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**Ordinance No. 109915**

AN ORDINANCE relating to land use and zoning; amending Section 24.64.130 of the Seattle Municipal Code (Section 23.31, Zoning Ordinance (86300)) relating to off-street parking requirements and limitations in the downtown area.

3-11-81 hold  
5-13-81 Pass  
5-12-81 held 1 week

COMPTROLLER  
FILE NUMBER \_\_\_\_\_

**Council Bill No. 102117**

INTRODUCED: MAR 02 1981	BY: TO: TRANS
REFERRED: MAR 02 1981	
REFERRED:	
REFERRED:	
REPORTED: MAY 26 1981	SECOND READING: MAY 26 1981
THIRD READING: MAY 26 1981	SIGNED: MAY 26 1981
PRESENTED TO MAYOR: MAY 27 1981	APPROVED: JUN 03 1981
RETD. JUNE 4 1981	PUBLISHED:
VETOED BY MAYOR:	VETO PUBLISHED:
PASSED OVER VETO:	VETO SUSTAINED:

ORDINANCE 109915

AN ORDINANCE relating to land use and zoning; amending Section 24.64.130 of the Seattle Municipal Code (Section 23.31, Zoning Ordinance (86300)) relating to off-street parking requirements and limitations in the downtown area.

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. That Section 24.64.130 of the Seattle Municipal Code (Section 23.31, Zoning Ordinance (86300)), as last amended by Ordinance 109126 is further amended by repealing the entire section and substituting therefor the following:

24.64.130 DOWNTOWN PARKING AREA SPACES PERMITTED

A. The "Downtown Area" as shown on Plate IV is established as an area where unlimited off-street parking is discouraged and a maximum number of parking spaces is specified to minimize traffic generation and congestion. Individual parking developments within an urban renewal area shall be exempted from the requirements of this section provided:

1. The urban renewal area has a plan adopted by ordinance including a parking element designed to meet the intent of the City's Downtown Parking Policies.

2. Said individual parking developments are identified in the adopted plan.

B. Off-street parking spaces may be established in Area "A" of the Downtown Area as follows:

1. Principal use parking facilities will be permitted as a conditional use in accordance with 24.74.010 and the following additional conditions:

(a) The use shall be located and operated in such a manner as to serve a demonstrated need for short-term parking.

- 1 (b) The use shall be located in a multi-level  
2 garage structure where street level frontage  
3 is devoted to retail uses or similar pedestrian  
4 oriented activity.
- 5 (c) Adequate screening and landscaping shall be  
6 provided.

7 An analysis shall accompany such proposal and  
8 shall include an evaluation of impacts of the use  
9 on the transportation system, specifically surface  
10 street capacity, transit operation, pedestrian  
11 spaces, and impacts on air quality.

- 12 2. Accessory parking shall be permitted outright as  
13 an accessory use to uses in buildings which are  
14 erected, enlarged or expanded after October 1,  
15 1976, or as accessory to a rehabilitated building  
16 existing prior to October 1, 1976 and where at  
17 least fifty percent of the building is rehabilitated  
18 after October 1, 1976, if the Director determines  
19 that the parking spaces are in fact accessory to  
20 the rehabilitated building and the rehabilitation  
21 is evidenced by an expenditure in any twelve month  
22 period of at least twenty dollars per square foot  
23 of gross floor area being rehabilitated. In all  
24 other cases, accessory parking will be permitted  
25 only as an accessory conditional use.
- 26 3. Accessory parking spaces not located on the same  
27 site as the principal use shall be authorized only  
28 as an accessory conditional use in accordance with  
29 24.74.010.
- 30 4. New open parking lots are prohibited except as  
31 accessory uses for rehabilitated buildings meeting

1 the requirements set forth for such in 24.64.130(B)(2).

2 C. Within the "Retail Core" of Area "A" of the "Downtown  
3 Area" as shown on Plate IV, bounded by University Street,  
4 First Avenue, Stewart Street and Seventh Avenue, accessory  
5 parking spaces shall be authorized in excess of the maximum  
6 number provided in 24.64.130(E) if the Director determines that  
7 the ratio of all parking spaces to gross floor area devoted  
8 to retail uses in the Retail Core is less than the ratio of  
9 such spaces to such area as of October 1, 1976, and that the  
10 proposed spaces do not cause said ratio to exceed the total  
11 as of October 1, 1976; and that such proposed spaces will be  
12 located in a multi-level garage structure, the ground or  
13 street level frontage of which is devoted to retail uses or  
14 similar pedestrian oriented activity. New retail uses,  
15 restaurants and places of assembly may aggregate their  
16 maximum number of permitted accessory parking spaces in the  
17 same parking facility provided the facility is located not  
18 more than 1200 feet from each of the participating uses.

19 D. Off-street parking may be established in Area "B"  
20 of the Downtown Area as follows:

- 21 1. Principal use parking on open lots or in structures  
22 shall be permitted as a conditional use in accord-  
23 ance with 24.74.010 if the proposed use does not  
24 have a significant adverse effect upon traffic  
25 flow or surface street capacity, particularly at  
26 peak hours.
- 27 2. Accessory parking shall be permitted outright as  
28 an accessory use for uses in buildings which are  
erected, enlarged or expanded after October 1,  
1976, or as accessory to a rehabilitated building  
existing prior to October 1, 1976 and where at

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least fifty percent of the building is rehabilitated after October 1, 1976, and the Director determines that the parking spaces are in fact accessory to the rehabilitated building and the rehabilitation is evidenced by an expenditure in any twelve month period of at least twenty dollars per square foot of gross floor area being rehabilitated.

3. Required accessory parking shall be permitted outright in a building or on an open lot when the principal use is located in a zone where parking is required by this article. All such parking shall be located in the same zone as the principal use.

4. In all other cases accessory parking, whether located on the same or on a lot other than the principal use, shall be permitted in a building or on an open lot only as an accessory conditional use in accordance with 24.74.010.

E. Maximum permitted spaces:

1. The maximum number of parking spaces permitted as accessory to principal uses in the Downtown Area shall be the same as the minimum number of parking spaces specified for such uses in 24.64.120, each space being calculated as having a maximum area of three hundred fifty square feet, subject to the following exceptions in Area "A":

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Use	Maximum Parking Spaces Permitted
Banks, businesses or professional offices in buildings where such uses occupy at least 80% of the gross floor area exclusive of the floor area devoted to lobby, parking and mechanical equipment.	One for each 1000 square feet of gross floor area of the entire building in the CM Zone; one for each 1500 square feet of gross floor area of the entire building in the BM and M Zones.
Banks, businesses or professional offices where mixed with other uses and constituting less than 80% of the gross floor area of the building exclusive of floor area devoted to lobby, parking and mechanical equipment.	One for each 1200 square feet of gross floor area of such uses in the CM Zone; one for each 2000 square feet of gross floor area of such uses in the BM and M Zones, in addition to spaces permitted for other uses in the building.
Transient accommodations such as hotels, motels, and motor hotels.	One for each two units.
Restaurants	One for each 200 square feet of gross floor area.
Retail stores	One for each 300 square feet of gross floor area.
Helisports	One for each helistop pad.
Trade or business schools	One for each 1000 square feet of gross floor area.
Residential dwellings	Two for each dwelling unit.

- 2. In those parts of the Downtown Area where both minimum and maximum parking requirements result from application of zoning regulations, the maximum parking limit shall be not less than one-hundred-ten percent of the minimum parking requirement.
- 3. Parking spaces in excess of the maximum number allowed in this section may be authorized by the Director only as a variance as provided in 24.74.030.

(To be used for all Ordinances except Emergency.)

Section 2.... This ordinance shall take effect and be in force thirty days from and after its passage and approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the provisions of the city charter.

Passed by the City Council the 26<sup>th</sup> day of May, 1981, and signed by me in open session in authentication of its passage this 26<sup>th</sup> day of May, 1981.

*[Signature]*  
President of the City Council.

Approved by me this 3<sup>rd</sup> day of June, 1981.

*[Signature]*  
Mayor.

Filed by me this 4<sup>th</sup> day of June, 1981.

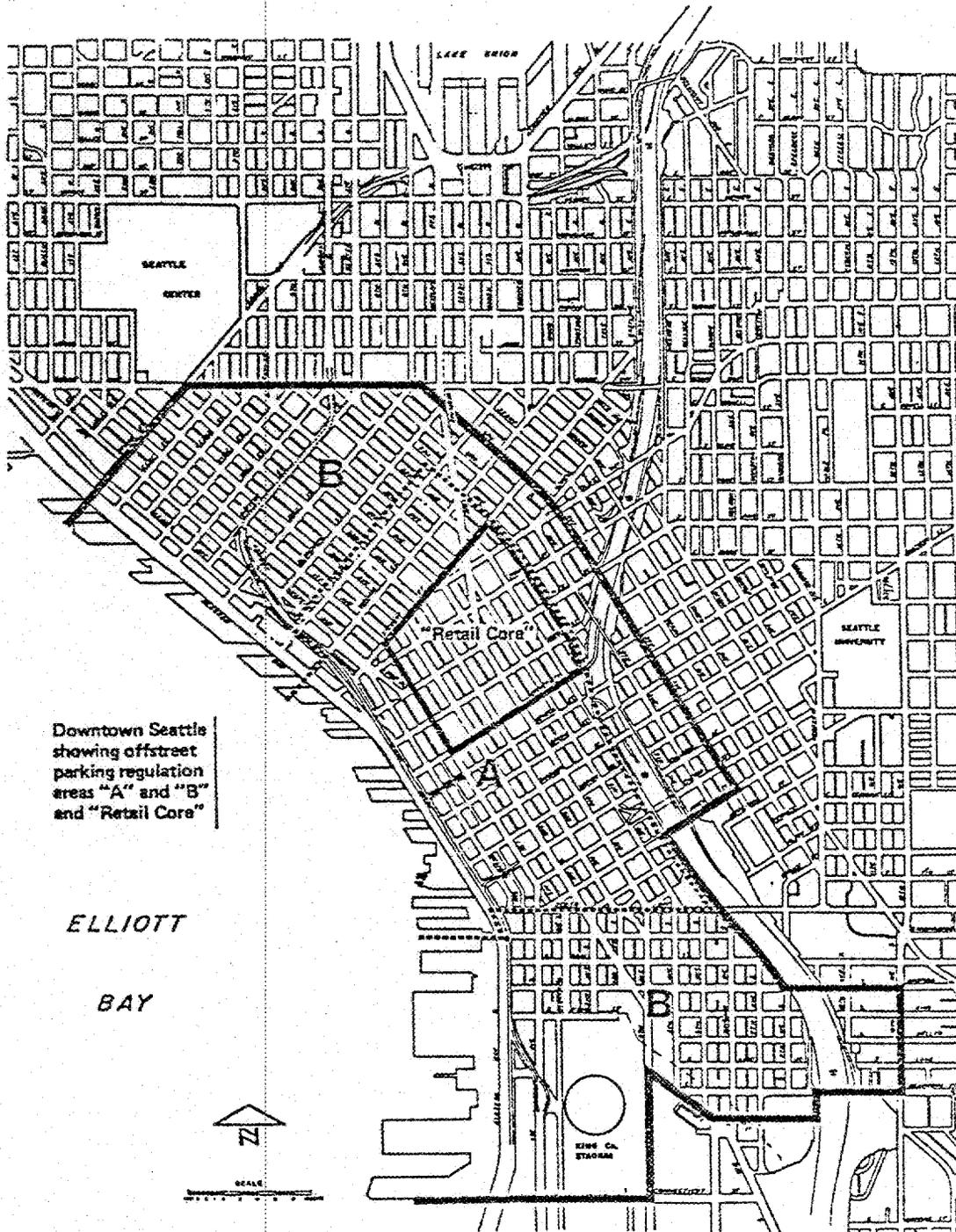
Attest: *[Signature]*  
City Comptroller and City Clerk.

(SEAL)

Published.....

By *[Signature]*  
Deputy Clerk.

# OFF-STREET PARKING AND LOADING REQUIREMENTS



Downtown Seattle  
showing offstreet  
parking regulation  
areas "A" and "B"  
and "Retail Core"

ELLIOTT

BAY

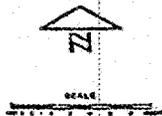
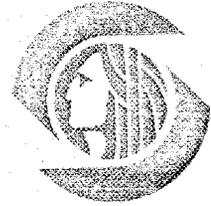


PLATE IV

Your  
Seattle  
Community Development

Evelyn Y. Sun, Acting Director  
Charles Royer, Mayor

January 22, 1981



CITY OF SEATTLE

JAN 26 1981

Douglas M. Jewett  
City Attorney

Mr. Douglas Jewett  
City Attorney  
City of Seattle Law Department  
10th Floor Municipal Building  
Seattle, Washington 98104

Attention: Mr. Gordon Crandall

Dear Mr. Jewett:

The Council has informed us that they desire draft legislation in conjunction with our various reports and studies which make recommendations for Ordinance Amendments. We recently sent to the Council the attached report, "Parking Regulations in the Downtown Area."

Could you prepare a draft Council Bill for presentation to them, as your organization has the expertise for this function and will eventually prepare the final legislation. If you have any questions concerning this request, please call Paul Edgar at 5698. Thank you for your assistance in this matter.

Sincerely,

EVELYN Y. SUN  
ACTING DIRECTOR

*Larry W. Schmeiser*  
By: Larry W. Schmeiser, Director  
Land Use Management and Conservation

*Rec 26/03  
9-17-79 Res*

LWS:pet

Attachment

Your  
Seattle  
Community Development

Everett Siro: Acting Director  
Charles Hoyer: Mayor



NOTICE OF A PUBLIC HEARING  
ON A  
ZONING TEXT AMENDMENT

On Wednesday, May 13, 1981 at 11:00 A.M. in the City Council Chambers, 11th floor, Seattle Municipal Building, the Council Committee on Transportation will conduct a public hearing to consider a proposed amendment to the text of the Zoning Ordinance and Seattle Municipal Code as follows:

Downtown Parking Area Spaces Permitted Section 23.31  
(Seattle Municipal Code Section No. 24.64.130)

This proposal would reorganize the present regulations for Downtown Parking and make several changes:

1. When there is an Urban Renewal Plan the area involved would be exempted from these provisions.
2. Principal use parking in garage facilities would become conditional uses with certain specifications. Presently they are not permitted.
3. In those areas where there is both a maximum and minimum parking requirement, the maximum may be extended to 110% of the minimum requirement. Now there is no latitude for uses in this circumstance.
4. Residential units will be allowed to have a maximum of two spaces per unit. There is no maximum specified now for residential uses.
5. If a person wishes to exceed the maximum number of spaces permitted, they will be required to have variance approval. The present ordinance provisions, while not explicit, suggest a conditional use is required.
6. Required accessory parking will be allowed outright. Some zones in the downtown area require parking. This change would eliminate the need of a conditional use to provide what is mandatory.

Persons interested in obtaining copies of the proposed text changes summarized above should contact Paul Edgar 625-4511, Land Use Management and Conservation Division, Department of Community Development, 400 Yesler Building, Seattle, Washington 98104.

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Yesler Bldg., 400 Yesler Way, Seattle, Washington 98104 (206) 625-4537

Your  
Seattle  
Community Development

Evelyn Sun, Acting Director  
Charles Royer, Mayor

January 17, 1981

RECEIVED  
JAN 26 1981

The Honorable Michael Hildt, Chairman  
Urban Development & Housing Committee  
Seattle City Council  
11th Floor Municipal Building  
Seattle, Washington 98104

Dear Councilman Hildt:

This report is in response to your request that the Department of Community Development (DCD) study and make recommendations that would incorporate the zoning recommendations of the latest policy resolution for downtown parking into the Zoning Ordinance. The zoning amendments were mandated by Council Resolution 26103 which directed DCD to draft the necessary ordinance(s) to carry out the revised downtown parking policy. A copy of this resolution is attached as Appendix "A".

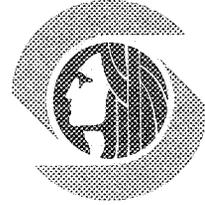
Upon review of this matter, DCD, with favorable response from other departments, has expanded the scope of this report. Because the zoning regulations relating to downtown parking (Sec. 23.31) are so obtuse and complicated, a restructuring of the entire section was made as part of this study. However, we were careful to change substance only where the revised policies called for such. The reorganization of the section was primarily for clarification.

Essentially, the revised policies called for four changes to the existing downtown parking provisions. These are:

1. Allow principal use parking in Area "A" with conditions.
2. Allow the regulation of projects in urban renewal areas to be guided by the urban renewal plans and regulations.
3. Allow some flexibility between the minimum and maximum requirements for uses where both limits are specified by the Zoning Ordinance.
4. Establish a parking maximum for residential uses in the table shown in existing Sec. 23.31(b).

Since the Council has already ordered most of these zoning changes, supporting arguments for their adoption are not necessary. Moreover, the rationale for these changes are discussed in detail in the Discussion Paper, March, 1979, for the Downtown Parking Policy. That document was prepared by the Office of Policy & Evaluation.

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However, there has been one other particular aspect of the downtown parking regulations that has been burdensome to certain people. Presently, the regulations require property developers, or users, in CG & M Zones within the downtown parking areas (A and B) to provide parking. (Other downtown zones, BM, CM, CMT and RM-MD are not required to provide parking.) Yet, other provisions compel them to obtain a conditional use permit to establish what is required. While it is appropriate to establish a maximum in the downtown area, the requirement for a conditional use should not be applied to some person who must provide required off-street parking. This combination of rules appears to us to be unfair. We are proposing language to eliminate the conditional use requirement in those instances. This will relieve an inequity and reduce the number of conditional uses required to be processed by the City.

At the present time, the Department of Construction and Land Use (CLU) has required a conditional use for any person attempting to obtain more parking than the maximum allowed in the downtown area. The basis for this is found in the Parking Section 23.31 (a) and (f). This method of using the conditional use process to obtain a deviation from specified requirements or limits in the downtown area is contrary to the present philosophy of the Zoning Ordinance which prescribes the variance procedure for such actions. It is obvious that those sections 23.3 (a) and (f) indicate a conditional use is necessary, under certain circumstances, to establish a parking facility in the "A" and "B" areas of downtown. Similarly, it requires a conditional use to establish an apartment house in a CG zone. If a person wanted to add more units than are allowed then a variance would be required in addition to the conditional use to establish "extra" units. Applying the same reasoning to the downtown parking facility, the conditional use would establish the use and if more spaces were desired than were specified as a maximum, a variance should be sought. Since the process runs concurrently, no time delay would result. The established criteria required for variances is appropriate in the downtown area as well. People desiring to exceed the maximum number of parking spaces should be able to demonstrate hardship to justify the authorization of their application. To clarify this situation we are recommending that the variance process be clearly spelled out as the appropriate method for exceeding the maximum parking spaces allowed in the recommended re-structuring of Section 32.21.

To implement the recently revised downtown parking policies, and to reorder and clarify the downtown parking regulations, we recommend the deletion of the entire Section 23.31 and the substitution of it with the following provisions:

23.31 Downtown Parking Area Spaces Permitted

- (a) The "Downtown Area" as shown on Plate IV is established as an area where parking has certain restrictions and a maximum number of parking spaces are specified to minimize traffic generation and congestion.

Individual parking developments within an urban renewal area shall be exempted from the requirements of Sec. 23.31 provided:

- (1) The urban renewal area has an adopted plan including a parking element designed to meet the intent of the Downtown Parking Policies.
  - (2) Said individual parking developments are identified in the adopted plan.
- (b) Off-street parking spaces may be established in Area "A" as follows:
- (1) Principal use parking will be permitted as an administrative conditional use in accordance with the following conditions:
    - (a) Located and operated in such a manner as to serve a demonstrated need for short-term parking.
    - (b) Located in a multi-level garage structure where street level frontage is devoted to retail uses or similar pedestrian oriented activity.
    - (c) Such parking facility will provide adequate screening and landscaping.
    - (d) An analysis shall accompany such proposal and will include an evaluation of:

Impacts on the transportation system, specifically surface street capacity, transit operation, pedestrian spaces, and impacts on air quality.
  - (2) Accessory parking will be permitted as an outright accessory use for uses in buildings which are erected, enlarged or expanded after October 1, 1976, or as accessory to a rehabilitated building existing prior to October 1, 1976, and where at least fifty percent (50%) of which is rehabilitated after October 1, 1976, if the Director determines that the parking spaces are in fact accessory to the rehabilitated building and the rehabilitation is evidenced by an expenditure in any twelve (12) month period of at least twenty (20) dollars per square foot of gross floor area being rehabilitated.
  - (3) Accessory parking will be permitted for any other situation not covered in (2) above as an administrative conditional use.
  - (4) Accessory parking spaces not located on the same site as the principal use shall be authorized only as an accessory conditional use in accordance with Article 26.
  - (5) New open parking lots are prohibited except as accessory lots for rehabilitated buildings meeting the requirements set forth for such in Section 23.31(b) (2).

- (c) Within the "Retail Core" of Area "A" of the "Downtown Area" as shown on Plate IV, bounded by University Street, First Avenue, Stewart Street and Seventh Avenue, accessory parking spaces shall be authorized in excess of the maximum number provided in (e) if the Director determines that the ratio of all parking spaces to gross floor area devoted to retail uses in the Retail Core is less than the ratio of such spaces to such area as of October 1, 1976, and that the proposed spaces do not cause said ratio to exceed the total as of October 1, 1976; and that such proposed spaces will be located in a multi-level garage structure, the ground or street level frontage of which is devoted to retail uses or similar pedestrian oriented activity.
- (1) New retail uses, restaurants and places of assembly may aggregate their maximum number of permitted accessory parking spaces in the same parking facility provided the facility is located not more than 1200 feet from each of the participating uses.
- (d) Off street parking may be established in Area "B" in accordance with the following regulations:
- (1) Principal use parking on open lots or in structures will be permitted as an administrative conditional use if the proposed use does not have a significant adverse effect upon traffic flow or surface street capacity, particularly at peak hours.
- (2) Accessory parking will be permitted as an outright accessory use for uses in buildings which are erected, enlarged or expanded after October 1, 1976; or as accessory to a rehabilitated building existing prior to October 1, 1976, and where at least fifty percent (50%) of which is rehabilitated after October 1, 1976, and the Director determines that the parking spaces are in fact accessory to the rehabilitated building and the rehabilitation is evidenced by an expenditure in any twelve (12) month period of at least twenty (20) dollars per square foot of gross floor area being rehabilitated.
- (3) <sup>Required</sup> ~~Reduced~~ accessory parking shall be permitted outright in a building or on an open lot when the principal use is located in a zone where parking is required by this article. All such parking shall be located in the same zone as the principal use.
- (4) Accessory parking, including location on separate lots, will be permitted as an administrative conditional use for any situation not covered in (d) (2) or (d) (3).
- (5) Open parking lots shall be permitted outright as accessory uses when they meet conditions specified in (d) (2) or (d) (3). Otherwise, such use shall be permitted as an administrative conditional use.

(e) Maximum permitted spaces:

- (1) The maximum number of parking spaces permitted as accessory to principal uses shall be the same as the minimum number of parking spaces specified for such uses in Section 23.3, each space being calculated as having a maximum area of three hundred fifty (350) square feet, subject to the following exceptions in Area "A":

<u>Use</u>	<u>Maximum Parking Spaces Permitted</u>
Banks, businesses or professional offices in buildings where such uses occupy at least 80% of the gross floor area exclusive of the floor area devoted to lobby, parking and mechanical equipment.	One for each 1000 square feet of gross floor area of the entire building in the CM Zone; one for each 1500 square feet of gross floor area of the entire building in the BM and M Zones.
Banks, businesses or professional offices where mixed with other uses and constituting less than 80% of the gross floor area of the building exclusive of floor area devoted to lobby, parking and mechanical equipment.	One for each 1200 square feet of gross floor area of such uses in the CM Zone; one for each 2000 square feet of gross floor area of such uses in the BM and M Zones, in addition to spaces permitted for other uses in the building.
Transient accommodations such as hotels, motels, and motor hotels.	One for each two units.
Restaurants	One for each 200 square feet of gross floor area.
Retail stores	One for each 300 square feet of gross floor area.
Heliports	One for each helistop pad.
Trade or business schools	One for each 1000 square feet of gross floor area.
Residential units	Two for each dwelling unit.

- (2) In those areas of the downtown where both minimum and maximum parking requirements result from these regulations, the maximum parking limit shall be no less than one-hundred-and-ten percent (110%) of the minimum parking requirement

Councilman Michael Hildt  
Page 6  
January 17, 1981

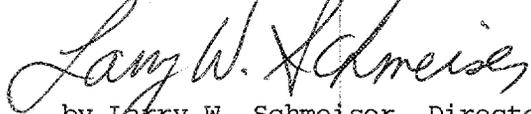
- (3) Parking spaces in excess of the maximum amount allowed in this Section may be authorize by the Hearing Examiner as provided for in Sec. 28.3

The SEPA requirements for the proposal were accommodated by the Environmental Impact Statement issued for the formulation of the original Downtown Parking zoning amendments (March 1976). The WAC (197-ID-660) authorizes utilizing a previous EIS when the proposals basically conform to the original proposal.

If you have any questions concerning this subject, please contact Paul Edgar (5698)

Sincerely,

EVELYN Y. SUN, Acting Director



by Larry W. Schmeiser, Director  
Environmental Management Division

LWS:tah

RESOLUTION 26103

1  
2 A RESOLUTION amending Resolution 24957 relating to parking policies for  
3 downtown Seattle and setting forth a schedule for implementing said  
4 amendments.

5 WHEREAS, on June 16, 1975, the City Council with the concurrence of the  
6 Mayor by Resolution 24957 set forth policies governing parking for  
7 downtown Seattle and a schedule for implementing said policies; and

8 WHEREAS, on October 24, 1976, the City Council amended Section 23.31 of  
9 Seattle's Zoning Code (Ordinance 86300) to implement certain parking  
10 policies for downtown Seattle; and

11 WHEREAS, this review has determined that certain policies of Resolution 24957  
12 have not been implemented as originally directed; and

13 WHEREAS, this review has determined that certain changes in downtown parking  
14 policy are needed to address specific issues unforeseen at the time of  
15 the adoption of Resolution 24957;

16 BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR  
17 CONCURRING THAT:

18 Section 1. Section 5.1 of Resolution 24957 is amended to read as  
19 follows:

20 "5.1 Within the CBD:

21 (1) New parking will be authorized as a permitted use only when  
22 it is:

23 (a) Clearly accessory to a permitted commercial, governmental,  
24 retail, or residential use; and

25 (b) Limited to a maximum number of spaces established by  
26 ordinance, based on a reasonable ratio or percentage of  
27 new developed floor space; and

28 (c) Structured and contained within the site of the permitted  
use.

(2) New accessory use parking will be authorized as a conditional  
use only when it is:

(a) Consistent with the applicable regulations of Seattle's  
Zoning Code (Ordinance 86300); and

(b) Limited to a maximum number of spaces established by  
ordinance, based on a reasonable ratio or percentage  
of new developed floor space; and

- 1 (c) Located within a reasonable distance (specified by  
2 ordinance) from, and clearly accessory to, a permitted  
3 commercial, governmental, retail, or residential use  
4 in either:  
5 (1) A new development, in which case the parking must  
6 be structured; or  
7 (2) An existing building in which, subsequent to the  
8 date of adoption of the ordinance implementing this  
9 policy, more than fifty percent of the floor space  
10 is restored and dedicated to a substantively different  
11 use.

12 ~~(3) New principal use commercial parking will not be authorized  
13 in the CBD.~~

14 (3) New principal use parking will be authorized <sup>ju</sup> only as a condi-  
15 tional use only when it is:

- 16 (a) Located and operated in such a manner as to serve a  
17 demonstrated need for short-term parking.  
18 (b) Located in a multilevel garage structure, the ground or  
19 street level frontage of which is devoted to retail uses  
20 or similar pedestrian oriented activity.  
21 (c) Evaluated in light of:  
22 (1) Relevant regulations of Seattle's Zoning Code  
23 (Ordinance 86300); and  
24 (2) Impacts on the transportation system, specifically  
25 surface street capacity, transit operation and  
26 pedestrian spaces; and  
27 (3) Impacts on air quality; and  
28 (4) The standards for screening and landscaping adopted  
pursuant to Policy 7.1, below."

Section 2. Section 5 of Resolution 24957 is amended by adding thereto  
a new Sub-section 5.5 to read as follows:

1 "5.5 In those areas of the downtown where both minimum and maximum  
2 parking requirements result from the implementation of Policy 5,  
3 the maximum parking limit shall be no less than one-hundred-and-  
4 ten percent (110%) of the minimum parking requirement."

5 Section 3. Section 5 of Resolution 24957 is amended by adding thereto  
6 a new Sub-section 5.6 to read as follows:

7 "5.6 Maximum limitations, developed to implement Policy 5, related to  
8 residential accessory parking shall recognize potential parking  
9 demand associated with new residential developments, provided  
10 such parking:

- 11 (1) Complies with the provision of Policies 5.1 and 5.2; and  
12 (2) Is controlled to assure that spaces are not sold or rented  
13 for uses other than parking associated with the residential  
14 use."

15 Section 4. Section 5 of Resolution 24957 is amended by adding thereto  
16 a new Sub-section 5.7 to read as follows:

17 "5.7 Individual parking developments within an urban renewal area  
18 shall be exempted from the requirements of Policy 5, provided:  
19 (1) The urban renewal area has an adopted plan including a  
20 parking element determined to meet the intent of Policy 5.  
21 (2) Said individual projects are identified in the adopted plan."

22 Section 5. Section 13 of Resolution 24957 is hereby revoked.  
23

24 Section 6. Resolution 24957 is amended by adding thereto a new Section 13  
25 to read as follows:

26 "13. Impact on Adjacent Neighborhoods  
27 Implementation of policies relating to downtown parking shall  
28 recognize the potential negative impacts on surrounding neighborhoods

1 and business districts. To address these potential problems  
2 the City shall pursue the following policies:

3 (1) The City will develop -- and will assist downtown businesses  
4 and other government agencies in developing -- strategies  
5 to reduce the demand for downtown-related parking in adjacent  
6 neighborhoods and business districts. Such strategies will  
7 be pursuant to Policies 3 and 12.

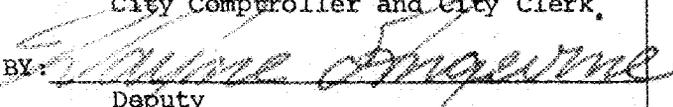
8 (2) Where determined applicable, the City will work with neighbor-  
9 hoods and business districts to develop and implement zoning  
10 and on-street and off-street parking control strategies to  
11 discourage expansion of downtown-related parking in areas  
12 adjacent to downtown."

13 Section 7. The Department of Community Development, in cooperation with  
14 the Board of Public Works, the Building Department, the Engineering Depart-  
15 ment, and other appropriate City Departments, shall draft and submit to the  
16 City Council ordinances and appropriate environmental assessments to imple-  
17 ment the changes in the downtown parking policies enacted herein not later  
18 than six months following passage of this Resolution.

19 PASSED by the City Council this 17 day of September, 1979,  
20 and signed by me in open session in authentication of its passage this  
21 17 day of September, 1979.

22   
23 \_\_\_\_\_  
24 President of the City Council

25 Filed by me this 17 day of September, 1979.

26   
27 ATTEST: \_\_\_\_\_  
28 City Comptroller and City Clerk,  
BY:   
Deputy

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Concurred in by:

*Charles Royer*

Charles Royer, Mayor





# Seattle City Council

## Memorandum

Date: April 10, 1979

To: Transportation Committee Members

From: Tom Rasmussen

Subject: Summary of the "Downtown Seattle Parking Policy Discussion Paper,"  
March 1979

The Comprehensive Downtown Parking Policy was formulated in 1975 and implemented by amendments to the zoning ordinance in 1976. This is the first of the required biennial reviews of the Policy. The purpose of the discussion paper is to provide background information on issues raised by citizens and the business community for the purpose of further dialogue. No recommendations are intended to be made until such dialogue occurs.

The data gathered for this study was for the purpose of determining the general impact of the 1976 ordinance and to identify key problems. Further data collection and analysis may be necessary if it is determined that alternatives that go beyond the scope of the 1976 ordinance are appropriate.

### A. Summary of 1976 Ordinance

1. Downtown divided into parking control areas "A", "B" and "retail core" within area "A". Please see the attached map.
2. Accessory use parking. Limitations were placed on maximum number of parking spaces that could be provided as accessory to new developments or rehabilitated structures.
3. Principal use parking prohibited within area "A" and allowed only as conditional use in area "B".
4. New open parking lots prohibited in area "A", whether as accessory or principal. They are permitted in area "A" only if accessory to rehabilitated buildings.
5. Pioneer Square and the International Special Review Districts have their own set of parking regulations.

### B. Changes in CBD Parking Characteristics (1976 - 1978)

#### 1. Parking supply:

- a. Public offstreet parking declined by approximately 2% in area "B" primarily because of conversion of public spaces to private spaces.
- b. Onstreet parking declined by approximately 17%, primarily because of widened sidewalks, loading zones for new buildings, construction of intersection bulbs, safety improvements on the waterfront and expanded bus zones.
- c. Total supply of parking spaces declined by approximately 6%, primarily in area "B".

- d. Private offstreet parking increased by approximately 6%, primarily in area "B".

2. Parking Utilization

- a. Use of public offstreet parking has increased significantly. Public parking facilities within the retail core and area "A" are operating at or near capacity. Only areas of significantly underutilized public offstreet parking are south of Yesler Way and north of Battery Street, in area "B".

Data was not collected on utilization of onstreet parking.

- b. Long term versus short term parking. Long term parking defined as parking of six hours or more. No data was gathered for 1976 on this factor. (Checks made in November 1978 indicated that approximately 85% of public offstreet parking users are long term.)

3. Parking Price

Parking price for daily rates have increased 53%; for monthly rates, 32%. Rate increases have been higher for parking in area "B".

4. Retail Core Analysis

Under the parking ordinance, if the ratio of parking spaces to retail square footage in the retail core falls below the 1976 level, then the City must authorize accessory parking spaces in excess of the maximum number allowed by the ordinance.

Based upon information received by this study, in order to return the ratio to 1976 levels an additional 121 parking spaces are needed within the retail core.

5. Accessory Use Parking Development

The study determined that accessory parking in new developments is being built and proposed at a rate of approximately 50-60% of that allowed under the current ordinance.

The reason for this is apparently economic. The cost for developing parking spaces is extremely expensive, since they for the most part must be below grade.

C. Impacts of the Parking Ordinance

1. Accessory Use Parking

Apparently there is little or no impact on the rate at which accessory use parking is being provided in new developments.

2. Principal Use Parking

It is assumed that, without the 1976 ordinance, a number of new surface lots would have been developed in area "B" and west of First Avenue in area "A". The economics of new principal use parking structures are such that it is unlikely that any would have been developed with or without the change in the ordinance.

3. Future Trends

Demand for parking will grow faster than is being supplied. Parking rates will increase to balance the demand. Changes in travel behavior will occur. Use of transit and carpools will increase.

Some commuters will relocate to other employment centers. The extent of relocation to other employment centers is uncertain. Current shortage of office space and volume of new construction indicate that the parking situation is not depressing interest in the downtown as a location for new employment.

Comparisons to other central business districts (CBD's) indicate that, as the CBD grows, the percentage of commuting by auto declines and that by transit increases. Approximately 35% in Seattle commute during peak hours. Given the employment forecast for 1990, transit use would have to increase to approximately 45% if no increase in long term parking occurs. Such an increase in transit usage is not unreasonable given recent trends in ridership and Metro's forecast growth to 1990.

If all current downtown projects were developed, they would result in a net increase of approximately 3800 offstreet public and private spaces. If the rate of parking demand continued at current levels and assuming 85% average utilization a deficit of 3000 parking spaces would result.

It has been determined that the parking demand has been declining, as evidenced by the increased percentage of travel to downtown by transit (the increased parking utilization shown previously is a result of CBD growth between 1976 and 1978). If the trend continues, and if Metro's 1990 forecasts are achieved, the net change in long term commuter parking demand would not be significant.

Short term parking trips are primarily for shopping, tourism and commercial business and are assumed to be less likely to convert to transit.

If more parking were provided at a marketable price, it would be used. It is likely that transit can meet a large portion of the commuting needs. The shortage of parking for shoppers and visitors will probably have a more significant impact on downtown activity. Whether this potential problem can be cured is not known, although some shifting of supply from long term to short term use has occurred in other cities experiencing this situation.

E. Downtown Parking Issues

The following issues were developed in discussions with the business community, citizen groups and public agencies.

1. Impact on retail activities.

Loss of onstreet, short term parking and near capacity utilization of offstreet public parking has caused many retailers to feel that sales growth and the health of the downtown retail sector is threatened.

However, retail activity and sales have increased in the past two years.

2. Impact on Commercial Activities

The near capacity for long term parking is perceived to be a constraint on future commercial expansion. Concern is expressed that businesses are leaving downtown as a result.

Current shortage of office space and volume of new construction run counter to this concern. Increase in peak hour transit ridership indicate increased transit commuting as parking availability declines and costs increase.

3. Impact on Residential activities

Many developers feel that the limitation of one parking space per dwelling unit is insufficient to meet the needs of high income multiple car families and guest parking within residential buildings which may be developed downtown.

4. Impact on Surrounding Neighborhoods

Many people fear commuters will use parking in neighborhoods adjacent to the downtown and increase pressure for parking expansion within neighborhoods bordering on the downtown area. Parking surveys conducted in 1976 and 1978 indicate this condition probably is now occurring on lower First Hill. CBD commuter parking in Pioneer Square and the International District does not appear to have increased. Data are not available with regard to the lower Queen Anne area.

5. Air Quality

The State of Washington is intending to submit an implementation plan to the EPA to bring Seattle into compliance with federal standards by the end of 1982. It is not likely that the EPA will require more stringent parking controls. However, it is likely that the EPA would become involved in any relaxation of the existing policy and require that an analysis be undertaken to determine whether any proposed changes would result in significant degradation of air quality within the downtown.

6. Transit Use

Metro transit has expanded rush hour service to downtown Seattle by 25% since 1976. It has added 3300 Park and Ride spaces in the same period. Metro plans further expansion of the Park and Ride system to a total of 10,000 spaces by 1981. These facilities provide a form of remote parking for CBD commuters and shoppers.

7. Carpool Use

Approximately 500 carpool parking spaces exist in downtown. Commuter pool plans to expand by another 150 spaces in the near future. The current 500 parking space program is estimated to result in a reduction in demand of 250 long term parking spots.

The lack of parking space for the commuter pool program limits its ability to expand the number of discounted parking spaces within the downtown core area.

8. Traffic Congestion

Downtown roadways can accommodate only minor vehicle volume increases during the morning and evening rush hours. No major expansion of this system is planned. Major expansion of the supply of long term parking is constrained by the ability of the roadways to provide access to these spaces. Significantly expanding long term parking will result in increasing congestion for current auto commuters, as well as transit and carpool users.

9. Application of the Ordinance

Concern has been expressed over the rigidity of the definition of "site" for accessory use parking; the maximum limitations on accessory use parking in new developments; and the prohibition of new surface lots. It is argued that the intent of the ordinance would not be jeopardized if more flexibility were allowed.

The argument in favor of the ordinance is that the conditional use provisions and the variance process provides flexibility as well as ensures that the policy is being adhered to.

Concern has been expressed that the Ordinance does not provide enough policy direction in that it merely specifies maximum limits for accessory parking.

The 1976 ordinance does not implement the intent of the City's policy to encourage more short term parking because the zoning changes make no reference to whether parking is to be short or long term.

Development of parking within the Pike Place Urban Renewal Project development area requires that a conditional use be granted for each facility not on the same site as the rehabilitated buildings.

F. Downtown Parking Alternatives

The following alternatives are set out for the purpose of discussion. The alternatives that are considered fall into three general categories: 1) actions to increase the supply of new parking; 2) actions to decrease the demand for parking; and, 3) actions to regulate the use of parking to address civic problems.

1. Eliminate or increase maximum limits on accessory use parking.

Potential benefits of this action include the following:

- gives developers flexibility to supply more parking in warranted situations;
- facilitate the development of upper income housing in the downtown;
- reduce the pressure on existing parking resulting from new residential developments.

Potential negative impacts of this action would include the following:

Eliminating the maximums would remove the check provided by the variance process which allows flexibility to provide more parking where additional parking would not have negative impacts.

Any action which results in an increase in long term parking supply will result in less incentive to use transit and carpools, potential degradation of downtown air quality and increased traffic congestion.

2. Impose minimum accessory use parking requirements.

Potential benefits of this action would be:

- an increase in downtown parking supply;
- the requirement could be selective to address specific problem areas;
- imposing minimum requirements for short term parking would probably not result in significant environmental degradation.

Probable negative impacts:

large minimum parking requirements would result in increased cost of development;

new developments might be shifted from the central core to the periphery of downtown which would result in a more auto-oriented sprawl of the CBD with possible impact on adjacent neighborhoods;

would result in less incentive to use transit and carpools, potential degradation in downtown air quality and increased traffic congestion.

Imposing variable minimum requirements could create some confusion and inequities.

3. Minimum parking requirement in lieu of fee.

This would allow developers the alternative of constructing parking spaces or making payments to a fund instead of meeting the minimum parking requirement. This fund would be used to help finance public parking structures. Possible benefits of this action are as follows:

increased downtown parking supply;

flat fee for parking space not built would not result in differential impacts on the costs of development in the downtown core as compared to the fringe areas;

flexibility to locate and centralize parking away from congested or sensitive areas would be provided;

total costs of providing new parking probably would be reduced;

the annual assessment would not increase front end development costs. Rather they would be lowered for those areas where parking requirement exists under the present ordinance.

Potential negative impacts of this approach:

the initial flat fee could significantly increase front end development costs in areas of the downtown where minimum parking requirements do not exist under the present ordinance;

determination of minimum requirements, equitable fees, and areas of impact might result in controversy and extensive study;

any actions resulting in significant increase in long term parking will result in less incentive to use transit, carpools, potential degradation in downtown air quality and increased traffic congestion.

4. Minimum parking requirement with transit carpool option.

This would institute minimum parking requirements and allow developers the option of subsidizing transit and/or provide carpool parking as an alternative.

Possible benefits of this alternative include:

new developments would bear more of the transportation "costs" than under the current parking ordinance;

would probably reduce the demand for long term parking by adding incentives to use transit and carpools for commuting;

the annual transit payment would not increase front end development costs and would lower development costs in areas of the downtown where a parking requirement exists under the current ordinance;

the carpool space approach would lower front end development costs in areas where a parking requirement exists under the current ordinance;

the total cost would be less than the cost associated with a similar onsite accessory parking requirements;

the resources to administer and monitor such a program already exist within Metro and Commuter Pool.

Potential problems:

the carpool space approach would increase front end development costs in areas of downtown where no parking requirement exists at present;

determination of minimum parking requirements and equitable transit and ride sharing "payments" might result in controversy requiring extensive study.

5. Allow principal use parking structures.

Potential benefits:

increase the supply of long term parking;

would allow the city or some other agency to participate in the development of parking structures to solve specific problems such as parking for the retail core.

Potential negative impacts:

expansion in long term parking will result in less incentive to use transit, carpools potential degradation in downtown air quality and increased traffic congestion.

6. Allow Principal Use Open Parking Lots

Potential benefits:

In the short term (assuming no demolitions), approximately 200-500 spaces result.

As opportunities arose, parking spaces would be developed in a number of areas, providing more spaces than would result under the existing ordinance.

Probable negative impacts:

Except for the central waterfront, most opportunities for lot development are in area "B". The development would be oriented to long term parking, thus not addressing the short term parking supply.

Would result in less incentive to use transit and carpools, potential degradation in downtown air quality and increased traffic congestion.

Could result in demolition of some buildings and remove incentive for rehabilitation of structures.

Could remove an incentive to redevelopment of buildings.

Aesthetically unpleasing.

7. City participation in development of new parking structures.

Potential benefits:

Public financing of parking structures make possible development of short term use parking structures.

Would make possible development of parking structures on periphery of downtown to serve long term parkers.

Potential problems:

Funding not readily available.

While avoiding traffic and air quality impacts on the CBD additional congestion would result on approaches to downtown having negative regional air quality and energy consumption impacts.

8. Increased utilization of existing fringe parking.

The Kingdome lot contains approximately 1800 spaces and the Seattle Center garage on Mercer Street contains 1500 spaces. These facilities are under-utilized during periods of peak demand in the CBD. A shuttle could be implemented. Current monorail and Metro transition studies may address this possibility.

Potential benefits include:

Expansion of downtown parking without constructing new facilities.

Would not result in congestion or degradation of air quality in downtown.

Use of the monorail to the garage could attract short term shoppers to the Center garage.

Both would produce increased revenues.

Opportunities for discounted carpool parking could be expanded.

Potential problems:

Bus shuttle would require a subsidy.

If the facilities attracted principally long term parkers, additional congestion would result on the approaches to the downtown, having negative impacts on regional air quality and energy consumption.

Neither facility is available on every weekday because of midday activities.

9. Regulatory actions to increase the supply of short term parking.

Possible actions:

- a. New or existing parking facilities in certain areas of the downtown could be required to allocate a specific percentage of spaces for short term parkers.
- b. Hours of operating could be regulated to discourage long term parkers.
- c. A system of flat or differential taxing rates could be applied to off street parking in specific areas of the downtown to encourage a shift from long term to short term use.

Benefits of such policies include the following:

Supply of short term parking could be increased without increasing the overall supply of parking.

Long term parking would be discouraged in certain areas.

Potential problems:

All of these actions would result in an increase in parking rates for short term and long term parkers.

All require some administration and monitoring to ensure compliance.

All of these actions limit the flexibility of the parking industry to respond to changes in the demand for parking.

10. Develop a more sophisticated system of downtown parking control zones.

An ordinance could be enacted specifying different parking requirements and limits for various areas of downtown depending on their specific needs. Possible benefits are as follows:

If successful, would provide a more comprehensive approach to the problems.

Would provide a more definitive statement of City parking policy.

Depending on the actions included in this policy, the benefits associated with all the other actions could be realized.

Possible negative impacts:

Implementation would be time consuming and require a comprehensive study and an environmental impact statement.

A sophisticated monitoring system would be required to respond to changing conditions in each area.

Property owners and developers would be subject to varying requirements, creating some confusion and apparent inequities.

Controversy would develop, causing a possible weak or easily overturned policy.

Exemption for the Pike Place Urban Renewal Project.

The primary objective of this would be to exempt individual parking developments within the market from the conditional use process. At the present time the market qualifies for additional accessory parking to the rehabilitative uses. However, because a number of the parking facilities are not on the same "site" as the rehabilitated uses, they can be authorized only as an accessory conditional use.

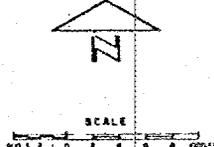
Two approaches could be taken for exempting the Pike Place project from the mechanics of the existing ordinance:

1. Exempt individual projects within an area from the requirements of the ordinance if the area has an approved urban renewal plan which meets the intent of the parking ordinance.
2. Define the term "site" to include the entire area within an urban renewal project that has an approved plan.



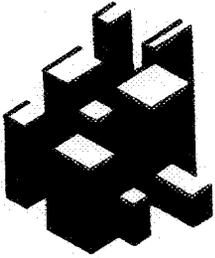
Downtown Seattle showing offstreet parking regulation areas "A" and "B" and "Retail Core"

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BAY



DOWNTOWN SEATTLE  
DEVELOPMENT ASSOCIATION

1318 JOSEPH MANDE BUILDING  
SEATTLE WASHINGTON 98101  
TELEPHONE (206) 622-2242



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May 8, 1981

RECEIVED  
MAY 13 1981  
JEANETTE WILLIAMS

Councilmember Jeanette Williams, Chair  
Transportation Committee  
Seattle City Council  
Municipal Building  
Seattle, Washington 98104

Dear Jeanette:

The Downtown Seattle Development Association opposed the Parking Ordinance adopted by the City of Seattle in 1976 on the basis that the regulations were too stringent and would lead to an insufficient supply of parking to adequately service the Downtown core.

Recent studies and simple observation quickly confirms that Downtown does, in fact, have a parking crisis that has, at least to some degree, been caused by the parking regulations.

The Association finds the proposed revisions to the Parking Ordinance worthy of support as a first action on the City's part to help encourage the creation of additional parking facilities.

The revision which would allow principal-use parking facilities in area A on a conditional-use permit, although late in coming, is a step in the right direction. However, at this point in time, it appears that privately financed single-purpose parking structures are not economically feasible and will require either special incentives for the private sector or financial participation on the City's part, if such structures are to become a reality.

Clarification of some of the conflicting requirements in the Ordinance is also an appropriate action.

We do, however, believe that the City should also permit surface parking facilities on an interim basis throughout Downtown. Sites, such as the space formerly occupied by the Society Candy Building, should be converted into parking to help alleviate the very serious shortage in that area. We recognize that by permitting new surface parking facilities, only a relatively few additional spaces would be realized, but it is now

quite clear that new major parking garages, even if agreed upon quickly, would not be on line for several years. Allowing new surface parking is the only short-term means by which the Downtown parking crisis can be eased.

We hope the City will give our recommendations serious consideration.

Sincerely,



Herbert M. Bridge  
President

HMB:mt

cc: Mayor Charles Royer  
Members of the Seattle City Council

# **Downtown Seattle Parking Policy**

**(Discussion Paper)**

March, 1979

Physical Planning Division  
Transportation Planning Section

Your Seattle Office of Policy Planning



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DOWNTOWN SEATTLE PARKING POLICY (Discussion Paper)  
March, 1979

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DOWNTOWN SEATTLE PARKING POLICY  
(Discussion Paper)

A. INTRODUCTION

The Comprehensive Downtown Parking Policy originally formulated by the City Council in 1975 and implemented by amendments to the Zoning Ordinance adopted in 1976 requires a biannual review. The first review was begun in the fall of 1978 by the Office of Policy Planning (OPP) with the assistance of the Seattle Engineering Department and the Department of Community Development. As a result of the initial findings, a number of issues concerning parking in the downtown have been raised by the business community, interested citizens and other public agencies. The purpose of this discussion paper is to provide background information on these issues and further dialogue before a recommendation is made on the continuation or modification of the existing downtown policy.

The study that was conducted to develop this paper was not a comprehensive, detailed analysis of downtown parking. Rather, the data collected and work performed was intended to determine general impacts of the 1976 ordinance and identify key problems with regard to parking in downtown Seattle. If, as a result of the review of this work, it is determined appropriate to explore alternatives that go beyond the scope of the 1976 ordinance further data collection and analysis will be required.

The ordinance, adopted in 1976, made a number of significant changes in the zoning requirements governing off-street parking in downtown. The most significant of these were as follows:

- o Three parking control areas were defined for the downtown -- areas "A" and "B" and the retail core within area "A" (See Figure #1).
- o Limitations were placed on the maximum number of parking spaces that could be provided as accessory to new developments or rehabilitated structures (defined as accessory use parking). These limits vary with the type of land use and are, for the most part, the same as minimum requirements elsewhere in the city. No minimum parking requirements were imposed in the CM, CMT, EM, and RM-MD zones and those portions of special review districts which are specifically designated as areas in which accessory parking is not required.
- o Principal use parking (parking that is not accessory to some other use) was prohibited within area "A" of the downtown and allowed only as a conditional use in area "B".
- o New open parking lots were prohibited in area "A", either as accessory or principal use facilities. Open parking lots were permitted in area "A" only if accessory to rehabilitated buildings.
- o Both the Pioneer Square and International Special Review Districts have their own sets of parking regulations.

Since the new ordinance was enacted, a number of changes have occurred in the downtown. The most important have been the increased level of activity and new construction impacting all sectors of the downtown economy.

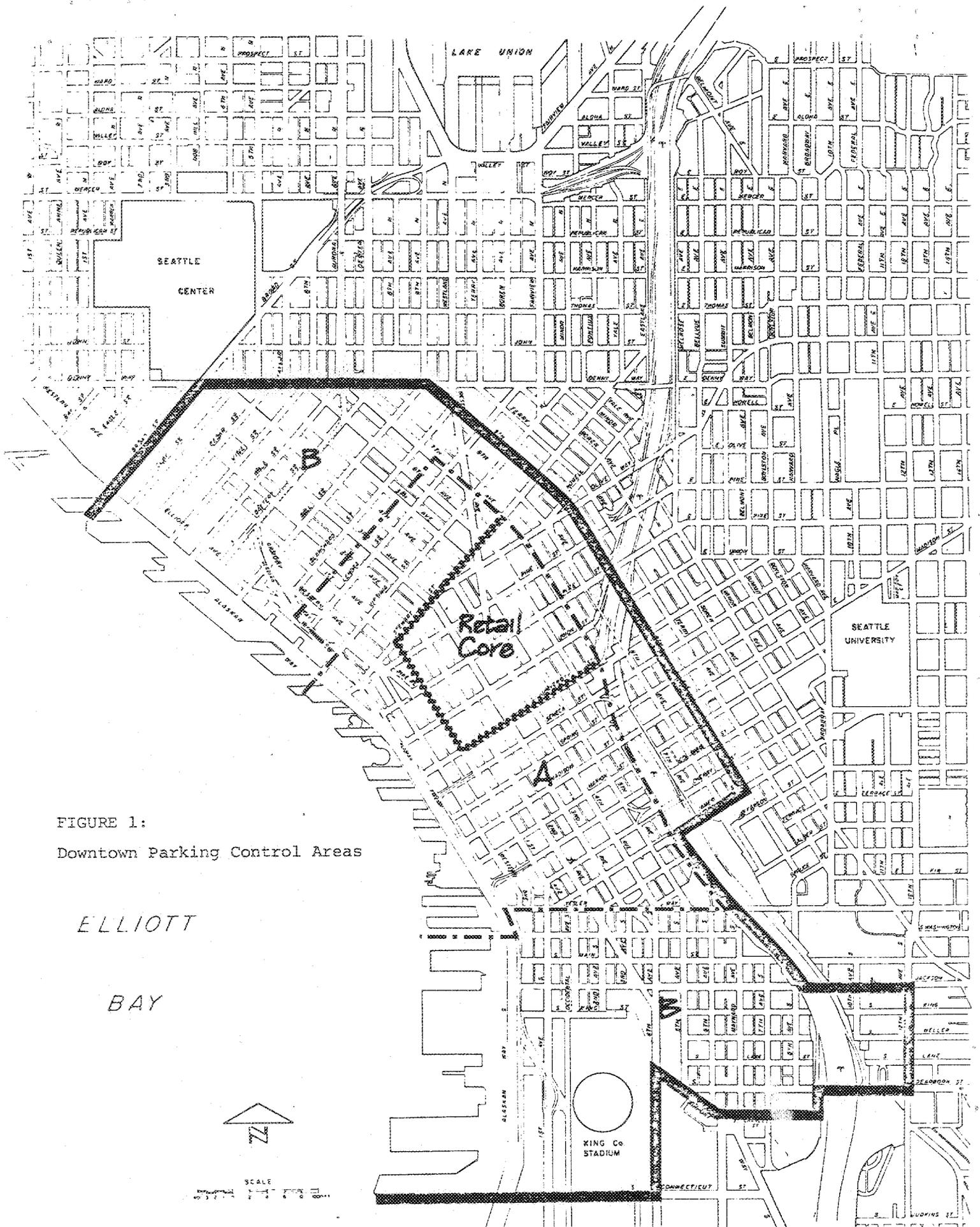


FIGURE 1:  
Downtown Parking Control Areas

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SCALE  
0 100 200 300 400 500

This has resulted in increased travel and a significant rise in the demand for parking. As a result, many people now feel there is a shortage of parking in the downtown.

Contained in the balance of this paper are a summary of the changes that have occurred in downtown parking characteristics between 1976 and 1978 and an assessment of the impacts of the parking ordinance. In addition, discussions related to likely future trends, downtown parking issues, and alternatives to the existing ordinance are presented. At this time, no recommendations are made; these will follow once further inputs are gained from those concerned about downtown parking.

#### B. CHANGES IN CBD PARKING CHARACTERISTICS (1976-1978)

This section of the discussion paper summarizes findings and conclusions related to changes in parking supply, usage and price within the downtown control areas "A" and "B" and the retail core (see Figure 1). The information presented is based on data collected by the Seattle Engineering Department during the summer of 1976 (before the ordinance was changed) and during the summer and fall of 1978. Also included is an analysis of the rates at which accessory use parking is being developed and proposed under the existing ordinance. (More detailed information based on a system of sixteen downtown zones is contained in the Technical Appendix.)

##### 1. Parking Supply

Table 1 summarizes changes in the supply of on-street parking and off-street public and private parking within areas "A" and "B" and the retail core. Public off-street parking facilities are commercial lots and garages available to the public and include employee parking, customer and visitor parking facilities. Private facilities are single-purpose lots or garages not available to the public. Included in the latter are vehicle storage facilities related to automobile dealerships, rental car operations and fleet vehicle operations. For this reason, statistics for public spaces are the best indicators of trends in parking supply.

In summary, the following are the significant changes that have occurred in parking supply between 1976 and 1978:

- o Public off-street spaces declined by approximately 2%. The majority of this loss occurred in area "B", particularly in the blocks north of Lenora Street. This change is primarily the result of the conversion of public spaces to private spaces.
- o On-street parking declined by approximately 17%. Losses were spread fairly evenly throughout the CBD and are the result of widened sidewalks, loading zones for new buildings, construction of intersection bulbs, safety improvements on the waterfront, and expanded bus stops.
- o Overall, the total supply of public spaces in the downtown declined by approximately 6%. The majority of this loss has been in area "B" and is the combined result of on-street losses and the conversion of off-street space from public to private use.
- o Private off-street parking supply increased by approximately 6%; all of this increase occurred within area "B".

TABLE 1  
DOWNTOWN SEATTLE PARKING SUPPLY

TYPE OF PARKING 1	AREA 2	NUMBER OF SPACES		
		1976	1978	Change
Public Off-Street	Retail Core	5,607	5,713	+106
	"A"	16,951	17,303	+352
	"B"	8,118	7,171	-947
	Total "A" + "B"	25,069	24,474	-595
Public On-Street	Retail Core	539	361	-178
	"A"	2,476	1,855	-621
	"B"	4,234	3,693	-541
	Total "A" + "B"	6,710	5,548	-1,162
Total Public	Retail Core	6,146	6,074	-72
	"A"	19,427	19,158	-269
	"B"	12,352	10,864	-1,488
	Total "A" + "B"	31,779	30,022	-1,757
Private Off-Street	Retail Core	97	97	0
	"A"	3,300	2,610	-690
	"B"	9,563	10,992	+1,429
	Total "A" + "B"	12,863	13,602	+739
Total All Parking	Retail Core	6,243	6,171	-72
	"A"	22,727	21,768	-959
	"B"	21,915	21,856	-59
	Total "A" + "B"	44,642	43,624	-1,018

1 See text for definition

2 See Figure #1

- o The net result for all parking in the downtown is a reduction of approximately 2% in total parking supply.

2. Parking Utilization

Utilization of public off-street parking spaces has increased significantly since 1976. Table 2 summarizes mid-day (weekday) occupancy rates for public off-street parking facilities in areas "A" and "B" and the retail core.

TABLE 2: MID-DAY PUBLIC OFF-STREET OCCUPANCY

Area	1976	1978
Retail Core	86%	93%
"A"	81%	90%
"B"	64%	71%
Total ("A"+"B")	73%	81%

The present condition indicates that public parking facilities within the retail core and area "A" are operating at or near capacity. The only areas of significant underutilized public off-street parking are south of Yesler Way and north of Battery Street in area "B". While data were not collected on utilization of on-street parking, typical mid-day occupancies are estimated to be near capacity throughout the downtown area.

In addition to total parking utilization, another important indicator is the distribution of short-term shopper and commercial parking versus long-term commuter parking. Long-term parking is defined as a parking duration of six or more hours. (Short-term parking is defined as a parking duration of less than six hours.) To determine this distribution for public off-street parking facilities occupancy checks were made throughout the day during three mid-week days in early November of 1978. (This period of the year is typical of average parking space utilization.) The results of these checks are summarized in Table 3.

TABLE 3: 1978 PUBLIC OFF-STREET LONG AND SHORT-TERM OCCUPANCY

Area	% Occupancy	% Long-Term Parkers	% Short-Term Parkers
Retail Core	93%	79%	21%
"A"	90%	84%	16%
"B"	71%	87%	13%
Total ("A"+"B")	81%	85%	15%

Since no data on which to estimate short-term versus long-term use are available for 1976, it is not possible to estimate changes that have occurred. However, it can be seen from the 1978 statistics that the majority of public off-street parking users (approximately 85%) are long-term.

3. Parking Price

Table 4 summarizes changes between 1976 and 1978 in daily and monthly rates charged for public off-street parking.

TABLE 4: CHANGES IN PARKING PRICE

Area	1976		1978		Change	
	Daily	Monthly	Daily	Monthly	Daily	Monthly
Retail Core	\$2.50	\$34.00	\$3.40	\$41.70	+36%	+23%
Area "A"	2.10	36.20	3.10	43.80	+48%	+21%
Area "B"	1.20	22.30	2.10	34.60	+75%	+55%
TOTAL (A+B)	\$1.70	\$29.70	\$2.60	\$39.30	+53%	+32%

As can be seen, average public off-street parking rates have increased substantially since 1976. Maximum daily rates (an indicator of short-term rates) have increased much faster than discounted monthly rates. On a percentage basis rate increases have been much higher for parking in area "B" as compared to area "A" or the retail core.

4. Retail Core Analysis

The downtown parking ordinance specifies that if the ratio of parking spaces to retail square footage in the retail core (defined as the area bounded by 1st Avenue, University Street, 7th Avenue, and Stewart Street) falls below the 1976 level, then the City must authorize accessory parking spaces in excess of the maximum number allowed by the ordinance. Table 5 contains the information used to calculate this ratio for 1976 and 1978. (The gross retail square footage figures were estimate based on surveys conducted by the Department of Community Development.)

TABLE 5: RETAIL CORE PARKING RATIO

	1976	1978
Off-Street Parking (Public & Private)	5704	5810
On-Street Parking	539	361
Total Parking Spaces	6243	6171
Gross Retail Square Footage	2,871,343	2,899,364
Parking Spaces/1000 sq. ft.	2.17	2.13

In order to return the ratio to 1976 levels, an additional 121 parking spaces are needed within the retail core.

5. Accessory Use Parking Development

In order to assess the impacts of the ordinance on the development of new parking, an inventory of major new projects and accessory use parking was conducted. Since adoption of the revised parking ordinance, 13 major new non-residential developments have been proposed within the downtown control areas. Only those projects for which Environmental Impact Statements or Declarations of Non-Significance have been published were included in the inventory. Table 6 summarizes the findings of this inventory aggregated for the retail core and areas "A" and "B".

TABLE 6: PROPOSED ACCESSORY PARKING IN NEW NON-RESIDENTIAL DEVELOPMENTS

Area	Number of Projects	Accessory Parking Spaces		
		Allowed	Proposed	% of Maximum
Retail Core	3	3211	924	29%
"A"	9	6610	3441	52%
"B"	4	1655	1078	65%
Total (A+B)	13	8265	4519	55%

In general, it can be seen that accessory parking in new developments is being built and proposed at a rate of approximately 50% to 60% of that allowed under current zoning.

Discussions with developers and individuals in the parking industry indicate the reason for this is basically economic. Given current land prices and availability, most accessory parking must be developed in below grade structures under new buildings. Construction costs for such spaces are extremely expensive; therefore, developers tend to build only the minimum parking they feel is necessary to lease the building. This condition is most apparent in the downtown core (area "A"). In area "B", particularly to the north, parking has been proposed at rates at or above the maximum in at least two non-residential projects.

C. IMPACTS OF THE PARKING ORDINANCE

The revised downtown parking ordinance, implemented in 1976, controls both accessory use and principal use parking. The ordinance placed a maximum limit on the rate at which accessory use parking can be supplied in new developments and rehabilitated structures. New principal use parking was prohibited in area "A" and allowed only as a conditional use in area "B". Based on the analysis of changes in parking characteristics in the downtown between 1976 and 1978, the following appear to be the impacts of the ordinance:

1. Accessory Use Parking

This element of the ordinance has had little or no impact on the rate at which accessory use parking is being provided in new developments. On the average developers are providing slightly more than half the spaces that they are allowed under current zoning (See Table 6). If the ordinance had not been changed in 1976, it is likely that one or two developments in area "B" would have been proposed with more parking. Aside from this, no other impacts are apparent.

2. Principal Use Parking

The amount of principal use parking that might have been developed without the change in the ordinance is difficult to estimate. However, it is certain that without the change in 1976, a number of new surface lots would have been developed in area "B" and west of 1st Avenue in area "A". Conversations with developers and individuals in the parking industry indicate that the economics of new principal use parking structures are such that it is unlikely any would have been developed with or without the change in the ordinance. Thus, it

appears that this portion of the ordinance has prevented development of a few new surface lot parking facilities. At the same time, the ban on new surface lots probably has saved some buildings from demolition and provided some incentive to rehabilitate older structures. In the case of land already vacant, the ban is an added incentive to redevelop and make the property income producing again.

#### D. FUTURE TRENDS

Given the current economics of downtown parking and trends in CBD growth, it is likely that the total demand for parking in the downtown will continue to grow at a rate faster than that at which parking is being supplied. As a result, parking rates will continue rising to balance the demand with supply. At the same time, increased parking prices and declining parking availability will alter people's travel behavior.

Long-term commuter parkers are likely to face higher prices and declining parking availability. Presently, high parking costs and the shortage of convenient parking are among factors contributing to the increased use of transit and carpools for downtown commuting. This shift from auto to high occupancy vehicle commuting will increase. In addition, some commuters who need an auto during the day and feel the costs of downtown parking outweigh the benefits of a downtown location, will relocate to other employment centers.

The extent to which commuters will shift travel modes compared to relocating to other employment centers is difficult to estimate. However, the current shortage of office space and volume of new construction seem to indicate that the tight parking situation is not depressing interest in the downtown as a location for new employment.

Other insights into likely trends can be gained by comparing downtown Seattle to downtowns in other cities in the United States. In general, as Central Business Districts (CBD's) grow the percentage of commuting by auto declines and that by transit increases. This varies from small CBD's with very little transit commuting to major cities such as Chicago and New York where as much as 70% of the downtown work force commutes by transit. For the downtown Seattle parking control area today approximately 35% of peak-hour trips are by transit. This level of transit use is slightly higher than that found in other western cities of similar size (Denver, San Diego) and lower than that found in eastern cities such as Pittsburgh and Atlanta. Given present employment forecasts for 1990, transit would have to increase its share of peak-hour travel to approximately 45% if no increase in long-term parking occurred. Such an increase in transit usage is not unreasonable given recent trends in ridership and Metro's forecast growth to 1990.

An analysis was conducted of the potential cumulative impacts on parking of all residential and non-residential construction that has been proposed within the downtown parking control areas. If all these projects were developed as planned, they would result in a net supply increase of approximately 3800 off-street public and private spaces. If the rate of parking demand continued at current levels, an increased demand for 8100

parking spaces would accompany this new development. Assuming 85% average utilization to be the nominal capacity for overall downtown parking, a deficit of as many as 3000 parking spaces could result.

However, we know that the parking demand associated with existing CBD activity has been declining, as evidenced by the increasing percentage of travel to the downtown by transit. (The increased parking utilization shown in the previous section is the result of CBD growth between 1976 and 1978, not increased parking demand associated with activities existing in 1976.) This trend is likely to continue and produce a change in demand significantly less than the 8100 spaces estimated for new developments. If Metro Transit's 1990 forecasts are achieved, the net change in long-term, commuter parking demand would be insignificant.

Because of the purpose of most short-term parkers--shopping, tourism, and commercial business--these trips are less likely to divert to transit. As a result, the current trend in parking will likely present some constraints for weekday auto trips to the downtown for shopping and business. This will be most acute in the next few years. As parking prices rise in the future, it is likely that some parking operators will find it more profitable to encourage short-term rather than long-term users. Because short-term parking usually requires attendants, this change is economically attractive only for larger parking facilities. Thus, this shift to short-term use will probably be limited to large principal use parking structures in and adjacent to the retail core.

Predicting future parking conditions in the downtown and the impacts on CBD growth are difficult. It is clear that if more parking were provided at a marketable price, it would be used; however, it is also likely that transit can meet a large portion of the commuting needs associated with the anticipated growth in downtown employment. On the other hand, the shortage of parking for shoppers and visitors will probably have a more significant impact on downtown activity. Whether the marketplace will respond to this need is not known; although, based on the experience in other cities, some shifting of supply from long-term to short-term use is likely.

#### E. DOWNTOWN PARKING ISSUES

During the preliminary discussions process with the business community, citizen groups and public agencies, a number of issues have been raised concerning the existing parking situation and perceived trends in downtown parking. Most of the issues relate to the impact of parking on CBD activity and development and environmental issues related to air quality, energy consumption and neighborhood impacts. In the discussions which follow most issues have two sides; in general, arguments for increasing parking supply raise issues concerning increased auto travel to and within downtown related to arterial and freeway capacity as well as concomitant environmental impacts.

##### 1. Impact on Retail Activities

The significant loss in on-street, short-term parking and the near capacity utilization of off-street public parking has created a situation which many retailers feel is constraining sales growth and

threatening the health of the downtown retail sector. These problems appear to be most pronounced in the retail core and the central waterfront area.

On the other hand, retail activity and sales have increased in the past two years despite this condition. To some extent, this growth may be the result of sales generated by the growth in CBD employment and middle- and upper-income residential development in the downtown offsetting any losses from shoppers not coming downtown because of the lack of parking. The availability and recent expansion of the Magic Carpet free bus service is also a contributing factor to retail sales growth.

2. Impact on Commercial Activities

The near capacity condition for long-term parking is perceived by many to be a constraint on future commercial expansion in the downtown. Concern also has been voiced that businesses are leaving downtown as a result of the high cost and short supply of both short-term and long-term parking.

The current shortage of office space and volume of new construction appear to run counter to this concern. It is likely that some businesses are leaving the downtown as a result of the parking shortage; however, others who are not as concerned about parking are moving into the downtown or expanding existing operations. Recent trends in peak period transit ridership indicate significant increases in transit commuting as parking availability has declined and costs have increased.

3. Impact on Residential Activities

As interest and activity in middle- and upper-income housing has increased in the downtown, concern has been expressed over the marketability of housing units given the present parking condition. Many potential developers feel that the limitation of one parking space per dwelling unit is insufficient to meet the needs of high-income multiple-car families and guest parking within residential buildings.

4. Impact on Surrounding Neighborhoods

As availability and cost make long-term parking in the downtown more difficult, many people fear that commuters will use parking in neighborhoods adjacent to the downtown and increase pressure for parking expansion within these areas. Adjacent areas most likely to be affected are lower First Hill, lower Queen Anne, Pioneer Square, and the International District. The parking surveys conducted in 1976 and 1978 indicate this condition probably now is occurring on lower First Hill. However, CBD commuter parking in Pioneer Square and the International District does not appear to have increased. Data are not available upon which to base any conclusions as to the impacts on lower Queen Anne.

5. Air Quality

Downtown Seattle currently experiences concentrations of carbon monoxide and photo-chemical oxidants (ozone) in excess of National Ambient Air Quality Standards. As a non-attainment area, the State of Washington is required to submit a State Implementation Plan to the

Environmental Protection Agency (EPA) indicating actions to be taken to bring downtown Seattle into compliance with Federal standards by the end of 1982. Since the major sources of carbon monoxide and ozone are motor vehicles, the key elements of the area's plan are federal emission standards for new vehicles, a local vehicle inspection and maintenance program and transportation control strategies to limit vehicle miles of travel within the downtown. The current plan, now being reviewed by the State prior to submittal to the EPA will bring downtown Seattle into attainment, assuming no change in the existing downtown parking policy. Thus, it is not likely that the EPA will require more stringent parking controls. However, it is likely that the EPA would become involved in any relaxation of the existing policy and require that an analysis be undertaken to determine whether proposed changes would result in significant degradation of air quality within the downtown.

6. Transit Use

The present shortage of convenient, low cost, long-term parking is a major factor contributing to the increased use of transit for commuting to the downtown. To meet this demand, Metro Transit increased rush-hour service to downtown Seattle by over 25% between 1976 and 1978 and added 3300 park-and-ride spaces in this same period of time. Metro plans further expansion of the park-and-ride system to a total of 10,000 spaces by 1981. These park-and-ride facilities provide a form of remote parking for CBD commuters and shoppers.

Presently, Metro and the City are jointly developing a plan for transit improvements to meet the needs of downtown Seattle through 1990. This planning effort, known as MetroTRANSITION, assumes that the majority of rush-hour travel growth to the downtown will be accommodated by transit and carpools. Changes in the downtown parking ordinance that produce an increase in commuter parking will likely result in less transit and carpool use; therefore, lower air quality, higher energy consumption and more traffic congestion.

7. Carpool Use

Since 1974, the Commuter Pool Program has actively encouraged the use of carpools and other forms of ride-sharing as an alternative to low-occupancy commuting to downtown Seattle. Key elements of this program have included a matching service, aggressive marketing and a program of discounted on-street and off-street parking for carpools. At the present time, the program includes approximately 500 carpool parking spaces in the downtown with plans to expand by another 150 spaces in the near future. Commuter Pool estimates the current 500 parking space program has resulted in a net reduction in demand of 250 long-term parkers; and expansion of the program into other markets is contemplated to produce more dramatic results.

While the present shortage of convenient, low-cost, long-term parking may encourage people to consider ride-sharing alternatives, the lack of space limits the ability of the Commuter Pool Program to expand the number of discounted parking spaces within the downtown core area.

8. Traffic Congestion

Peak period auto access to the downtown is limited by the capacity of the arterials and freeways which serve the area. With few exceptions, these facilities can accommodate only minor vehicle volume increases during the morning and evening rush hours. Further, no major expansion of this system is planned. As a result, major expansion of the supply of long-term parking is constrained by the ability of the arterial and freeway network to provide access to these spaces. Significantly expanding long-term parking will result in increasing congestion for current auto commuters as well as transit and carpool users.

9. Application of the Ordinance

A number of concerns have been raised over the rigidity of the ordinance with regard to the definition of "site" for accessory use parking, the maximum limitations on accessory use parking in new development, and the prohibition of new surface lots. In general, the reasoning is that the intent of the ordinance would not be jeopardized if more flexibility was allowed.

On the other hand, it can be argued that the conditional use provisions of the ordinance and the variance process provide flexibility as well as a check to insure that the policy is being adhered to.

A concern also has been raised that the ordinance does not provide enough policy direction; in that, it merely specifies maximum limits for accessory parking. For example, a developer can build a large office building with no parking or provide parking at the maximum limit allowed. In both cases, the developer is consistent with City policy, but the impacts are likely to be radically different.

Another issue relates to the City's policy of encouraging more short-term rather than long-term parking. The problem is that the 1976 ordinance does not fully implement the intent of this policy; the zoning changes make no reference to whether parking is to be short- or long-term.

A final issue relates to the development of parking within the Pike Place Urban Renewal Project. The area has an adopted urban renewal plan, containing specific parking developments, which would appear to qualify as accessory use to the rehabilitated structures. However, since a number of the parking facilities are not on the same site as the rehabilitated buildings, a conditional use must be granted for each facility.

## F. DOWNTOWN PARKING ALTERNATIVES

This section identifies potential changes in downtown parking policy and alternatives to the existing parking ordinance. Included are brief discussions of the likely impacts of alternative actions, both favorable and unfavorable. No recommendations are made at this time; the objective is to provide a basis for dialogue on the issues and elicit input with regard to these and other alternative actions.

The alternatives that are considered fall into three general categories as follows:

- o actions to increase the supply of new parking,
- o actions to decrease the demand for parking,
- o actions to regulate the use of parking to address specific problems such as the distribution of short-term versus long-term parking.

All of these actions involve trade-offs. Those to increase the ease and attractiveness of downtown parking involve impacts on the economics and quality of the downtown environment, while actions to improve the quality of the environment have implications on economics and parking ease.

### 1. Eliminate or Increase Maximum Limits on Accessory Use Parking

Maximum parking limits on new developments could be raised or eliminated for the entire downtown, for certain kinds of development (retail or residential), or for certain areas in the downtown (the retail core). Potential benefits of this action include the following:

- + Although the maximum limits appear to have had little impact on the rate at which new accessory use parking is being provided, eliminating or raising them would give developers the flexibility to supply more parking in situations where economics are favorable. This could result in a minor increase in parking supply compared to current trends. However, this supply increase is likely to occur in areas north of area "A" and not ease the core area situation.
- + Raising or eliminating parking maximums for residential developments would facilitate the development of upper-income housing in the downtown and could reduce the pressure on existing parking resulting from new residential developments.

Potential negative impacts of this action include the following:

- The existing conditional use provisions and variance process allow flexibility to provide more parking where additional parking would not have negative impacts on traffic flow. Eliminating the maximums would remove this check.
- Any action that results in an increase in long-term parking supply will result in less incentive to use transit and carpools, potential degradation of downtown air quality and increased traffic congestion.

### 2. Impose Minimum Accessory Use Parking Requirements

Minimum parking requirements for new developments could be applied to the entire downtown or to selective areas or uses within the downtown. Possible benefits of this action are as follows:

- + An increase in downtown parking supply over what would occur without minimum requirements likely would result.

- + The requirement could be selectively applied to address specific problem areas such as the retail community's concerns regarding parking for shoppers and downtown visitors.
- + Imposing minimum requirements for short-term parking likely would not result in significant environmental degradation.

Probable negative impacts include the following:

- Large minimum parking requirements could result in a significant increase in the cost of development and might make new developments in some areas of the downtown prohibitive.
- New developments might be shifted from the central core to the periphery of downtown where lower land prices reduce the costs of meeting minimum parking requirements. This would result in a more auto-oriented sprawl pattern of CBD development and probably some impact on adjacent neighborhoods.
- Any action that results in a significant increase in long-term parking supply will result in less incentive to use transit and carpools, potential degradation in downtown air quality and increased traffic congestion.
- Imposing variable minimum requirements could create some confusion and apparent inequities.

3. Minimum Parking Requirement with In Lieu of Fee

A variation of the previous alternative would be to impose a minimum parking requirement and allow developers the alternative of building the parking or making payments to a fund instead of meeting the requirement. This fund could then be used to help finance public parking structures. Such a system would require the determination of minimum parking requirements and in lieu of fees that would produce the desired pattern of parking supply and sufficient funds to develop public parking facilities. In lieu of fees could be applied either as flat initial payments or as annual assessments. Possible benefits of this action are as follows:

- + An increase in downtown parking supply over what would occur without such a system likely would result.
- + The flat fee per parking space not built would not result in differential impacts on the cost of development in the downtown core as compared to the fringe areas.
- + Flexibility to locate and centralize parking away from congested or design sensitive areas would be provided.
- + Overall, the total costs of providing new parking probably would be less than the costs associated with a similar minimum on-site accessory requirement.
- + The annual assessment approach would not increase front-end development costs; in fact, they would be lowered for those areas where a parking requirement exists under the present ordinance.

Potential problems with this approach include the following:

- The initial flat fee approach could significantly increase front-end development costs in areas of the downtown where minimum parking requirements do not exist under the present ordinance.
- Determination of minimum requirements, equitable fees and areas of impact might result in controversy, requiring extensive study.

Potential benefits of this action are as follows:

- + While the economics of new principal use parking structures appear prohibitive in the downtown core, they may become viable in area "B" or on the periphery of downtown in the future. Such facilities probably would increase the supply of long-term parking.
- + Removing the prohibition on principal use structures in certain areas of the downtown would allow the City or some other agency to participate in the development of parking structures to solve specific problems such as parking for the retail core.

Potential negative impacts of this action include the following:

- Expansion of long-term parking will result in less incentive to use transit and carpools, potential degradation of downtown air quality and increased traffic congestion.

6. Allow Principal Use Open Parking Lots

Principal use parking lots could be allowed throughout the downtown or selectively in certain areas to address specific problems. (Under the existing ordinance principal use lots are prohibited in area "A" and allowed only as a conditional use in area "B".) Potential benefits of this action are as follows:

- + In the short-term (assuming no demolitions) opportunities are limited to one or two sites on the Central Waterfront, a site in the International District and one or two parcels in the Denny Regrade. If all these were developed in surface parking, something on the order of 200 to 500 spaces might result.
- + As opportunities arise, parking spaces would be developed in a number of areas, providing more spaces than would result under the existing ordinance.

Probable negative impacts include the following:

- With the exception of the Central Waterfront, most opportunities for lot development are in area "B". This location (removed from areas of high short-term demand) together with the manner in which lots are operated, would mean an orientation to long-term parking. Thus, the problem of short-term parking supply in the core area probably would not be addressed.
- Any action that results in an increase in long-term parking supply will result in less incentive to use transit and carpools, potential degradation in downtown air quality, and increased traffic congestion.
- Allowing open parking lots could result in the demolition of some buildings and remove at least one incentive for the rehabilitation of structures. Some loss of existing low-priced housing might occur in area "B".
- Allowing vacant land to be converted to surface parking could remove an incentive to redevelopment.
- From an urban design standpoint, open parking lots are aesthetically unattractive, breakup the streetscape, and have negative impacts on the pedestrian environment.

7. City Participation in the Development of New Parking Structures

Through a number of mechanisms, the City or some other public agency could participate in the development of new parking structures.

- Any actions that result in a significant increase in long-term parking supply will result in less incentive to use transit and carpools, potential degradation in downtown air quality and increased traffic congestion.

4. Minimum Parking Requirement with Transit/Carpool Option

Another variation on the minimum parking requirement would be to institute minimums and allow developers to subsidize transit and/or provide carpool parking as an alternative. In the case of transit, an annual assessment to provide transit passes to all building employees could be provided as an option to constructing all or a portion of the required parking. In the case of carpools, the developers could be allowed to build carpool spaces instead of uncontrolled parking spaces at a rate that would reduce the overall parking requirement. For example, a developer might be allowed to "trade" spaces at the rate of one carpool space for two or possibly three uncontrolled spaces. Variations on these techniques already have been used in at least two instances in Seattle. One involved a partial subsidy to expand the Magic Carpet free bus service and the other involved a variance on parking requirements in exchange for carpool spaces. Institution of such a system in the entire downtown would require the determination of minimum parking requirements and rates of transit and carpool "payments" needed to produce the results. Possible benefits of this alternative include the following:

- + While this system might or might not change the trends in parking supply, it would require new developments to bear more of the transportation "costs" than does the current parking ordinance.
- + Such a system probably would reduce the demand for long-term parking compared to the trends under the current ordinance by adding incentives to use transit and carpools for commuting.
- + The annual transit payment approach would not increase front-end development costs, and, in fact, would lower development costs in areas of the downtown where a parking requirement exists under the current ordinance.
- + The carpool space approach would lower front-end development costs in areas of the downtown where a parking requirement exists under the current ordinance.
- + Overall, the total costs would be less than the costs associated with a similar on-site accessory parking requirements.
- + The resources needed to administer and monitor such a program already exist within Metro and Commuter Pool.

Potential problems with this approach include the following:

- + The carpool space approach would increase front-end development costs in areas of the downtown where no parking requirement exists at present.
- + Determination of minimum parking requirements and equitable transit and ride-sharing "payments" might result in controversy, requiring extensive study.

5. Allow Principal Use Parking Structures

Principal use parking structures could be allowed throughout the downtown or selectively in certain areas to address specific problems. (Under the existing ordinance principal use structures are prohibited in area "A" and allowed only as a conditional use in area "B".)

Potential benefits of this action include the following:

- + Public participation in financing parking structures would make possible the development of parking for short-term users where there is a demand.
- + Public agency participation would make possible the development of parking structures on the periphery of downtown to serve long-term parkers.

Potential problems with the approach include the following:

- Funding for parking structures is not readily available; although, a number of possible sources exist.
- While the provision of long-term parking on the downtown periphery would avoid traffic and air quality impacts on the CBD, additional congestion would result on the approaches to the downtown, having negative regional air quality and energy consumption impacts.

8. Increase Utilization of Existing Fringe Parking

At the present time, two large public parking facilities on the fringe of downtown are underutilized during periods of peak parking demand in the CBD. (The Kingdome lot contains approximately 1800 spaces and the Seattle Center Garage on Mercer Street contains 1500 spaces.) A shuttle could be implemented, providing convenient connections to downtown destinations and increasing the attractiveness of these facilities for downtown parkers. At the present time, the City is studying the potential for extending the Monorail to the Seattle Center Garage to provide this function. In addition, alternatives currently being explored in the MetroTRANSITION Study could provide similar opportunities for the Kingdome Lot or other parking facilities built in conjunction with a Transit Mall or Terminal. Potential benefits of this option include the following:

- + The potential supply of downtown parking could be expanded without constructing new parking facilities.
- + This action would not result in increased congestion or degradation of air quality in the downtown.
- + While a bus shuttle connection would make these facilities attractive to principally long-term parkers, an extremely fast and attractive connection such as the Monorail could attract short-term shoppers to the Center Garage.
- + Both parking facilities would produce increased revenues.
- + Opportunities for discounted carpool parking could be expanded in both facilities.

Potential problems with this approach include the following:

- The bus shuttle alternative would require a subsidy, more analysis would be required to determine how much of this subsidy might be offset by additional parking revenues.
- If these facilities attracted principally long-term parkers, additional congestion would result on the approaches to the downtown, having negative impacts on regional air quality and energy consumption.
- Neither of these facilities are available on every weekday. Both midday Kingdome events and activities at the Seattle Center would periodically limit the amount of parking available for downtown users.

9. Regulatory Actions to Increase the Supply of Short-Term Parking

A number of actions could be taken to encourage a shift in parking supply from long-term to short-term use in specific areas of the downtown. These include the following:

- o New or existing parking facilities in certain areas of the downtown could be required to allocate a specified percentage of spaces for short-term parkers.
- o Hours of operation could be regulated to discourage long-term parkers. (For example, principal use parking facilities in the retail core could be prohibited from opening before 9:00 a.m.).
- o A system of flat or differential taxing rates could be applied to off-street parking in specific areas of the downtown to encourage a shift from long-term to short-term use.

The benefits of such policies include the following:

- + The supply of short-term parking could be increased to meet the needs of certain areas such as the retail core without increasing the overall supply of parking.
- + Long-term parking could be discouraged in certain areas of the downtown, thus reducing peak period traffic congestion.

Potential problems with such policies include the following:

- All of these actions likely would result in an increase in parking rates for both short-term and long-term parkers.
- All require some administration and monitoring to insure compliance. In this respect, the allocation of a required number of spaces for short-term parkers probably has the greatest requirement.
- All of these actions limit to some degree the flexibility of the parking industry to respond to changes in the demand for parking.

10. Develop a More Sophisticated System of Downtown Parking Control Zones

Parking needs and impacts vary significantly from area to area of the downtown. To address this problem, a more sophisticated system of CBD parking control zones could be developed. An ordinance could be enacted specifying different parking requirements and limits for each area. Such a system could take into account varying parking needs (short-term versus long-term), levels of traffic congestion, urban design considerations (design sensitive areas or pedestrian-oriented areas) and other environmental issues (spot air quality problems).

The benefits of this alternative include the following:

- + If successful, such a system would provide a more comprehensive approach to the problems associated with downtown parking.
- + This approach would provide a more definitive statement of City parking policy.
- + Depending on the actions included in this policy, the benefits associated with all the other actions could be realized.

Problems associated with this approach include the following:

- Implementation would be time consuming and probably require a comprehensive study of downtown parking and Environmental Impact Statement.
- A sophisticated monitoring system would be required to respond to changing conditions in each area of the downtown over time.

- Depending on the actions included in this policy, the negative impacts associated with all the other actions could result.
- Property owners and developers would be subject to varying requirements creating some confusion and apparent inequities.
- It is likely that controversy would develop on the influence of the issues that should be considered and criteria for each zone. This could result in a weak, easily overturned policy of marginal benefit.

11. Exemption for the Pike Place Urban Renewal Project

Two approaches could be taken for exempting the Pike Place Project from the mechanics of the existing ordinance. The broadest would be to exempt individual projects within an area from the requirements of the ordinance if the area has an approved urban renewal plan which meets the intent of the parking ordinance. The second approach would be to define the term "site" to include the entire area within an urban renewal project that has an approved plan. The primary objective of either of these approaches would be to exempt individual parking developments within the Market from the conditional use process. At the present time, the Market qualifies for additional accessory parking to the rehabilitated uses. However, because a number of the parking facilities are not on the same "site" as the rehabilitated uses, they can be authorized only as an accessory conditional use. The chief disadvantage of either of these actions would be to remove one means of assuring compliance with the downtown parking policy.

# The City of Seattle--Legislative Department

MR. PRESIDENT:

## TRANS

Date Reported  
and Adopted

MAY 26 1981

Your Committee on

to which was referred

C.B. 102117

Relating to land use and zoning; amending Section 24.64.130 of the Seattle Municipal Code (Section 23.31, Zoning Ordinance (86300)) relating to off-street parking requirements limitations in the downtown area.

*hold 1 week 5/18/81*  
*MM 5-13-81 Pass*

*Janette Williams* Chairman

Chairman

*Transportation* Committee

Committee

# Affidavit of Publication

Notary Public  
State of Washington  
King County

STATE OF WASHINGTON  
KING COUNTY—SS.

The undersigned, on oath states that he is an authorized representative of The Daily Journal of Commerce, a daily newspaper, which newspaper is a legal newspaper of general circulation and it is now and has been for more than six months prior to the date of publication hereinafter referred to, published in the English language continuously as a daily newspaper in Seattle, King County, Washington, and it is now and during all of said time was printed in an office maintained at the aforesaid place of publication of this newspaper. The Daily Journal of Commerce was on the 12th day of June, 1941, approved as a legal newspaper by the Superior Court of King County.

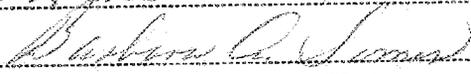
The notice in the exact form annexed, was published in regular issues of The Daily Journal of Commerce, which was regularly distributed to its subscribers during the below

stated period. The annexed notice, a .....  
Ordinance No. 109915

was published on .....  
June 9, 1981

  
.....  
Subscribed and sworn to before me on

June 9, 1981

  
.....  
Notary Public for the State of Washington,  
residing in Seattle.

ORDINANCE 189845

AN ORDINANCE relating to land use and zoning; amending Section 24.64.130 of the Seattle Municipal Code (Section 23.31, Zoning Ordinance (86300)) relating to off-street parking requirements and limitations in the downtown area.

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. That Section 24.64.130 of the Seattle Municipal Code (Section 23.31, Zoning Ordinance (86300)), as last amended by Ordinance 189126 is further amended by repealing the entire section and substituting therefor the following:

24.64.130 DOWNTOWN PARKING AREA SPACES PERMITTED

A. The "Downtown Area" as shown on Plate IV is established as an area where unlimited off-street parking is discouraged and a maximum number of parking spaces is specified to minimize traffic generation and congestion. Individual parking developments within an urban renewal area shall be exempted from the requirements of this section provided:

1. The urban renewal area has a plan adopted by ordinance including a parking element designed to meet the intent of the City's Downtown Parking Policies.
2. Said individual parking developments are identified in the adopted plan.

B. Off-street parking spaces may be established in Area "A" of the Downtown Area as follows:

1. Principal use parking facilities will be permitted as a conditional use in accordance with 24.74.010 and the following additional conditions:
  - (a) The use shall be located and operated in such a manner as to serve a demonstrated need for short-term parking.
  - (b) The use shall be located in a multi-level garage structure where street level frontage is devoted to retail uses or similar pedestrian oriented activity.
  - (c) Adequate screening and landscaping shall be provided.

An analysis shall accompany such proposal and shall include an evaluation of impacts of the use on the transportation system, specifically surface street capacity, transit operation, pedestrian spaces, and impacts on air quality.

2. Accessory parking shall be permitted outright as an accessory use to uses in buildings which are erected, enlarged or expanded after October 1, 1976, or as accessory to a rehabilitated building existing prior to October 1, 1976 and where at least fifty percent of the building is rehabilitated after October 1, 1976, if the Director determines that the parking spaces are in fact accessory to the rehabilitated building and the rehabilitation is evidenced by an expenditure in any twelve month period of at least twenty dollars per square foot of gross floor area being rehabilitated. In all other cases, accessory parking will be permitted only as an accessory conditional use.
3. Accessory parking spaces not located on the same site as the principal use shall be authorized only as an accessory conditional use in accordance with 24.74.010.
4. New open parking lots are prohibited except as accessory uses for rehabilitated buildings meeting the requirements set forth for such in 24.64.130(B)(2)

C. Within the "Retail Core" of Area "A" of the "Downtown Area" as shown on Plate IV, bounded by University Street, First Avenue, Stewart Street and Seventh Avenue, accessory parking spaces shall be authorized in excess of the maximum number provided in 24.64.130(B) if the Director determines that the ratio of all parking spaces to gross floor area devoted

to retail uses in the Retail Core is less than the ratio of such spaces to such area as of October 1, 1976, and that the proposed spaces do not cause said ratio to exceed the total as of October 1, 1976; and that such proposed spaces will be located in a multi-level garage structure, the ground or street level frontage of which is devoted to retail uses or similar pedestrian oriented activity. New retail uses, restaurants and places of assembly may aggregate their maximum number of permitted accessory parking spaces in the same parking facility provided the facility is located not more than 1700 feet from each of the participating uses.

D. Off-street parking may be established in Area "B" of the Downtown Area as follows:

1. Principal use parking on open lots or in structures shall be permitted as a conditional use in accordance with 24.74.010 if the proposed use does not have a significant adverse effect upon traffic flow or surface street capacity, particularly at peak hours.
2. Accessory parking shall be permitted outright as an accessory use for uses in buildings which are erected, enlarged or expanded after October 1, 1976, or as accessory to a rehabilitated building existing prior to October 1, 1976 and where at least fifty percent of the building is rehabilitated after October 1, 1976, and the Director determines that the parking spaces are in fact accessory to the rehabilitated building and the rehabilitation is evidenced by an expenditure in any twelve month period of at least twenty dollars per square foot of gross floor area being rehabilitated.
3. Required accessory parking shall be permitted outright in a building or on an open lot when the principal use is located in a zone where parking is required by this article. All such parking shall be located in the same zone as the principal use.
4. In all other cases accessory parking, whether located on the same or on a lot other than the principal use, shall be permitted in a building or on an open lot only as an accessory conditional use in accordance with 24.74.010.

E. Maximum permitted spaces:

1. The maximum number of parking spaces permitted as accessory to principal uses in the Downtown Area shall be the same as the minimum number of parking spaces specified for such uses in 24.64.120, each space being calculated as having a maximum area of three hundred fifty square feet, subject to the following exceptions in Area "A":

Use	Maximum Parking Spaces Permitted
Banks, businesses or professional offices in buildings where such uses occupy at least 80% of the gross floor area exclusive of the floor area devoted to lobby, parking and mechanical equipment.	One for each 1000 square feet of gross floor area of the entire building in the CM Zone; one for each 1500 square feet of gross floor area of the entire building in the RM and M Zones.
Banks, businesses or professional offices where mixed with other uses and constituting less than 80% of the gross floor area of the building exclusive of floor area devoted to lobby, parking and mechanical equipment.	One for each 1200 square feet of gross floor area of such uses in the CM Zone; one for each 2000 square feet of gross floor area of such uses in the RM and M Zones; in addition to spaces permitted for other uses in the building.
Transient accommodations such as hotels, motels, and motor hotels.	One for each two units.
Restaurants	One for each 200 square feet of gross floor area.
Retail stores	One for each 300 square feet of gross floor area.
Helisports	One for each helistop pad.
Trade or business schools	One for each 1000 square feet of gross floor area.

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Residential Dwellings Two for each dwelling unit.

- 2. In those parts of the Downtown Area where both minimum and maximum parking requirements result from application of zoning regulations, the maximum parking limit shall be not less than one-hundred-ten percent of the minimum parking requirement.
- 3. Parking spaces in excess of the maximum number allowed in this section may be authorized by the Director only as a variance as provided in 24.74.030.

Section 2. This ordinance shall take effect and be in force thirty days from and after its passage and approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the provisions of the city charter.

Passed by the City Council the 26<sup>th</sup> day of May, 1921, and signed by me in open session in authentication of its passage this 26<sup>th</sup> day of May, 1921.

Approved by me this 3<sup>rd</sup> day of June, 1921. *Charles Royce* Mayor.

Filed by me this 4<sup>th</sup> day of June, 1921.

Attest: *T. Hill* City Comptroller and City Clerk.

(SEAL)

By *Theresa Dunbar* Deputy Clerk.