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# OLD TOWN / CHINATOWN DEVELOPMENT PLAN

(PART 1 OF 3)



# OLD TOWN/CHINATOWN DEVELOPMENT PLAN

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## INTRODUCTION

Old Town/Chinatown is Portland's oldest neighborhood, and one of its most diverse. This is a community that is rich in resources – its people, its buildings, its important location in the heart of the Central City. It is a community with its share of challenges, but it is also a community undergoing dramatic change, with promising new public and private investments. The Old Town/Chinatown Development Plan seeks to build on these special resources, characteristics and challenges.

This neighborhood has witnessed a history of community revitalization efforts, each of which has achieved important results. These include the creation of the Skidmore/Old Town Historic District in 1975, coupled with the subsequent adoption of a development plan for the historic district in 1976. A Chinatown Development Plan was adopted in 1984, and Chinatown was listed on the National Register of Historic Places in 1988. These planning efforts were tied to major public/community investments, such as:

- *Rehabilitation of the North Waterfront Park and the Japanese Memorial Garden.*
- *Extension of the Transit Mall north of Burnside.*
- *Acquisition and rehabilitation of Union Station.*
- *Saturday Market.*
- *Restoration of numerous historic structures.*
- *Construction of the Chinatown Gate.*

In December 1997, City Council adopted a Vision Plan for Old Town/Chinatown. This Vision Plan represented a major step forward for the neighborhood. It brought together representatives from the diverse elements of Old Town/Chinatown – the business community, the Chinese businesses, residents, the social services and the Old Town/Chinatown Neighborhood Association. The Vision Plan is a collaborative document which sets forth a series of agreements about how the neighborhood could move forward. The Vision Plan places major emphasis on the need for strong communication among the diverse members of the community, for balance, and for a commitment to the principles of the Good Neighbor Agreement.

Historic Old Town/Chinatown's Development Plan is designed to complement the spirit and implement the economic development objectives of the Vision Plan. This unique public and private partnership is built on a firm commitment to honor and preserve the historic and cultural character of the neighborhood. The foundation of the revitalization process is a progressive partnership to ensure the community maintains a social and economic balance, providing mixed income housing as well as a healthy climate for the business community.

Old Town possesses a unique multi-cultural identity, including a rich heritage of Chinese, Japanese and Greek communities. Portland's Saturday Market, a vibrant arts community and the Nightlife District combine to make it a dynamic hub of creative activity. These diverse aspects of Old Town/Chinatown will serve as a magnet for cultural tourism. Throughout the revitalization process, those who live and work in this historic area will join with the City to ensure protection of the historic and cultural assets that make up the identity of the neighborhood.

The Vision Plan has already resulted in significant and positive change. More than 200 new housing units have been constructed, serving a broad mix of incomes. The new Port of Portland headquarters has been completed, and the Classical Chinese Garden is underway. These projects represent a greater financial investment in Old Town/Chinatown than the prior 50 years combined.

The Old Town/Chinatown Development Plan, identified as an immediate need in the Vision Plan, utilizes the goals and components of the Vision Plan to prepare a strategy for immediate, short-term and long-term public and private investments. The underlying premise for the strategy is to use public investment to foster private investment in Old Town/Chinatown, while maintaining the unique character of the neighborhood.

The Development Plan is intended to serve as a broad blueprint, and not as a block-by-block prescription. The Plan is intended to evolve when new opportunities arise. It is important that the Old Town/Chinatown Vision Committee process continue through

the implementation of the Plan, to respond to new opportunities and to assure that the community's fundamental vision is sustained.

The Development Plan has been conducted in three phases. Phase 1 included background and analysis with data collected on the district and identification of a complete set of issues. Appendix A sets forth the comprehensive set of issues assembled during Phase 1. Phase 2 involved preparation of detailed physical planning analysis for three specific areas in the district. The three areas were the Third/Fourth Avenue Corridor from Burnside to Hoyt; the Trailways Blocks; and Burnside Street. Public workshops were conducted during each of the first two phases. The Phase 2 conclusions are included in this report as Appendix B. Phase 3 contains the development recommendations for implementation.

The Old Town/Chinatown district is a complex and diverse community with small parcels, underutilized buildings and many long time owners who do not have interest in current new investments. The Vision Plan has created an atmosphere of support and cooperation within and among the community business interests, social services, the Chinese community, and residents. The Plan is intended to respect the importance of all members of the district while striving to renovate and upgrade the use of property.

## ■ PROJECT GOALS

The first step in the development plan effort was to articulate a positive vision for the district. The goal of the Old Town/Chinatown Development Plan is:

***To develop Old Town/Chinatown into a vibrant, 24 hour, mixed-use, urban neighborhood, rooted in a rich historical past.***

Vibrant means that an active and safe street life should be established and economic and cultural diversity should be encouraged. An active street life may be accomplished with a diversity of shops and other businesses related directly to the street. Street and sidewalk treatments should reinforce the historic, arts and

cultural character of the neighborhood. And, street modifications should be made to enhance the pedestrian experience and slow traffic to reduce pedestrian/vehicular conflict.



*3rd Avenue at Burnside Street*

Economic diversity is encouraged by preserving the existing lower-income housing and social services providers and adding new housing of all income levels. Cultural diversity is encouraged by preserving the existing ethnic diversity and targeting new housing and businesses to re-establish a significant Asian presence in Chinatown. Street safety is emphasized by increasing the vested residential population in the neighborhood, through increased home ownership, and by community policing.

The 24-hour, mixed-use character of the district can be encouraged with ground floor retail businesses, housing, and nightlife related businesses in combination with upper story offices and other commercial space. Regional attractions, (such as the Chinese Classical Garden and Saturday Market) and hotels should bring in people from outside the district and increase the vitality during the evenings and weekends.

The historic character of the neighborhood will be maintained through retaining and rehabilitating existing historic structures, insuring that new development is compatible with those historic structures, and reinforcing the identity of Old Town/Chinatown with improvements which relate to the cultural history.



*Fifth Avenue Court Apartments under construction*

## ■ NEW DEVELOPMENTS

As noted, the Old Town/Chinatown Vision Plan has been very successful. The Plan called for 50-100 units of housing, preparation of a Development Plan, solicitation of commercial office development at the Trailways Blocks and development of the Classical Chinese Garden. All objectives have been met except the Trailways Blocks (and the Port of Portland office essentially achieves this objective). The following projects have been completed or started since the Vision Plan was adopted:

**CLASSICAL CHINESE GARDEN:** Groundbreaking was conducted in June 1999 with a projected opening date of spring 2000. Substantial funds have been secured to assure the development of the Garden.

**FIFTH AVENUE COURT APARTMENTS:** Ninety-six units of housing, 170 parking spaces, and first floor retail were completed in July 1999. Forty-eight units of housing are affordable (60% of median income) and 48 units are market rate. The project is located at NW Fifth and Davis.

**PORT OF PORTLAND OFFICES:** The Port of Portland recently completed a 100,000 square foot headquarters office building at NW Second and Everett. An estimated 300 employees occupy the building.



*Port of Portland Offices in the background*

**FIFTH AVENUE PLACE APARTMENTS:** Seventy new affordable rental units and first floor retail were completed and opened in February 1999. The project is located at NW Fifth and Everett.

**MACDONALD CENTER:** A 54-unit, low-income senior assisted living center at NW Sixth and Couch, was completed in September 1999.

## ■ DEVELOPMENT OPPORTUNITIES/CHALLENGES

A complete list of issues and challenges for the district was developed in Phase 1 of the Development Plan. These issues were used to guide the recommended actions. The complete list of issues is presented in Appendix A of this report. The core opportunities and challenges, described below, are critical to the generation of the proposed actions and investment strategy contained in this report.

1. **Diversity:** The diversity of the district is regarded as an opportunity for a rich urban life-style. Old Town/Chinatown is diverse in terms of its ethnicity, its socioeconomic mix, and in terms of its variety of uses - business, social service, residential, etc. There is a strong desire to preserve this diversity. The diversity also presents a challenge in the number of different organizations (with varying boundaries) that exist in the district.

2. **Property Ownership:** Old Town/ Chinatown has numerous parcels and few full block single owners. The smaller parcels make property acquisition and redevelopment more difficult and more costly. There are numerous historic structures that are valuable components of the urban fabric that are important to preserve.
3. **Development Potential:** A majority of the blocks in Old Town/Chinatown currently have improvements that are less than the value of the land that they occupy. The assessment of the development potential for the study area is that 1,000 new housing units could be developed along with 500,000 square feet of office, streetfront retail, parking and open space while preserving all of the existing services and historic buildings of merit in the district. In short, there is considerable redevelopment potential.
4. **Edges:** The district faces a specific challenge in that access to the district is adversely affected by its edges and boundaries. Burnside Street represents a major deterrent for the downtown connection. Naito Parkway makes access to Waterfront Park more difficult. The Steel Bridge and railroad tracks at Union Station divide 1,100 existing/planned housing units along the waterfront from the district. Union Station and the Post Office constrain access to the River District and a proposed grocery store at NW 9<sup>th</sup> and Lovejoy.
5. **Classical Chinese Garden:** The development of the Garden represents an important attraction for the district. The number of visitors to the district will increase, providing greater familiarity with the area and new traffic patterns. It is important for the success of the Garden and the district to support new developments adjacent to the Garden so that the visitor experience will be enhanced. It is also important to insure light, air and visual connections to the Garden. This may be accomplished through zoning performance standards and/or through design of adjacent buildings.
6. **Access Choices:** Old Town/Chinatown has excellent transit access and service

with light rail and the Transit Mall. The auto access is reasonable with the Steel, Broadway and Burnside Bridges. Commuters, visitors and residents all have choices with regard to mode and opportunities for access in the district, especially if the aforementioned edge/barrier conditions can be ameliorated.



*Burnside St. short term improvements*

7. **Streets for People:** Many of the streets in the districts (both arterials and local) feature widths, traffic speeds, and design which maximize vehicular traffic functions at the cost of pedestrian ease/mobility. Consideration of pedestrian needs must be integrated into traffic operations/functions.
8. **Design Quality:** It is important that new development be of high quality design and materials. New development should also utilize sustainable construction and design practices.

## ■ RECOMMENDATIONS

A high priority should be placed on specific actions that would continue the positive development momentum in the district. The priorities are based upon the following objectives:

- *Reduce barriers to Old Town/Chinatown.*
- *Preserve and enhance the historic and cultural character of the area.*
- *Support the development of retail and arts and entertainment businesses in the district.*
- *Enhance the area around the Classical Chinese Garden.*
- *Support preservation and development of a mix of housing for different incomes.*
- *Proceed with development of the Trailways Blocks.*

## ■ IMMEDIATE ACTIONS

The following immediate actions are recommended as the highest priority for the Plan to be implemented in the first year, with the goal of prioritizing funds and providing an early visible commitment to redevelopment of the district. The following immediate actions are recommended:

### ① Street Revisions.

- 1.1 Burnside:** Reduce West Burnside Street from three lanes to two lanes in the westbound direction from 2<sup>nd</sup> Avenue to 8<sup>th</sup> Avenue by installing parking meters by the end of 1999. Monitor the safety and effectiveness of the changes in determining the long-term viability of this redevelopment strategy.

Undertake a study to determine the feasibility of reducing West Burnside Street from three lanes to two lanes in the eastbound direction from S.W. 8<sup>th</sup> Avenue to 2<sup>nd</sup> Avenue and returning parking to this area during some or all hours of the day.

Evaluate and implement options for reducing travel speeds in the corridor through changes in signal timing or other methods. The potential effects on air quality, traffic congestion and pedestrian safety should be considered in the evaluation.

Expedite the Burnside study for future reconstruction of the street incorporating the recommended revisions of the Visions Committee (see Long-Term Action Item 7.2).

- 1.2 Port of Portland:** Obtain commitment from the Port of Portland to operate its surface parking lot on weekends to support visitors to the district, particularly the Classical Chinese Garden.
- 1.3 NW 2<sup>nd</sup> and Flanders:** Rededicate and improve NW 2<sup>nd</sup> Avenue right-of-way between Everett and Glisan Streets, and NW Flanders Street between 2<sup>nd</sup> and 3<sup>rd</sup> Avenues, as part of the Classical Chinese Garden and Port of Portland developments. Prepare a traffic circulation plan for the area based upon the new street openings.

### ② Property Development.

- 2.1 Block 25 Development:** Acquire most of the block bounded by Glisan, Flanders, 3<sup>rd</sup> and 4<sup>th</sup>, undertake pre-development work and prepare a development offering for the block that would include parking, housing, first floor retail and accommodation of the Blanchet House functions.
- 2.2 Trailways Blocks:** Prepare a development offering for a mixed-use project on the two blocks. This development may occur in phases.

### ③ Property Redevelopment.

- 3.1 Third Avenue/Everett to Burnside:** Renovate the blocks across from the Classical Chinese Garden II. The blocks on the west side have vacant or underutilized buildings. Property owners should be encouraged to invest in redevelopment or to make the property available for redevelopment. Investigate other immediate term renovation or redevelopment opportunities.
- 3.2 Burnside/Third to Fourth Avenues:** Initiate efforts to redevelop the property on the north side of Burnside between Third and Fourth Avenues either through public acquisition and/or private redevelopment.



#### 4 Housing.

- 4.1 Housing for Mixed Income Levels:** Support development of additional housing for a variety of income levels.
- 4.2 Asian Senior Housing:** Support creation of a senior housing development in Chinatown, targeted to the Asian community similar to projects that exist in Seattle and San Francisco.

#### 5 Encourage New Development:

Support continued efforts to redevelop Old Town/Chinatown through assistance to property owners, improved information about the district, and implementation of the recommendations contained in the Development Plan.

### ■ SHORT-TERM ACTIONS

The short-term actions include those items recommended to receive priority consideration for implementation within one-three years.

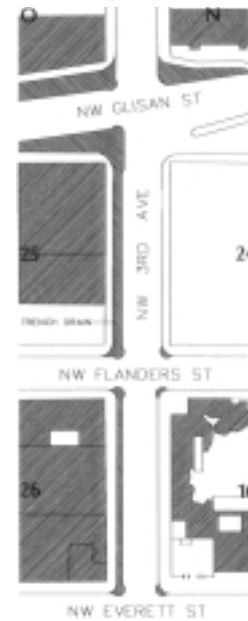
#### 1 Reduce barriers to Old Town/Chinatown.

- 1.1 Naito Parkway Crossing:** Evaluate the option to provide traffic signal at Naito Parkway and Couch to improve pedestrian access to Waterfront Park. The pedestrian activated signal currently at Couch does not seem to be effective. Also synchronize this signal with other signals.

#### 2 Enhance the property surrounding the Classical Chinese Garden.

- 2.1 Third Avenue/Glisan St. Lane Reduction:** Reduce Third Avenue from three to two lanes of auto traffic from Glisan to Davis with possible extension to Couch, and widen sidewalks along existing street contour. Eliminate the eastbound lane on Glisan from Fourth to Third and improve pedestrian crossing.

#### 3 Support investments for Old Town/Chinatown developments.



*3rd Ave. and Glisan St. short term improvements*

#### 4 Enhance the arts, cultural and historic character of the district.

- 4.1 Property Acquisition and Renovation:** Support public investments in properties either by acquisition or grants to owners to renovate, provide seismic upgrades, or redevelop.
- 4.2 Streetscape Improvements:** Provide grants and assistance for banners, streetlights, trees, public art, interpretive projects and other improvements which enhance Old Town/Chinatown.
- 4.3 Building Preservation:** Support financing to existing building owners for required seismic upgrades. Increase financial support for building facade improvements and storefront restoration and rehabilitation.
- 4.4 Information:** Develop promotional materials such as brochures on the historic and cultural components of the district.
- 4.5 Aural History:** Support the formation of a committee to investigate the feasibility of developing aural history installations in the district.
- 4.6 Fountains:** Create fountain walk on Ankeny from Fifth to Fourth, Third and Second Avenues connecting to Skidmore Fountain.



*Cultural Events in Chinatown*

**4.7 Asian Businesses:** Provide assistance to new and existing Asian business enterprises.

**4.8 Open Space Study:** Prepare an open space study of the district which addresses the full range of existing and potential open spaces in and near the district. These would include Tom McCall Waterfront Park, the North Park Blocks, the Fountain Walk identified above, the future Forecourt in front of Union Station and the Classical Chinese Garden.

**5 Housing:** Support development of additional units of mixed-income housing in the immediate and short terms.

**6 Crime and Safety.**

**6.1 On-going Public Safety:** The Old Town/Chinatown Neighborhood and its public safety partners (Portland Police Bureau, Tri-Met, Association for Portland Progress, Portland Development Commission, Mayor's Office, Portland Parks & Recreation, etc.) will continue to use the Old Town/Chinatown Vision Committee as a vehicle to help solve crime and public safety issues.

**6.2 Physical Improvements:** Recognize the crime and public safety issues that will need to be addressed utilizing manpower resources as well as financial support.

**6.3 Lighting:** Continue improvement of building and street lighting in the district.

## ■ LONG-TERM ACTIONS

The Visions Plan set the stage for the Development Plan by setting forth the components to be included in the Planning/Implementation/Development Strategy. *The City Council-adopted Vision Committee components are written in italics with minor revisions reflecting current thinking on these components.* The Vision Plan components are followed by a set of actions recommended to accomplish each of the components. Note that some of the Immediate and Short-Term Actions respond to these components as well.

Four new components have been added to the Strategy:

- *Reduction of the barriers and edges to the district.*
- *Preservation of the cultural and historic character of the district.*
- *Enhancement of the properties surrounding the Classical Chinese Garden.*
- *Open Space opportunities and connections.*

**1 Parking.** *(Including new off-street parking facilities for shoppers and for older buildings which currently lack parking; this could potentially free up the numerous surface parking lots which represent an enormous potential for future private development parcels).*

**1.1 Revise City Parking Code:** To stimulate redevelopment of surface parking lots, revise parking code to allow surface parking lot owners to transfer parking to new structures.

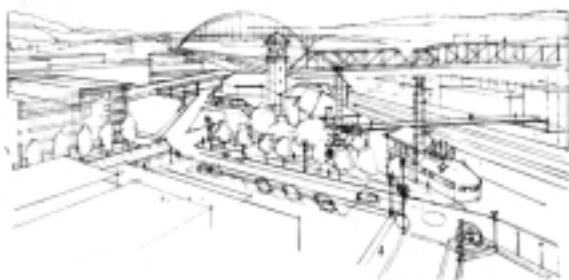
**1.2 New Parking Facilities:** Develop new parking facilities to support underparked buildings and visitor use in the district.

**2 Redevelopment Opportunities.** *(including currently under-utilized parcels which lend themselves to new housing, commercial, and other appropriate development).*

**2.1 Streetfront Improvements:** Continue to provide matching grants for storefront improvements (on-going).

**2.2 Development Opportunity Fund:** Consider using the Fund to support seismic upgrades, offsets for System Development Charges (SDC's), and

- other costs which inhibit redevelopment.
- 2.3 Transit Supportive Development:** Consider strategies that encourage high-density development along the North Transit Mall, to support public investment in transit.
- 2.4 Nightlife Strategy:** Prepare a retail and nightlife development strategy to encourage 24-hour mixed-use activity.
- ③ Public Market.** *(Preserve and enhance the public market in the New Market/Skidmore Fountain/ Saturday Market area, integrating with the adjacent Waterfront Park).*
- 3.1 Ankeny:** Expand sidewalks and pedestrian space as part of street improvements along Ankeny/ Third/Fourth.
- 3.2 New Market Plaza:** Pursue replacement parking for the New Market Theater surface parking to enable public plaza/market use.
- 3.3 Fire Station Redevelopment:** Pursue redevelopment of the fire station block.
- ④ Chinatown.** *(Special strategy for Chinatown, which is one of the core components of the broader neighborhood. Such a strategy should capitalize on the potential benefits of expanded trade and tourism with Asian/ Pacific Rim countries).*
- 4.1 Property Owner Group:** Institute special program to contact Asian property owners to encourage development, redevelopment and investment in property that supports Chinatown.
- 4.2 Asian Market:** Promote creation of specialty markets and events.
- 4.3 District Entrances:** Consider construction of a new gate or similar feature at the north end of Chinatown.
- 4.4 Public Events:** Encourage use of street and sidewalks for public events which enhance Chinatown life and culture.
- ⑤ Housing.** *(Including mixed-income and affordable housing, is a subject of considerable interest).*
- 5.1 Housing Diversity:** Encourage preservation and new development of housing which serves a diverse range of incomes in a range of housing types (rental, for-sale) and which also serves specialized needs (artists, etc.).
- 5.2 Residential Development:** The long-term potential redevelopment in Old Town/Chinatown could include more than 500 units of new housing in addition to units created in the short-term and immediate term.
- ⑥ Marketing Strategy.** *(Focusing on the Arts and Entertainment and retail aspects of the neighborhood).*
- 6.1 Arts and Entertainment:** Support the arts and entertainment venues (new and existing), including mixed income live/work housing for artists. Encourage everyone in the neighborhood to utilize the Visions Committee to mitigate livability issues.
- ⑦ Street/public improvements.** *(Including streetlights and other furniture, public art, opportunities for special paving, street trees, etc.).*
- 7.1 Priority Streets:** Support the immediate/short-term improvements recommended for Burnside, Third Avenue and Naito Parkway crossing.
- 7.2 Burnside:** As part of the major reconstruction plan for Burnside, support effort to reduce Burnside to two lanes, eliminate the median, restore parking, expand sidewalks, extend sidewalk corners, reduce vehicle speeds, provide left turn for eastbound autos on Fourth, provide special paving for crosswalks, and improve street frontage.
- 7.3 Union Station:** Redevelop parking and entry to create angle road under the Broadway Bridge connecting to 9<sup>th</sup> and Northrup. Modify the parking area in front of the station, placing parking underground and open space above. Coordinate development of underground parking with the proposed development on the adjacent block.
- 7.4 Pedestrian Crossing:** Investigate the desirability of providing a pedestrian crossing to Waterfront Park at Glisan.

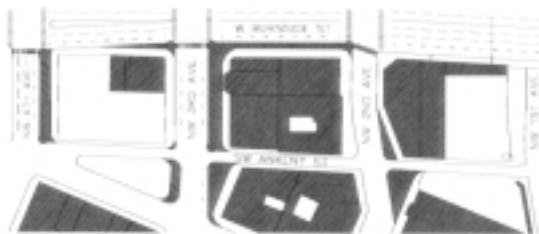


*Old Town / Chinatown connection to River District*

**7.5 Intermodal Facility:** Consider creation of an intermodal transfer point at Union Station, with connections to light rail, the airport and inter-city transit modes. This facility might include a baggage check-in facility for transit patrons bound for the airport.

- ⑧ **Public Right-of-Way.** *(Special public right-of-way projects possibly to include Ankeny Street, the Third and Burnside intersection, a new “torii gate”, a Greek gate, etc.).*

**8.1 Burnside/Ankeny:** Reduce street widths on Third and Fourth by widening sidewalks and enhancing open space, consider plaza improvements at Ankeny and Third and Second Avenues.



*Burnside / Ankeny Revisions*

- ⑨ **Public safety.** *(related projects including public restrooms).*

**9.1 Public Restrooms:** Provide safe, clean and convenient public restrooms. This would entail development of new facilities as well as reestablishing existing facilities (e.g. Front and Davis parking garage).

**9.2 On-Going Public Safety:** The Old Town/Chinatown Neighborhood and its public safety partners (Portland

Police Bureau, Association for Portland Progress, Tri-Met, Portland Development Commission, Mayor's Office, Portland Parks & Recreation, etc.) will continue to use the Old Town/Chinatown Visions Committee as a vehicle to help solve crime and public safety issues.

**9.3 Physical Space:** Take initiative to identify public safety challenges, research and make recommendations to the appropriate entity.

- ⑩ **Coordination.** *(With planned projects including the River District, South-North light rail project, etc.).*

**10.1 Visions Committee:** Continue to support the Visions Committee in its oversight of implementation of the Development Plan, and to continue in its role as a forum for resolution of community issues and challenges.

- ⑪ **Barriers and Edges.** *(Address barriers and edges to the district that limit access).*

**11.1 Burnside:** Reconstruct Burnside with priority given to pedestrian crossings and improvement of the street environment for streetfront businesses (see item 7.2).

**11.2 Pedestrian Crossing at Third Avenue:** Continue to advocate for an at-grade pedestrian crossing at Third Avenue and Hoyt across the railroad tracks to encourage pedestrian connections to Old Town/Chinatown from the new housing developments along Naito Parkway. This may be extremely difficult to achieve, based on earlier ODOT action on this issue. If these efforts for an at-grade crossing fail, consider other means of enhancing pedestrian access in this vicinity.

**11.3 Union Station:** Create connection through Union Station to 9<sup>th</sup> and Northrup under the Broadway Bridge.

**11.4 Glisan Connection:** Consider connecting NW Glisan Street to NW Naito Parkway.

- 12 Historical, Arts and Cultural Character. (*Promote the historical, arts and cultural character of the district.*)



*Burnside Street Reconstruction*

- 12.1 Design Guidelines:** Update design guidelines to reflect current expectations for redevelopment, historic preservation and the unique characteristics of Skidmore/Old Town, Chinatown and other areas of special character. Use these guidelines to assure high quality design of new development, especially for public-sponsored projects.
- 12.2 Community Center:** Support efforts to establish a community center to provide uses such as meeting space, recreation, reading room, historic displays and other functions of benefit to the neighborhood.
- 12.3 Public Art:** Many publicly funded projects will include public art. Encourage developers to incorporate public art, historical or other cultural aspects in their projects.
- 13 Open Space Opportunities and Connections. (Creation of open space in the district is needed, including access to existing and identification of new spaces. See Also Short-Term Action 4.8)
- 13.1 New Open Space:** Consider creation of open space as part of redevelopment of the neighborhood.

- 13.2 Access to Open Space:** Improve access to existing open space in the area including Tom McCall Waterfront Park and the North Park Blocks and future park spaces in the River District.

- 13.3 Pedestrian Plaza:** Develop pedestrian plaza at Third/Ankeny and at New Market Theater as part of the enhanced Ankeny connection from the Transit Mall to Waterfront Park. Consider development of a fountain in the Third Avenue vicinity as part of an Ankeny “fountain” walk.

- 13.4 Recreation Pockets:** Encourage developers of new residential projects to include space for recreation pockets.

- 14 Classical Chinese Garden. Enhance Classical Chinese Garden surrounding properties.

- 14.1 Hotel:** Market opportunity for hotel in the vicinity of the Garden.

- 14.2 Asian Cultural Center:** Support efforts to establish an Asian cultural center to build on the success of the Classical Chinese Garden.

## ***Conclusions***

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The Old Town/Chinatown neighborhood is at a critical point in its long and rich history. A strong and diverse community has come together in the last few years – perhaps in a way like no other time in its history. Major new redevelopment is occurring, with more new projects already on the drawing boards. The area is witnessing significant new public and private investment.

This Development Plan reflects the hard work of many people in the neighborhood. It reflects a serious commitment to a consensus-driven approach. The Plan, and the future vitality of Old Town/Chinatown, will not succeed unless all of the community continues to work together to achieve a good vision in a way that benefits all.

Economic opportunities lie before Old Town/Chinatown and our challenge will be to harness them so that Old Town/Chinatown is a better, stronger community for all who live, work and visit the neighborhood. The Old Town/Chinatown Development Plan Steering Committee is committed to fulfilling this vision.

## INVESTMENT STRATEGY

The recommended Investment Strategy of the Old Town/Chinatown Development Plan is on page 13. The table addresses recommendations for some of the Immediate Actions, Short-Term Actions and Long-Term Actions. A total public investment of \$69,140,000 is called for resulting in an estimated \$503,600,000 in private investment. The final budget for these actions, and for other actions identified in the Plan but not presented in the table will be determined through the City's/PDC's budget planning process in consultation with the Old Town/Chinatown community.

The public investment is divided into Immediate (1 year), Short-Term (1-3 years) and Long-Term investment classifications consistent with the Recommendations. Public funds are predominantly tax increment funds but other sources are included, such as City of Portland Capital Improvements Plan, regional transportation funds, System Development Charge funds, and Portland Parks and Recreation funds. The private investment is estimated for only those investments that would be directly required with or generated by the public investment. For example, the housing loans from PDC would only be provided with the private commitment for construction of housing. The secondary private development benefits from improvements to the district are not included in the estimate.



*Fifth Avenue Place Apartments*

Public financing is critical to the redevelopment of Old Town/Chinatown. A partnership of public and private investment is needed to

upgrade the current built environment. The following are specific recommendations for the investment strategy:

1. **Extend Tax Increment:** Old Town/Chinatown is currently in the Downtown Urban Renewal District which expires in 6 years leaving the district without a source of tax increment urban renewal funds. Consideration should be given to including Old Town/Chinatown in the newly formed River District Urban Renewal or some other means of assuring a long-term funding source for implementation of the development plan.
2. **Prioritize Private Investment Leverage:** It is recommended that a priority be given to projects that involve private investment in the district. The diverse property ownership and perceptions of the area have discouraged private investment in the past. A concerted program to assure property availability and incentives for mixed use development are needed to enable successful private investment.
3. **Special Incentives for Economic Uses:** It is recommended that consideration be given to targeted incentives for redevelopment in the district. Office and streetfront commercial do not have a strong market for development at this time. There are several properties that are vacant which should be developed as retail or office. Targeted assistance for these uses would be valuable.
4. **Promote Incentives for Historic Use:** Promote incentives for historic redevelopment and seismic upgrades, including state tax incentives.

## OLD TOWN/CHINATOWN DEVELOPMENT PLAN INVESTMENT STRATEGY

Immediate Actions (first year)	Public Investment			Private Investment	Comments
	Immediate	Short-Term	Long-Term		
1.1 Burnside	\$50,000			\$500,000	
2.1 Glisan/Flanders	\$20,000		\$2,500,000	\$15,000,000	100 units of housing
2.2 Trailways Blocks	\$20,000		\$1,800,000	\$23,000,000	100 units of housing
3.1 3rd Avenue	\$100,000		\$500,000	\$5,000,000	Housing, retail, office
3.2 Burnside/3rd/4th	\$500,000		\$1,500,000	\$9,000,000	Housing, retail, office
4.1 Housing			\$2,500,000	\$22,000,000	100 units of housing
4.2 Asian Senior Housing			\$1,750,000	\$14,000,000	70 units of housing
Total Immediate Actions	\$690,000		\$10,550,000	\$88,500,000	
Short-Term Actions (one to three years)	Public Investment			Private Investment	Comments
	Immediate	Short-Term	Long-Term		
1.1 Naito Crossing		\$150,000			
2.1 3rd Ave Lane Reduction		\$1,000,000		\$5,000,000	Retail upgrades
4.1 Property Renovation		\$1,000,000		\$8,000,000	Housing, retail, office
4.2 Streetscape Imp.		\$2,000,000		\$8,000,000	Retail upgrades
4.3 Building Preservation		\$1,000,000		\$12,000,000	Housing, retail, office
4.4 Information		\$25,000			
4.5 Aural History		\$25,000			
6. Crime and Safety		\$150,000		\$1,000,000	
Total Short-Term Actions		\$5,350,000		\$34,000,000	
Long-Term Actions (three years or more)	Public Investment			Private Investment	Comments
	Immediate	Short-Term	Long-Term		
1.1 Revise Parking Reg			\$50,000		
1.2 New Parking Facilities			\$4,500,000	\$4,500,000	300 new parking spaces
2.1 Storefront Improvements			\$150,000	\$1,500,000	
2.2 Dev Opportunity Fund			\$4,000,000	\$40,000,000	Housing, retail, office
3.1 Ankeny Improvements			\$1,000,000	\$8,000,000	Retail, new development
3.3 Fire Station Dev			\$3,000,000	\$30,000,000	150 housing units
4.2 Asian Market			\$150,000	\$1,500,000	
4.3 New Entrances			\$500,000	\$4,000,000	Public/private partnership
5. Housing			\$12,500,000	\$120,000,000	500 add'l units of housing
7.2 Burnside Reconstruction			\$10,000,000	\$100,000,000	Reinvestment in street
7.3 Union Station Access			\$5,000,000	\$40,000,000	Retail, new development
8.1 Burnside/Ankeny			\$1,500,000	\$12,000,000	Retail, new development
9.1 Public Restrooms			\$200,000		
11.2 Ped Crossing at 3rd			\$100,000	\$1,000,000	Retail, new development
12.1 Design Guidelines			\$50,000		
12.2 Community Center			\$250,000	\$1,500,000	Public/Private investment
13.1 Park at Couch/4th			\$9,000,000	\$2,000,000	Retail, new development
13.4 Steel Bridge Open Space			\$100,000	\$100,000	
14.1 Hotel				\$10,000,000	
14.2 Asian Cultural Center			\$500,000	\$5,000,000	Public/private partnership
Total Long-Term Actions			\$52,550,000	\$381,100,000	
Total Investment Potential	\$690,000	\$5,350,000	\$63,100,000	\$503,600,000	





DEVELOPMENT PLAN

## DEVELOPMENT

### ■ DEVELOPMENT POTENTIAL

A block-by-block analysis of Old Town/Chinatown was conducted for development and redevelopment potential. Those blocks that contained improvement values less than the land values based upon the Multnomah County assessed valuations were analyzed with regard to redevelopment potential. Lots where historic buildings or existing services were operating were evaluated for additional development but not considered for new development. A considerable portion of Old Town/Chinatown has potential for redevelopment.

Sites were then considered for housing, commercial, office, parking and open space. It was assumed that housing would be in structures of six stories or less and that parking would be provided in structures to support each of the assumed developments. Based upon this sketch analysis, a total potential of 1,532 housing units, 138,000 s.f. of new retail, 670,600 s.f. of office and a 200 room hotel could be developed requiring 1,663 parking spaces. There is considerable redevelopment potential in the district.

### ■ HOUSING INVENTORY

A survey of housing type and affordability for the River District (of which Old Town/Chinatown is a part) indicates that Old Town/Chinatown contains a large supply of low-income housing. The current housing inventory in the Old Town/Chinatown District exceeds the River District targets for below 80% of Median Family Income (MFI), but is well below the targets for 81-120% of MFI.

To achieve the vision of housing diversity in the Old Town/Chinatown District, new housing units above eighty percent of MFI need to be developed. To meet the income/housing markets as guided by the River District Plan, over seven hundred additional Low Income Units (below 50% MFI) will need to be developed in portions of the River District Planning Area other than Old Town/Chinatown.

The large number of low-income units historically present in the Old Town/Chinatown District is what enables the River District planning area to match the income patterns of the City at this time. It is therefore an important priority to preserve the low-income housing stock in Old Town/Chinatown.

## OLD TOWN/CHINATOWN DEVELOPMENT PLAN HOUSING INVENTORY

### Total Surveyed Units

HOUSING TYPE	MFI 0-30%	MFI 31-50%	MFI 51-80%	MFI 81-120%	MFI over 120%	MFI TOTAL	% OF TOTAL
SRO	549	318	107	0	0	974	71.78%
Studio	75	77	71	0	0	223	16.43%
1 Bedroom	0	31	91	19	1	142	10.46%
2 Bedroom	0	0	18	0	0	18	1.33%
3 Bedroom	0	0	0	0	0	0	0.00%
4 Bedroom	0	0	0	0	0	0	0.00%
<b>Total</b>	<b>624</b>	<b>426</b>	<b>287</b>	<b>19</b>	<b>1</b>	<b>1,357</b>	<b>100.00%</b>
<b>% of Total</b>	<b>45.98%</b>	<b>31.39%</b>	<b>21.15%</b>	<b>1.40%</b>	<b>0.07%</b>		

## OLD TOWN/CHINATOWN DEVELOPMENT PLAN REDEVELOPMENT POTENTIAL

BLOCK	ADDRESS	HOUSING	RETAIL	OFFICE	OTHER	PARKING	PUBLIC
3rd/4th							
P	4th/Glisan	105	7,000			38	
O	3rd/Glisan	24	8,000				
24	2nd/Flanders		9,000		200 Hotel	380	
25	3rd/Flanders	148	14,000				
26	3rd/Everett	155	18,000				
27	3rd/Davis	50	6,000				
28	3rd/Couch	40	6,000				
29	3rd/Burnside			32,000			
29	3rd/Burnside			53,600			
32	4th/Burnside						
33	4th/Couch					100	Park
34	4th/Davis	50	6,000				
35	4th/Everett	50	6,000				
36	4th/Flanders	55	6,000			20	
		677	86,000	85,600	0	538	
Trailways							
Y	6th/Irving					80	Plaza
U	6th/Hoyt	195	8,000			100	
R	6th/Glisan		16,000	285,000		420	
		195	24,000	285,000		600	
Other							
37	5th/Flanders	100					
8	1st/Davis		10,000	100,000		150	
13	2nd/Davis		10,000	100,000		150	
N	3rd/Glisan					75	
40	5th/Couch			50,000		75	
48	6th/Flanders			50,000		75	
SW 34	Fire Station	150	8,000				
SW 31	2nd/Ankeny						
SW 23	3rd/Pine	70					
SW 28	1st/Pine	70					
SW 29	2nd/Oak	70					
SW 26	Naito/Oak	50					
SW 40	Naito/Stark	150					
		660	28,000	300,000		525	
TOTAL		1,532	138,000	670,600		1,663	