ordinance No. 169512. (Y-4)

REGULAR AGENDA

Commissioner Charlie Hales

1872 Establish \$125,180 as the maximum price for a newly-constructed single family house eligible for limited property tax exemption in a distressed area (Resolution)

Discussion: Mike Saba, Bureau of Planning, said one of the City's tax abatement programs provides a 10-year limited property tax exemption to encourage new single-family construction in distressed areas. As part of this program, the Planning Bureau is required to recommend a maximum price limit on eligible properties. He noted that the median sales price of a house in Multnomah County increased 22 percent to \$113,800 between January and October, 1995. The Code allows the City to set the limit for the tax exemption at up to 120 percent of the sales price but staff felt that was too high and recommends that it be set at 110 percent, or \$125,180 as the maximum limit.

Commissioner Kafoury said everyone initially believes that is too high until they learn what the average sale prices are in a lot of the affected neighborhoods.

Commissioner Blumenauer asked what difference the new limit will make.

Mr. Saba said no one is sure how much difference it will make. Feedback from "for profit" developers who must purchase the lots, rather than many non-profits who are given foreclosed properties by the County, indicate that the current price limit is very limiting in terms of doing any new construction because the cheap land is no longer available, even in the distressed neighborhoods. He said 443 new houses have been approved since this program began three years ago.

Commissioner Hales said while there may not be new activity, it will allow sustained activity, making it feasible for the program to continue.

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Commissioner Blumenauer noted that the cost of vacant lots has doubled in the last three years, a good indicator of the value being created in formerly distressed neighborhoods.

Commissioner Hales said that is true but is both good and bad news as the price for affordable housing has moved up very fast.

Commissioner Kafoury said she is looking forward to discussing the allocation of more resources to housing during the upcoming budget discussions.

Mayor Katz said she is asking the Portland Development Commission to access the impact of the housing overlay along Martin Luther King Blvd.

Disposition: Resolution No. 35470. (Y-4)

***1873** Designate eighteen Heritage Trees in the City of Portland (Ordinance)

Discussion: Jane Glazer, Urban Forestry Commission, showed slides and described the 18 trees designated for heritage status.

Disposition: Ordinance No. 169513. (Y-4)

1874 Amend the Planning and Zoning Code in order to eliminate an arbitrary limitation on the type of communications broadcasting equipment that may apply to a specific exemption provided for very low-powered facilities (Second Reading Agenda 1849; Amend Chapter 33.274)

Disposition: Ordinance No. 169514. (Y-4)

Commissioner Mike Lindberg

***1875** Contract with CH2M Hill to provide engineering services for the Columbia Boulevard Wet Weather Treatment Facilities and provide for payment (Ordinance)

Disposition: Ordinance No. 169515. (Y-4)

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City Auditor Barbara Clark

1876 Assess property for sewer connection contracts processed through the Private Plumbing Loan Program for the period ending November 14, 1995 (Second Reading Agenda 1851; P0014)

Disposition: Ordinance No. 169516. (Y-4)

1877 Assess property for sewer system development contracts of the Mid-County Sewer Project for the period ending October 25, 1995 and non Mid-County for the period ending October 25, 1995 (Second Reading Agenda 1852; Z0623 through Z0624)

Disposition: Ordinance No. 169517. (Y-4)

At 10:25 a.m., Council recessed.

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A RECESSED MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 29TH DAY OF NOVEMBER, 1995 AT 2:00 P.M.

THOSE PRESENT WERE: Mayor Katz, Presiding; Commissioners Blumenauer, Hales and Kafoury, 4.

OFFICERS IN ATTENDANCE: Cay Kershner, Clerk of the Council; Michael Holstun, Senior Deputy City Attorney; and Officer Chuck Bolliger, Sergeant at Arms.

1878

TIME CERTAIN: 2:00 PM - Adopt the Central City Transportation Management Plan (CCTMP) and amend the Zoning Code and Comprehensive Plan to implement the CCTMP (Ordinance introduced by Commissioners Blumenauer and Hales)

Discussion: Commissioner Blumenauer said this Plan reflects five years of work, noting that the people of Portland have a great deal of pride in the history of the City's ability to manage downtown development. Twenty-five years ago the business community felt the key to downtown vitality was to build another 12,000 parking spaces. What transpired, however, was the removal of some parking, including the three-story garage next to Meier and Frank for Pioneer Square. A cap was put on the number of parking spaces in downtown and a decision was made to manage it as part of a comprehensive program in the core. The results have been an increase in transit service, a dramatic increase in the number of job opportunities in downtown and increased retail vitality, making the downtown core the envy of cities throughout the United States. Now, however, the useful life of that program has passed and without some policy changes, could make the problems it was designed to solve worse. Air quality is no longer a problem of carbon monoxide but there is a regional problem with ozone. If the downtown is unable to accommodate more growth in the downtown core and instead it spreads throughout the region, there is a very real danger of having ozone pollution become worse and penalize downtown further. He noted that 25 years ago virtually all Class A office space was in the downtown core while, today, only about half is. He noted that the downtown is much larger now and extends north of Burnside and south along Macadam, as well as the Central Eastside and Lloyd District. For this and other reasons, it is no longer rational to apply restrictions to only one portion of the downtown. Commissioner Blumenauer noted that more jobs and housing are planned for downtown and dollars have been invested for transit infrastructure and that will continue. He said downtown will not work as well if the current policies are kept in place. If the City just inches along

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with incremental growth and does not increase transit or take a different approach to parking, the growth cannot be accommodated and there will be more traffic congestion and a less functional downtown. Because of these trends, about six years ago an effort was begun which first allowed the City to mitigate and add some spaces to the inventory of the parking lid. More important has been work on the Central City Transportation Management Plan (CCTMP) which has developed a new policy and framework that includes the strictest parking ratios in the country for a downtown core area but no longer applies an absolute cap in terms of a lid. The Plan will aggressively manage parking and will be able to coax more spaces out of the parking inventory, particularly for those coming downtown to shop. The Plan is a blueprint for more transit activity and additional housing as part of the City's strategy to deal with air quality, congestion and growth. He complimented Planning Bureau staff for translating this into reality.

Commissioner Hales said only in Portland would people get this excited about a plan. That is because we have seen the benefit of good planning for the community for a very long time. Secondly, such plans survive changes in administration, office holders and staff. The Plan will be Commissioner-, staff- and, hopefully, political-proof. The Plan also illustrates the strength of the collaborative process. Finally, the Plan deals very carefully with the eight different communities within the Central City, giving it what it needs to work in the marketplace. It will enable the downtown to continue its primacy in the region and continue to capture the lion's share of new office development and a significant share of the 50,000 housing units which they hope to see built within the City instead of having all the housing activity flow to the suburbs. It will be a planning document enabling downtown to work functionally with all modes of transportation, allowing it to grow in economic strength and in the diversity of opportunities for places to live, shop and do business.

Mayor Katz asked staff to describe what difference the Plan will make in terms of its impact on citizens in the community.

Elsa Coleman, Office of Transportation, said the Plan is a lot more than parking, which usually gets a lot of attention. To bicyclists and pedestrians, this is an action plan for making the Central City more convenient to walk and bike. To shoppers, it means parking spaces are available, because the Plan greatly clarifies exactly how shopper garages can be built. To neighborhoods, livability can be integrated with growth through such means as individually tailored parking permit programs. To transit riders, it means an aggressive plan for increasing service throughout the Central City. For example, the Lloyd District commuter transit ridership is now about eight percent

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and that is projected to increase to 26 percent over the next 20 years. That is a significant change. It means having available a minimal amount of parking for tenants, a swing factor for many in whether to locate in an older building. The 4,600 new spaces is an important number -- those are spaces that will be removed as new development occurs downtown and those surface lots are what the older buildings have been relying on. She said the process for adding parking spaces will be carefully managed and it is not a matter of dumping thousands onto the market. To a developer, the Plan is a clear expression of the rules and requirements as well as the commitment to new housing. To businesses, it means the downtown is open to business, allowing people to get to their businesses, whatever their transportation mode. To all citizens, it means an integrated, balanced transportation system that focuses on all modes, not just cars, and recognizes that the downtown includes neighboring districts.

Cary Pinnard, Planning Bureau, reviewed the Zoning Code component which implements part but not all of the policy. The goal was to create a plan that dealt with the unique characteristics of the different districts in the Central City. For that reason it is divided into areas with the Core area corresponding to the existing Downtown Parking and Circulation Plan area. Regulations have been written to cover new types of parking. The first three deal with how parking gets created based on floor area. Growth parking talks about allowable parking based on additions to buildings or to new buildings. Preservation parking is a brand new approach where for the first time some parking will be allowed for existing older buildings that do not have parking spaces up to the ratios. The third type based on floor area is residential/hotel parking. The additional three types are based either on use or demand, rather than floor area. The first is visitor parking and covers approval criteria for new short term parking, with Morrison East and West being examples. The second, undedicated general parking, covers existing commuter lots and allows them to be grandfathered in although the policy states that no new commuter lots will be allowed if they are not tied to floor area. The third is one created for some special situations in residential zones on the west side of downtown where there are some non-residential uses and this is mostly a grandfathered in those.

Ms. Pinnard said the biggest difference people are likely to see is all parking items are now allowed through an over-the-counter review rather than having to go to a hearing. Where a land-use review and hearing is necessary, the approval criteria are clearer and more focused on the policy issues.

Commissioner Hales distributed a small amendment he is proposing

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which deals specifically with an action item concerning the parking needs of the downtown churches. The amendment would be added to the Action Item in 1879, page 50, where the words "and religious institutions" would be added.

Mayor Katz asked how many more parking places the area will have, under both the best and worst case (high and low) scenarios.

Steve Fosler, Chair, CCTMP Citizens Advisory Committee, said the key word for this Plan is comprehensive, both in terms of the subjects covered and who participated all the way through the process. It covers every mode of transportation in a way that is practical and accommodates all of them. He noted the numerous groups, including developers, neighborhood activists and land-owners, who actively participated. Part of the reason this is such a viable plan is that it has been rewritten many times in response to public input at various stages throughout the last five years. He said he was skeptical initially that they would be able to come up with a plan that would maintain control of parking and traffic because the pressures to remove previous controls were strong. He also feared that livability would suffer because of concessions to easy fixes. There are no easy fixes and he is confident that the CCTMP will accommodate improvements in livability even in high-growth scenarios. People ask why such a high-growth scenario has to be considered. In fact, Portland has been at the levels predicted in the CCTMP so it is not a plan for the future but for the present that the City will have to keep working on over the next 20 years, just as it worked to maintain the Downtown Plan and Central City livability during the last 20 years.

Martin Brantly, speaking for KPTV and other business interests, said the Plan attempts to address many concerns of the Central City as well as the neighborhoods. Concerns about housing and traffic circulation are written into the CCTMP and while it is not the final end to the problem it is hoped it will make the situation better and will continue to be worked on over the next 20 years. While, for the first time, it views the Central City as a whole, the overwhelming longterm problem of circulation will still remain. Among the many Plan accomplishments is increased awareness level among the many constituencies about the important role that transportation plays in the future development of the Central City. Changes in transportation policy are being directed toward supporting existing and new development. The CCTMP allows for greater emphasis on supporting higher density and has developed an agreement on higher growth projections in the Central City that have been adopted as part of the Metro 2040 Plan. To accomplish this, new philosophies and new terminologies are needed, both in the policy and Code. Increased housing development is also being encouraged through the CCTMP as

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housing is a very significant factor in the transportation future. Many believe congestion is the single most significant restraint to development and CCTMP policies are directed at reducing the number of auto commuters to the Central City. While regulations are strong on commuter use of cars, the regulations on shoppers and residential parkers are reduced. Today the air quality issues have shifted and the CCTMP reflects that shift with the emphasis away from carbon monoxide downtown to regional trip reduction. All realize the air that we breathe occupies a larger geographic basin not limited to the downtown area. The downtown parking lid has been replaced but not removed and will occur after approval by the Environmental Protection Agency. New parking to support existing buildings, particularly older and historic buildings, has been added. New parking structures will be allowed as long as they adhere to certain guidelines. Commercial accessory regulations have been softened to operate closer to market conditions. Surface lot renewal has been improved and many Code amendments were made to improve the permitting and operation of existing surface lots, a highly contentious issue. Finally, new ratios are established for the Lloyd District, which currently has no parking policy. Increased parking ratios for the first time will be instituted throughout the Central City because of the realization that we all live in one large city, not individual sections.

Tom Walsh, Tri-Met Director, speaking on behalf of Tri-Met Board Chair Phil Bogue, also a member of the CCTMP Steering Committee, urged adoption of the Plan. He said Tri-Met, as a partner over the 20-year life of the current CCTMP, has reaped the rewards of that plan and what has been done downtown and in the Central City, Tri-Met's largest single market. He said he is often asked why a transit agency cares about a portion of this plan which deals with parking. The answer is that parking is an integral part of any managed transportation system in a Central City.

Commissioner Blumenauer said, based on the public testimony today, staff will develop a matrix of the issues raised for consideration next week.

Mayor Katz asked Tom Walsh to respond by next week as to what it means to Tri-Met to truly be partners. What would the agency have to develop and what would the cost be to make this work? She said one side of the equation will be driven by the market. Tri-Met's side is driven by available revenues and the kind of service it can provide.

Michael Hale, Manager, Elmer's Flag and Banner, NE 14th and Broadway, said he also represents the 2,277 people who live, work and shop in his community and who have all indicated on a petition

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their opposition to parking meters in the Broadway/Weidler Lloyd District. To remove or limit parking before adequate alternatives are in place will harm the economic growth and vitality of this area. They also do not want a Fareless Square which will turn them into a parking lot for the west side of downtown, the Arena or the Convention Center. They want much better bus service to other areas of town without having to go downtown and transfer. They should be able to have a place for people to park and while parking meters may open up spaces for his customers, he does not know where his 15 employees can park. He said there is no adequate bus service there now. The most important part is what kind of partnership is Tri-Met going to have with the City. They would like to see the Plan amended to make parking changes only after adequate bus service is available in this area. Speaking for himself, he said he believes some of the changes proposed are coming too fast, even after five years of study. Ten years ago when Elmer's moved to its current location, it was an undesirable place. He urged Council to keep it vital and not to put in Fareless Square or parking meters until there are more buses.

Irwin Mandel, 1511 SW Park, said there is a way to have less parking downtown and to not have an 11-story parking structure on the present Nordstrom lot. He suggested that a residential facility be placed there instead. He said the emphasis on housing in the core area should be shifted from subsidized low-income to middle-income housing for people who would like to live and work and play downtown. He said if the City keeps filling up downtown with subsidized housing and does not make room for people who want to live downtown, it will end up with a parking and pollution mess.

John Lanouette, 1400 NE 2nd, 97232, Chair, Lloyd District Community Association, said members of the Community Association have been involved all along in this process and endorse the Plan which allows growth and manages community parking and transportation needs in a responsible manner. He said they realize that parking controls are necessary in the District because of the link with the downtown core. Implementation must take into consideration the diversity of the District. Two concerns remain: 1) event parking and transportation which require additional review as up to 50,000 visitors could use the area at one time; and 2) Tri-Met services must be increased to provide a viable, safe and timely alternative to auto use. The Association endorses extending Fareless Square to the Lloyd District as this will decrease vehicle trips to the District, having a positive effect on congestion and air quality. Finally, additional development in the area should be compatible with the new character of the Lloyd District.

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Keith Bartholomew, 534 SW 2nd, No. 300, said this is a very good Plan and represents a consensus product. He said it is good to focus on maximum ratios and not the absolute number of parking spaces available in all the Central City. He urged Council to continue to work on a regional concept and opposed allowing parking garages on the bus mall. He said the Plan will work if all the aspects are implemented, not just the easy ones.

David Zagel, Portland Chapter, Oregon Rail Advocates, opposed removal of the parking lid, which he called a model policy. He said the transit mall, the urban growth boundary and the parking strategy are what have made all the policies work. He said the City should also fight the perception that a parking limit will inhibit development.

Commissioner Blumenauer asked what he would do.

Mr. Zagel said he would keep the limit on downtown parking.

Commissioner Blumenauer asked if a rational way to deal with this might be to raise the lid to fit with the ratios.

Mr. Zagel said yes, the lid does not need to be hard and fast but some limit is needed to encourage transit use.

Amanda Fritz, 4106 SW Vacuna St., 97219, said Council should not adopt policies regarding surface parking without addressing stormwater runoff. She stressed the need to start cleaning up the Willamette River rather than having to build another reservoir. She said the Plan removes some of the landscaping requirements and conflicts with what Council adopted earlier this year. She noted that surface lots which are grandfathered in need not add landscaping.

Al Jasper, 19 NW 5th, operator of a restaurant on the bus mall in Old Town, noted the parking problems that are occurring in his area due to the Tri-Met bus extension and future lightrail plans. Between 150 and 180 surface street parking spaces have been removed and he hears many complaints about the lack of parking. He said many Old Town businesses depend on auto parking and they need parking structures closer to the Mall than are currently available. He said on Blazer game nights no parking is available at all and this puts a lot of pressure on the area. He asked Council to take a look at this problem.

Art Lewellen, 27 SE 74th Avenue, said as a lightrail advocate, he believes it will provide a good alternative to the automobile but he is opposed to stating that South/North alignment must go downtown as

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he believes it should stay on the east side and transfer points should be used to bring riders downtown. Increasing the amount of parking downtown is counterproductive if the City is trying to increase transit ridership where good investments have been made in lightrail and bus transportation. Making it easier to drive your car is a disinvestment.

Andy Cotugna, Metro Transportation Director, urged adoption of the CCTMP as it is consistent with the direction the region is heading on the 2040 growth concept, the regional transportation plan, air quality objectives and parking management throughout the metropolitan area. Although parking regulations have not been adopted elsewhere in the region, there is active discussion about both lowering the minimum amount of parking required in new development and establishing a maximum limit on allowable parking. He said they are very interested in the success of the Central City and in having it maintain its status as the region's center for employment, retail, cultural and government services. Having an effective transportation system to accommodate that is essential if that is to happen. It is also important that regulations not competitively disadvantage the Central City relative to other parts of the region. Development must be served both from market and transportation points of view. It is also important that plans for the Central City transportation system tie in with those of the whole region's transportation network and how City regulations affect that. He said the housing goal for 50,000 housing units is also a very important piece in meeting both land-use and transportation objectives as it gets the region the farthest towards reaching its VMT reduction goal, both by shorter trips and the maximum amount of alternative mode trips.

Mayor Katz said the issue of the region is very critical as when she first came onto the Council the notion was that the region would be acting in unison to make this happen so the City does not take a major step, as it has done with housing, jobs and meeting 2040 goals, and then finds the region is not willing to be real partners. She asked Metro to get the region to be real partners with the City so it does not continue to be disadvantaged in terms of parking spaces.

Mr. Cotugno said where the growth is going to go, the design of the transportation system and the parking regulations play a part. The region is in lockstep with the City and the growth concept which everyone else in the region is adopting says the Central City is the heart of the region and should continue to grow and have its historic market share of employment growth and higher than its historic share of housing. The rest of the region also supports having all corridors lead to downtown Portland through the regional lightrail and highway systems. In terms of parking, he sees pretty active

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endorsement of two out of three aspects of parking management. Strong support has been voiced for lowering the minimum as right now too much parking is demanded throughout the region, whether or not a business wants to build it. There has also been support for integrating that with DEQ's employee commute option program allowing a new business to build to the new minimum in lieu of adopting the administrative procedures associated with implementing an employee commute option program. He said he hears a lot of debate still about whether there should be maximums. While he believes there is support for maximums, there is trepidation about what the right ratios are and how they should be administered and applied. He noted that while Portland took five years to get to this point, the rest of the region is at the beginning of the five-year period. Such questions as what is the right kind of parking to allow where arise. No one else has done parking management in the region yet and while they are moving in this direction, it is foreign territory to them.

Commissioner Hales said he disagreed with Mr. Cotugno's earlier statement that the region was in lockstep. Philosophically, it is moving in the right direction better than has been seen in a long time, but the translation from intention to zoning and policy that the City has done will have to be replicated elsewhere for this plan to work. For example, he noted the City is just this week fighting the attempted move of the Public Employees Retirement System staff from the Central City to a freeway interchange in Tigard. The question is will Metro be able to enforce a level of planning rigor that allows these kinds of transportation policies to be more than intentions. That is where the City really needs Metro's help -- translating the specifics into Code.

Mayor Katz agreed.

Commissioner Blumenauer said some other tools are coming into play like the Transportation Planning Rule and hopefully not all environmental regulations on the federal level will be gutted. He said he sees this as an important first step because now the City has something it can give to its regional partners. A lot of people are moving in this direction because they are going to have system failure as well and he sees this as perhaps the most important single contribution in taking the plunge first to develop the model. He said he is optimistic about reaching the regional goals faster when people see everybody else is moving in the same direction.

Mayor Katz said she told Mr. Barruti of the Housing Division at the State level that he has a tool for the City which he can enhance because Portland is doing the right thing. It is called dollars and

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cents in terms of a tax credit. If a community is moving ahead and taking the risks, as Portland has been doing for a long time, without being recognized by financial resources to reward it, then the State is making a terrible mistake. When Commissioner Blumenauer, who happens to sit on the Joint Advisory Commission on Transportation, advocates for money for projects that support livable city goals, she does not want to see the money going into communities that are not doing the same kind of hard work. She said she knows those are harsh words but this is a very sensitive issue that deserves a lot of balance and will fail without it.

Mr. Cotugno said he does not disagree.

Ed Pischedda, Land-use Committee Chair, Downtown Community Association (DCA), said he collected close to \$1,000 in parking tickets in the five years he lived downtown five years ago and therefore considers himself something of an expert on downtown residential parking. He said in January of this year he moved from living downtown based on reasons any rational person of modest means would have made. He knows several other people in similar situations. The CCTMP model assumes that strong residential growth will reduce congestion caused by high growth commercial scenarios, i.e. office workers living in the Central City. The current parking situation downtown is grossly inadequate to meet the needs of any but the most economically elite of downtown residents. He urged Council to adopt proactive policies that recognize the parking needs of downtown residents are very different from those of office workers, shoppers and other commuters. Downtown Portland must provide for the parking needs of both existing and future residents to compete effectively in the regional market. He said the DCA commends the Citizens Advisory Committee's efforts on behalf of downtown residents, but opposes several specific provisions. In Section 33.510.263 (e-3), they oppose limiting residential parking to any maximum ratio. Land prices will ensure that excessive parking will not be created and regulation is unnecessary and extremely counterproductive. In that same subsection, relating to existing dwellings, they oppose language prohibiting options creating parking for existing buildings other than internal conversion, excavating under the buildings or adding gross building area to buildings as the current plan proposes. He said other creative options should not be prohibited from consideration that could resolve the existing needs of downtown residents. Also, they oppose allowing existing surface parking lots. They received from the Planning Bureau a commitment for a study of the parking needs of downtown residents and urge Council to fund that study so these problems can be resolved.

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Commissioner Hales said the action item he read earlier was intended to carry that out.

Commissioner Blumenauer said compared to what the City has now, the new Plan actually makes it less restrictive for downtown residential parking. By moving forward with the study, the framework is provided to make further improvements.

Mr. Pischedda said he hoped the study would include looking at European and Canadian cities and not just American cities.

Fred Nussbaum, 6510 SW Barnes Road, speaking for the statewide Association of Oregon Rail and Transit Advocates (AORTA), commended the scope of the Plan to draw in the East side and inner Northwest and many of the concepts. However, they oppose removal of the parking lid and are puzzled that the 20-year old plan is declared inviolate on such details as street classifications when the best way to accommodate lightrail is considered but one of its cornerstones is lightly dismissed when it comes to accommodating the automobile. The downtown plan has a built-in carrot and a built-in stick and has been very successful for the last 20 years. The carrot was improved transit service, the mall and concentrating transit along the high density areas. The stick was the parking lid. Why fix something that is not broke? He urged that Council not support removal of the parking lid, although it is a delicate game of balancing, so the City does not end up shooting itself in the foot. Removal of something that has worked so well in encouraging people to come downtown sends the wrong message. People in Amsterdam, for instance, where parking is abysmal, ride their bikes, take trams and public transportation to get around. Portland should be able to do the same thing. The other item AORTA opposes is the extension of Fareless Square. He questioned who pays for it. It is another way of having regular transit riders pay for other people who may have driven downtown in the first place to get free transit service. It is an equity issue first of all. Comments have been made about parking problems in the area north of Burnside where people park to get over to the Arena and Convention Center. When you make that a free transit trip those problems will increase. Also, all the residential areas in the Lloyd Center will see increased parking pressure as people park there to get to downtown.

Commissioner Hales said he believes there is a lot of congruity between AORTA's agenda and the City's but asked if that organization, which holds the City to a very high standard, is as active in encouraging other jurisdictions to start adopting maximums. Are Tigard, Lake Oswego and Washington and Clackamas Counties getting a commensurate level of activism to make the changes there

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that Portland is attempting to build upon here? He said he would hope to see some activism on the part of AORTA and similar organizations in helping raise the regional standard. Otherwise, even this good plan will have limited effectiveness.

Mr. Nussbaum said AORTA has not done as much in the outlying areas as they would like to do because of the small, all-volunteer staff. He said they cannot go to all the jurisdictions but have certainly gone before Metro on Region 2040 and other regional issues to push forward a regional agenda on parking. They have not done a very good job of going to the Tigards, the Tualatins or Beavertons but that is something they would like to do.

Commissioner Hales urged that they do that and to look at the statistics about where the square footage of office and retail development is going in the region and focus at least some energy on those hot spots.

Peter Fry, 722 SW 2nd Avenue, speaking for the Central Eastside Industrial Council (CEIC), supported the Plan. He said the Central City is in fierce competition with the region for jobs, residents and resources and, as the Mayor has pointed out, it is not simply a matter of planning but a matter of investment. In the \$75 million Metro distributed as part of the regional reserve, number one was a four lane road from I-205 to Happy Valley. Portland was way down on the list. It is important to recognize the investment of infrastructure and planning is critical to the City's success. One of the best ways to prevail in competition is innovation and the CCTMP is an innovative plan with new ideas and methods. The Central Eastside area is a multiple-use district with manufacturing, distribution, educational institutions, restaurants, housing, retail, etc. Many modes of transportation move through the district and someday soon, street cars and lightrail will as well. These modes need to be balanced and the Plan provides a framework to accomplish this. For years, the Central Eastside has suffered the agendas of other districts and outside interests. The CCTMP provided a process for all the districts and interests to work together as one central city. The policy framework for the Central Eastside district was developed by a diverse group of businesses, individuals and bicycle/pedestrian advocates and they were also proud to be involved in other aspects as well. All the CEIC's objections have been met and it supports the Plan.

David Stewart, President, Sensible Transportation Options for People, Inc. and a member of the Citizens Advisory Committee, urged adoption of the Plan. He emphasized the extreme importance of transit in the success of this plan and said he realized early on how

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futile it would be to base significant growth in the Central City on significantly increasing single-occupant vehicle volumes. He said a lot of work needs to be done on increasing the transit mode split on the existing bus lines and other transit corridors which come into the City at this time. He said the City also needs to capture a high amount of transit ridership out of the new housing proposed for the Central City. The City is basically betting the region that it can handle this growth better than it can in terms of generating VMT. As the River District and other projects are built it is really important to capture those trips on transit, bicycles and sidewalks. Mr. Stewart said it is also important to safeguard the Central City's pedestrian environment. One of the positive legacies of the lid is that it encouraged an emphasis on the quality of the pedestrian environment and its relationship to making transit work. That is still very valid. The pedestrian environment is a golden goose for downtown retail but, more important, it is going to be a very critical component of making that transit happen. Without that, people will be less willing to get on MAX or the bus to get downtown. He urged Council to look very carefully at any future amendments that might detract from a street- and transit-friendly design. He thanked staff for its support for this effort.

Mayor Katz said she has the same concern about balance between enhanced transit opportunities as well as removing the lid and having additional available parking and traffic.

Mr. Stewart said he almost sees the lid and parking issue as a red herring. Not many more cars can be crammed into downtown and debating whether the City is going to or not is futile. The great opportunities lie outside that envelope.

Wendy Beth Oliver, 4124 SE Yamhill, Moderator, Association of Downtown Churches, and a member of First Congregational Church, said one of the biggest problems downtown churches face is parking and mass transit is not always a viable alternative. People come from as far away as Troutdale and Oregon City to attend churches and many church activities occur when mass transit is less frequent, such as Sundays and evenings. There are also many elderly people and families with young children who attend. When the Performing Arts Center was built, First Congregational lost its parking and now pays for the parking of its church attendees. Both First Congregational and First Christian lost on-street parking when the South Park Blocks were renovated. She noted the tremendous amount of community service the downtown churches provide and said the churches need access to parking and also need to be allowed to share parking with each other, something which has also been a problem with the City. She said they support the change to Action

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Item No. 1 and consider religious institutions when they study parking. Without parking the churches will not be around.

Mayor Katz asked if there was a barrier preventing churches from sharing their parking lots.

Ms. Oliver said recently First Methodist was told their parking lot was only for their use and they could not allow First Christian, for instance, to use its lot if there was an overflow for funerals or other events. She said she was not sure what policy was behind this but knows that local residents in Goose Hollow object to any uses by First Methodist of its lot other than people attending church.

Commissioner Blumenauer said some of the exceptions are pretty narrowly drawn, and not just for churches. He said one of the things he hopes will be dealt with is the issue of shared parking. Some people have concerns about event parking, for instance. This is a very sticky wicket but he believes the City ought to peel back some of the layers of the onion and help not just the religious institutions but others. The issue has the potential of not being simple. He said having the churches come together as a forum has been invaluable in the past over such issues as special events and runs.

Ms. Oliver said they appreciate that they have been heard although they realize that not everything can be resolved and not always in their favor.

Commissioner Blumenauer said this is an issue throughout the City, not just the Central City, and consideration will be going forward with dispatch.

Mayor Katz said this is an issue she knows that the Northwest area is trying to resolve as well and is glad that it is being looked at.

Steve Rogers, President, Broadway/Weidler Corridor Coalition, 533 NE Brazee, 97212, said they support the CCTMP for the Lloyd District, particularly its recognition of the importance of alternative transportation modes, transportation demand management and integrative solutions. Referring to Mr. Hales' earlier comments, he said an implementation agreement has been signed by almost all parties -- agencies and businesses and neighborhood associations -- and that will be a key to the Plan's success in the Lloyd District. It is a commitment by all parties to address the current uncertainty about being able to provide adequate transportation enhancements to compensate for the increase in parking controls and to provide adequate impact mitigation for surrounding residential neighborhoods. Another vital component to the success of the

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CCTMP is the Broadway/Weidler Corridor study. He commended Commissioner Blumenauer and the Office of Transportation for implementing this study to more fully understand the transportation, land-use and business development dynamics of the corridor and help strengthen and implement the pedestrian retail environment. They also seek a stronger partnership with the Bureau of Planning and Portland Development Commission (PDC) to ensure a proper fit between transportation, land-use and economic development. If all relevant bureaus contribute throughout, the study has the potential to be a model.

Mayor Katz asked what outcome he sees resulting from the study.

Mr. Rogers said they want a comprehensive study that ensures there is a fit between transportation, land-use and economic development. If there is a misfit between those three they will not have a vital corridor. They have the transportation resources, with the Office of Transportation carrying the project at the moment, with minimal interactions from Planning and PDC. They want the other bureaus to participate more and provide their expertise.

Mayor Katz said she is trying to figure out what she should tell PDC to do in order to meet this.

Mr. Rogers said, regarding the Bureau of Planning, there are issues as to whether the transportation mix fits the current zoning in the corridor and building lines. Regarding PDC, there are several items within the five year Plan that would be helpful to the corridor.

Barbara Scott-Brier, Irvington Community Association (ICA), commended staff and citizens for their active involvement. The CCTMP is a compromise document which balances diverse interests and everyone worked very hard to come up with a comprehensive document. The ICA supports the goal of the CCTMP -- growth with livability -- and welcomes the framework policy of improving pedestrian/bicycle/transit environment. Their particular concern is with the Lloyd District and the Broadway/Weidler corridor and they are pleased that the corridor comprehensive plan study is underway. Their hope is that once there is a plan they will then be able to implement its strategies. For that they need the assistance of the Office of Transportation, the Planning Bureau and the Mayor. They are moving very fast and hope to have a strategy developed by March. The ICA supports the CCTMP with two understandings: first is that the CCTMP implementation agreement is in effect; and second, some of the strategies listed in the Plan are recommendations and not necessarily fait accompli. Two items in particular, extending Fareless Square and establishing parking controls and meters in the

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Lloyd District, need further exploration. At this point Irvington has very serious concerns about extending Fareless Square as what work has been done so far shows that if the City establishes free fares, it could well invite commuters into their neighborhood to get free transit. That is not an impact they want in their neighborhood.

Mayor Katz asked if it is the cars or the people that are of concern.

Ms. Scott-Brier said it is all the additional parking in the neighborhood. She said she understands that commuters would park as far away as Knott Street in order to get free transit downtown. Irvington does not want to become a parking lot.

Commissioner Blumenauer said one of the discussions the City is having with Tri-Met is to apply the Fareless Square, if implemented, at off-peak hours.

Ms. Scott-Brier said that is why they have not totally opposed it and would be willing to discuss different options to avoid tremendous impacts on the neighborhood. The same thing holds true with parking meters.

Commissioner Blumenauer said kids from Irvington School have been involved in the process and this is much appreciated.

John Kowalczyk, Manager of Air Planning, State Department of Environmental Quality, said he was the staff person most involved in helping developing the CCTMP in cooperation with the City. He read a letter from the Director, Langdon Marsh, who notes that provisions of the Plan, notably a parking management plan applied throughout the Central City, will become a key part of the metropolitan regions' long-range plan to maintain carbon monoxide levels in compliance with federal standards. The DEQ hopes to present that air quality plan as soon as the City adopts the CCTMP. This is a visionary plan which continues to protect air quality and maintain the vitality of the Central City.

Cay Kershner, Clerk of the Council, said someone asked when the record would close for additional submissions.

Ms. Coleman and Ms. Pinnard said they would need more than one week to prepare responses. They said they told Mr. Pishedda the record would close December 7 at 10:00 a.m. for written testimony.

Mayor Katz asked why another week was needed.

Ms. Pinnard said that would allow them to organize all today's

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testimony and bring it back to Council.

Commissioner Blumenauer said he heard people arguing in terms of policy and earlier he had anticipated that people would make specific amendments. He said he thinks there were only one or two and he does not think it should take that long to deal with them. The technical information could be farmed out.

Mayor Katz said she would prefer to act on this next week.

Commissioner Hales agreed, noting that some specific points were raised that probably have to be addressed in the implementation phase and would take just a quick check by staff to make sure there is a hook in the language that gets to the issues discussed here. However, he does not see that there are text changes in front of Council.

Mayor Katz said these will be heard next week.

Commissioner Kafoury said, except for further refinements for downtown parking and the churches, the testimony has been from people who do not want to remove the lid. She said she did not think there is any interest in Council in revisiting that issue.

Mayor Katz said she has an issue. What if Council moves ahead with one piece but the other pieces do not get implemented because of lack of resources? Is there a fallback if the transit is not in place or if there are no bicycle corridors, for instance?

Commissioner Blumenauer said the model can generate what this will be, with and without the policy.

Mayor Katz said the model ought to reflect what it will look like today and what it will look like tomorrow as well.

Commissioner Blumenauer said he thinks the City can demonstrate that if faced with a worst case scenario, which they are all working hard to avoid, it would be better off adopting this than continuing with the current policy and dealing with an arbitrary lid. Adoption of this policy should make it more likely that the City gets the resources it wants, such as Fareless Square and the housing. He said the model ought to show that.

Mayor Katz said she would like to see it as she is a little nervous and needs a little higher comfort level.

Disposition: Passed to Second Reading December 6, 1995, 2:00 p.m.

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1879 Adopt some components of the Central City Transportation Management Plan and direct staff to continue work on some elements (Resolution introduced by Commissioners Blumenauer and Hales)

Disposition: Continued to December 6, 1995 at 2:00 p.m.

1880 Amend the fee schedule to add fee for Central City Parking Review (Ordinance introduced by Commissioner Hales)

Disposition: Passed to Second Reading December 6, 1995 at 2:00 p.m.

At 4:05 p.m., Council adjourned.

BARBARA CLARK
Auditor of the City of Portland

Cay Kershner
By Cay Kershner
Clerk of the Council