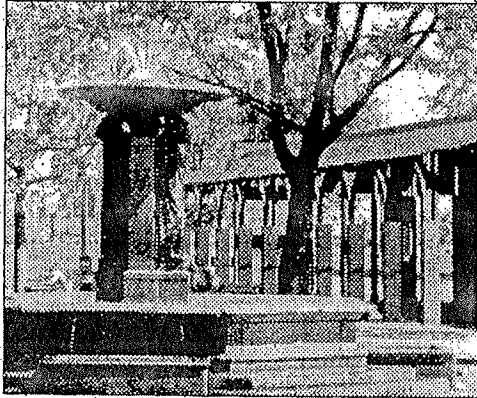

OLD TOWN / CHINATOWN VISION PLAN



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A VISION FOR OLD TOWN / CHINATOWN

Adopted by the Portland City Council
December 10, 1997

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A Vision for Old Town/Chinatown

Introduction

Overview: The Old Town/Chinatown Vision Statement represents the efforts of the people of the diverse Old Town/Chinatown community. We have come together to craft a vision of what we want the area to be, and how we propose to bring this vision about. Our intent is not only that we embrace this vision, but also that it be embraced by others in the City who have influence over what happens in this neighborhood. Consequently, we will be taking this vision to the City Council for their formal acceptance and so that they can incorporate it into their future work.

The Challenge: The past few years have been marked by conflict and mistrust among the various elements of the Old Town/Chinatown neighborhood - the business community, the social service providers, the Chinese community, the retail and night life businesses. The problem came to a head over the siting of the Mental Health West facility at the Royal Palm Hotel. But there has been a long history of conflicts within our community; conflicts which have negatively impacted the vitality of the area, and which have harmed all of us. Appendix A sets forth a history of the community and of the ongoing debate about how to resolve these conflicts.

The Solution: The solution to our conflicts involves all parties within the neighborhood coming together, and agreeing on the following principles:

- We are a diverse area, and all of the diverse components of the community have a right to be in Old Town/Chinatown.
- We understand the area is heavily impacted by an environment of high drug trade, poor retail/business climate, limited mixed income housing, and the Region's highest concentration of social service providers.
- All parties agree on a need for an economic development plan as a means for a better environment in which both businesses and social service providers can prosper.
- This requires a balance, which is best achieved not by regulations but by the various parties working together, and communicating with each other.
- All parties need to go beyond the Old Town/Chinatown neighborhood to achieve broader community support to carry out our vision for a better future.
- The various elements of the community (neighborhood associations, business associations, social service providers, missions, Chinese community, as well as groups outside the community such as the Portland Development Commission, the Association for Portland Progress, etc.) need to work closely to promote the vitality of Old Town/Chinatown.
- Our work must be done in concert with the City and the County. We need their resources and their approval, so that our plan for Old Town/Chinatown is recognized as the vision of a united community.

Content: The Old Town/Chinatown Vision consists of the following sections:

- A. Communications/Conflict Resolution. The three components of this section are the Good Neighbor Agreement; Housing, Shelter and Social Services; and the Communications Plan. The purpose of this section is to be proactive in solving problems and disputes, to identify what we expect of each member of the Old Town/Chinatown community, and to help in communicating information about issues that affect all of us.
- B. Crime/Safety. Drug trade and its negative effects on all segments of the neighborhood is the foremost concern of us all. This section of the vision notes the resources needed to counter this problem, and it stresses the importance of the private sector's participation in addressing both the reality and the *perception* of the crime and safety problems in our neighborhood.
- C. Street Environment and Public Improvements. This section addresses the physical appearance of the neighborhood, and it offers suggestions about what we can do in both the short and long term.
- D. Night Life/Marketing/Promotion. This section addresses a major aspect of the economic life of our neighborhood - the Night Life district. By attracting more businesses into the area, especially the kinds of businesses that are active in the off hours, we hope to create a street life which is more inviting to visitors, both in fact and in perception.
- E. Development, Parking, and Circulation. This section includes the goals of the planning and implementation strategy which will be the next phase of our planning effort.

Summary: Each of the various sections of this vision statement are not to be seen as complete in themselves; rather, each section is an integral part of a whole vision for Old Town/Chinatown. Together, these sections call for proactive participation and communication, neighborhood awareness, personal responsibility, and creative problem solving.

We hope and expect that, far from being a static document, this Vision Plan will be a living and viable statement about our community. To that end, we propose that there be an annual review of the Vision Plan, to determine if we are achieving our goals and whether we need to clarify, add, delete, or otherwise amend any section of the Plan to better achieve the community's objectives.

Finally, it is important to note that this document is the result of many hours of debate, discussion, and interaction among many members of the community (see Attachment E for a list of the public meetings). The resulting product - this document - represents a consensus among a very diverse group of individuals. The very fact that we were able to achieve a consensus on a broad array of important issues speaks well for our community's future prospects.

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Section I: Communications/Conflict Resolution

Good Neighbor Agreement

Get involved and stay involved - your neighborhood needs you.

“Being a good neighbor is a dynamic relationship. Good neighbors work cooperatively with each other to create an environment that is respectful, safe, harmonious, and attractive. Good neighbors are involved with each other”. [From the Turning Point Good Neighbor Agreement.]

The health and livability of every community, no matter how diverse its residents, rests in large part on how people treat each other. Neighborhoods are strongest where people respect each other, each others' property, and the common areas which they share (streets, parks, public buildings, etc.).

For this reason, to make Old Town/Chinatown a stronger neighborhood, it is essential that individuals and organizations within this community act as “good neighbors”. A framework to achieve this goal is the creation of a “Good Neighbor Agreement”.

Good Neighbor Agreements are tools which have been successfully used throughout the City where siting disputes have occurred, to achieve mutual understanding and delineate responsibilities among affected parties. In Old Town/Chinatown, we do not view a Good Neighbor Agreement as a device to control “undesirable” uses. Instead, we see the creation of a Good Neighbor Agreement as an opportunity for all kinds of businesses and organizations, from social service agencies to storefront retail shops, to recognize and honor our respect for each other and our community.

The following is a draft Good Neighbor Agreement which we recommend each organization or business consider for adoption on a purely voluntary basis. Some organizations may already have a Good Neighbor Agreement in place. Some may consider amending their agreements to integrate principles listed here. This is not an all-inclusive list of issues, and any party considering a Good Neighbor Agreement will want to tailor its plan to its specific needs and mission. However, this Agreement is a summary of what we believe makes for a more considerate neighborhood, and we propose that it serve as our neighborhood's unofficial community-wide Good Neighbor Agreement.

The City of Portland Bureau of Housing and Community Development (BHCD) is available to assist parties who propose to draft a Good Neighbor Agreement. The phone number for BHCD is 823-2375.

Old Town/Chinatown Good Neighbor Agreement

Purpose

The basic purpose of this Good Neighbor Agreement is to promote good communications between neighbors, focusing on the following considerations:

- A. Communications
- B. Cleanliness
- C. Sidewalk/Street Use
- D. Safety and Security Issues
- E. Monitoring of the Good Neighbor Agreement and Mediation (Advisory Board)

A. Communications

Organizations with Good Neighbor Agreements should establish fax networks and/or other appropriate communication links with interested parties (nearby business and property owners, etc.).

The organization should make every effort to determine who wants to be on the network. The purpose of this communication network is to address concerns, dispel rumors, provide notice of upcoming meetings and events, and inform interested people in advance of any plans or projects proposed by the organization. All communications should designate a contact person to address specific issues as they arise.

The organization should publish a brief monthly status report, available to Advisory Board members and participants in the FAX network, addressing operations, complaints, etc.

The organization should also circulate some form of communication on a regular basis (at the opening of a facility, and perhaps annually thereafter), reporting on the operations of the facility, and listing contact persons. This mailer/communication piece might also include the names and phone numbers of Advisory Board members.

B. Cleanliness

A clean neighborhood is an inviting place to live, work, and visit. Tourists and visitors will come back to visit if they find our neighborhood is clean and well kept. Cleanliness starts with each of us: our business, our sidewalk, our street, our building, and our environment. We encourage each other to maintain a clean operation, and to assist each other in this effort.

Some of the things that we can do to make a cleaner neighborhood are simple, such as keeping the sidewalk in front of our business clean of garbage and debris, or cleaning up graffiti. We can also work with the City to site trash receptacles, public restrooms, and other facilities where they are needed. We can encourage property owners to keep building facades clean, and to pursue the City's facade rehabilitation and lighting grants.

C. Sidewalk/Street Use

Our sidewalks and streets are an important part of our business, and how we use them or allow them to be used by others can affect us and our neighbors in a positive or negative way.

We encourage all businesses and organizations in Old Town/Chinatown to communicate with employees, clients, and customers about the importance of how we use the sidewalk and street. There is often heavy and competing demands for sidewalk space - pedestrians and window shoppers, business people walking to an appointment, patrons and servers at sidewalk cafes, people waiting in line for a business to open, or people simply enjoying being outside and watching the world pass by. We encourage these multiple uses of the sidewalk - they have the potential to enrich the sense of vitality in our neighborhood. It is important to remember, however, that whatever one's purpose in using the street/sidewalk, we need to respect the rights of others to be there as well.

It is also important that a safe passageway for pedestrians always be maintained. Businesses which require that customers stand in line awaiting service are encouraged to have the line occur on the inside of their building. If that is not possible, they are encouraged to assign an easily identified staff person to keep the line in order, and to maintain the public passageway. This will make customers of that business *and* guests of other businesses feel safe about using the sidewalk and visiting the neighborhood.

D. Safety and Security

There are a variety of things that we can do to address security concerns in the neighborhood. These include knowing your neighbors, communicating regularly with them, addressing any problems at an early stage before they get out of hand, participating in community policing efforts, and being active individually and involving staff and tenants in a security programs.

All facilities should consider developing a safety and security program which addresses such issues as resident/employee responsibilities, resident/employee conduct, prohibited activities, drugs and alcohol, pets, fire safety, weapons, hours of opening, guests/clients, and other issues specific to the function of the facility. All residents, employees, and volunteers should be given a copy of this program.

Larger operations should consider hiring a full- or part-time safety specialist, who is responsible for overseeing safety and security within the facility and within the immediately adjacent area (abutting streets and sidewalks, open space). This specialist should work with specialists for other nearby facilities on issues of mutual concern.

Facility operators, whether business owners or social service agencies, should understand and participate in community policing efforts of the Portland Police Bureau. This participation may take the form of a crime prevention program for the facility. Some organizations may want to consider participating in a trespass agreement with the Police Bureau, barring certain individuals (e.g., violators of the drug free zone) from entering the facility.

E. Other Requirements

Advisory Boards will monitor ongoing compliance with the requirements of Good Neighbor Agreements. It is the prerogative of the Advisory Board to take actions it deems appropriate, if it determines that the facility operator is failing to abide by the terms of the Agreement. Monitoring and mediation of a conflict in a neighborhood should be handled by the Advisory Board, which in turn may seek City mediation office assistance when all neighborhood mediation has failed.

All parties are encouraged to voice any concerns at an early stage, to defuse problems before they become too serious, and to prevent people from becoming polarized over issues. In the event that a conflict arises, the concerned or aggrieved party should first consider contacting a member of the Advisory Board (with whom the concerned party feels comfortable raising the issue). The Advisory Board member should then attempt to resolve the problem, honoring the confidentiality of the concerned party. If necessary, the Board member would bring the issue to the attention of the entire Board, with the goal of reaching a fair and prompt resolution to the problem.

**Expect nothing - you will get nothing.
We expect more.**

Housing, Shelter, and Social Services

Old Town/Chinatown has a long history of business and housing that was elemental to the economic development of the City of Portland. It has been home to those who worked on the rail, shipping and logging industries. This area traditionally has housed the labor force that built much of the early part of the City. This legacy has been preserved in many of the numerous old buildings and hotels that were prolific at the turn of the century, thus the vision for the future of the area includes an economic development plan that considers the mix of business, housing and social services.

The provision of housing and other services for lower income individuals and families has historically been, and will continue to be, a central function of this community. We need to acknowledge the increasing number of people who are not served by the “system”, including women with children. This is an issue of city-wide importance, and the problem and solutions are not limited to Old Town/Chinatown. We hope our efforts in this neighborhood will be part of a larger effort affecting the entire City, recognizing that we can't simply isolate this challenge in ours or any other single neighborhood.

The Visions Committee agrees to several over-arching principles that give guidance to more specific plans for the area. These guiding principles include:

- Diversity of business, housing and service activities are a strength and must be in balance to insure the economic viability of the neighborhood.
- All activities, be they retail, commercial, entertainment, shelter, missions, housing or social services, operate in a business-like manner that does not intrude upon or disrupt neighboring business activities.
- Timely, accurate, inclusive communication among neighborhood interests is essential to developing a cooperative problem solving environment.
- When the operation of a particular business or activity creates a problem the community will engage in a process that will result in Good Neighbor Agreement.

The following are specific areas of agreement:

Shelter Reconfiguration Plan

The Old Town/Chinatown community supports the Shelter Reconfiguration Plan, because it calls for dispersal of housing facilities for the homeless. The Shelter Reconfiguration Plan (SRP) is currently being implemented. It includes the Glisan Street facility (90 beds for men, located at NW 4th and Glisan); the recently completed Jean's Place (47 beds for women, located at 11th and E. Burnside); the recently completed Royal Palm (which includes 30 SRO units and 20 shelter beds serving those

dealing with mental health issues); the Eastside Shelter (which will contain 90 beds for men, on a site on SE. MLK, Jr. Boulevard); and an east-side, 90-bed permanent housing facility.

Funding of Services

We believe that it is of vital importance that the City and County make it a priority to provide adequate operating funds for these facilities. It is of great concern to all of us that if funding is diminished, then there will be more homeless on our streets (including individuals dealing with substance abuse and mental health issues), and we will all suffer - businesses, social service agencies, visitors, etc.

Assessment Center

While supporting the overall SRP, the community opposes the notion of a single, centrally located assessment center. It would appear to be more cost effective, and more responsive to the likely demand for these services on the part of the target population, if assessment were to take place within each individual facility. These facilities could be linked by computer, but we see no need to require that patrons go to one facility, be directed from there to a central assessment center, and then go back to the original facility to utilize the services therein. We encourage decision makers to carefully weigh these considerations before committing themselves to the notion of a single facility.

Location Policy

Old Town/Chinatown is one of several specially-designated "Impact Areas" in which new City or County sponsored shelters or low income housing projects are subject to the Location Policy (see Attachment D). To be approved, these facilities must satisfy the criteria of the Location Policy. However, even if it can be demonstrated that a facility complies with these criteria, or even if a facility is not funded by the City or County and is therefore exempt from the Location Policy criteria, we expect the providers, funding entities, and local funding conduits of special needs housing to consider the capacity of the neighborhood to accommodate further facilities of this nature. Furthermore, the provider or developer must demonstrate how the proposed facility will benefit the neighborhood and be in accordance with the Neighborhood Plan. This consideration is to include the preparation of a Good Neighbor Agreement with the neighborhood, to be prepared and adopted prior to final site approval by the government entity which has approval authority.

Guiding Future Development

Even though the Old Town/Chinatown neighborhood cannot dictate many aspects of new development within our community, we hope and expect that any business, agency, or other entity contemplating a move to Old Town/Chinatown will consider how and whether it will be compatible with our goals. As already noted, we believe a careful balancing of uses is an essential ingredient to a healthy future. We also hope and expect that the proponents of new facilities will familiarize themselves with the other aspects of this Vision document, especially the Good Neighbor Agreement and the Communications components.

Communication

The members of the Old Town/Chinatown community are committed to the importance of communication. We recognize that sound communication is essential to establishing and maintaining good relationships within the neighborhood and with our partners in government agencies and elsewhere. To the extent that we can keep each other informed concerning future plans, or regarding important news affecting our neighbors, we can prevent the sort of frustration that results when people aren't given the opportunity to have input on matters that affect them.

To maintain and improve communications within Old Town/Chinatown, we will be setting up a FAX network/information hotline. This hotline will link key members of our community, including the heads and designated representatives of all of the various groups based in the area [including the Chinese Consolidated Business Association (CCBA), the Old Town/Chinatown Neighborhood Association, the Historic Old Town Business Association (HOT), etc.]. Copies of faxes will also be posted in designated locations (for example, community bulletin boards).

The purpose of the fax hotline is to disseminate information about upcoming meetings and hearings, provide late-breaking news affecting the community, and issue announcements about projects and other items of interest. It is our expectation that all of the members of our neighborhood (including the members of the various groups which operate within the neighborhood, as well as private businesses, social service agencies, etc.) will make every effort to communicate with the rest of the community through the fax hotline.

We also hope to enlist the support of our partners in the broader community to participate in these communication efforts. Specifically, we hope that Association for Portland Progress (APP), Portland Development Commission (PDC), the Police Bureau and various other City and County agencies will use the fax hotline to notify the neighborhood about public hearings or other proposed decisions which may affect us.

In addition to the fax hotline, we propose that regular meetings be held among the heads of the various groups within Old Town/Chinatown. The purpose of these meetings would be to strengthen links among the organizations located in Old Town/Chinatown. These meetings would also provide an opportunity for the different organizations to raise issues or concerns. The public would be invited to these meetings.

We hope and expect that these efforts will result in improved communication within our neighborhood. A sincere commitment to communicate with each other is critical to the success of our efforts for a better future for Old Town/Chinatown.

Section II: Crime/Public Safety

Crime/Public Safety

Old Town/Chinatown is a diverse community which has undergone enormous change over the decades. During the past 25 years, we have witnessed significant investment in the area, with the rehabilitation of historic structures, and with new retail businesses, housing developments, and an expanding nightlife community. At the same time, the introduction of this new vitality has brought new concerns regarding crime. We recognize this problem - crime, and the perception of crime - as perhaps the greatest challenge which we face as we seek to revitalize our community.

In years past, crime in the neighborhood was for the most part limited to maintaining public order, i.e. drinking in the street, etc. For the most part, this level of criminal activity was adequately addressed by the Police Bureau's staffing a two person walking beat in Old Town 16 hours a day.

During the late 1970s, the trafficking of narcotics moved into the Old Town area, and remains today the foremost crime problem for Old Town/Chinatown. Since the drug problem grew so dramatically, it required all of the resources which Portland's Central Police Precinct could provide. This consumption of police resources to combat drug dealing continues today. The result is that there are few resources devoted to the maintaining of order in and around the neighborhood.

We believe that by focusing our efforts in three areas, we can have a direct impact on the problem, and over time eliminate most of the crime and order issues that negatively affect the vitality of Old Town/Chinatown:

- *Maximizing Police/Law Enforcement Resources.*

The Police Bureau is dedicated in its efforts to ensure that all available resources are utilized in eliminating the drug problems in Old Town. However, Central Precinct cannot eliminate the drug problem in Old Town by itself. It requires a combined effort and cooperation of the Police Bureau, State Parole and Probation officers, the FBI, US Immigration and Naturalization Services (INS), Tri-Met police, the EID (Economic Improvement District) security staff, and the District Attorney's office to effectively impact drug dealing in and around Old Town/Chinatown.

In the recent past, we have witnessed the impressive results of joint Police Bureau/FBI narcotics missions. A dramatic decrease in drug activity resulted from these missions. Currently, Central Precinct and several other law enforcement agencies are involved in Operation Northstar. This is a joint federally funded two year mission targeting drug related activity within the boundaries of Central Precinct which has resulted in a considerable number of arrests. We urge the City to maintain funding for this effort beyond the initial two year period. We also urge the City and County to create adequate jail space, without which this effectiveness of the program is severely compromised.

- *Drug Free Zone*

The Drug Free Zone is an important tool in our efforts to combat the drug problem in Old Town/Chinatown and elsewhere in the core area. This special designation constrains individuals from entering the neighborhood if they have been convicted of drug related crimes. We support the recently expanded Drug Free Zone boundaries, and the recently adopted one year exclusion period. We will continue our support as long as there is drug trafficking in the area.

There are several ways that individuals and businesses can assist in making the Drug Free Zone a success. Businesses can advertise our commitment to the Zone by placing "Drug Free Zone" posters in their windows. Operators of hotels, SROs, and other housing in the area can cooperate with Police in refusing to provide housing to people who have been excluded.

- *Community Policing*

The Old Town/Chinatown neighborhood, with the leadership of the Portland Police Bureau, has embraced community policing as an important framework for solving the crime problem in our neighborhood. This is because we believe that no one group acting alone can solve the crime problem or overcome the perception of crime in Old Town/Chinatown. Crime and public safety are community problems requiring a total community response. All of us are part of this community and share in finding solutions to our common crime problems.

We need to explore how to form partnerships within our community to significantly reduce crime and illegal activities in the neighborhood. Participation is the cornerstone of community policing. Organizations and neighborhood groups need to become involved in finding a solution to the problem. It is extremely important that each group be represented in these efforts, to share concerns and explore solutions to problems associated with criminal behavior in Old Town.

The community must work together to solve this problem. We need to develop a consensus, forge community-wide ties which create a unity, which then strengthens our efforts to influence the City's commitment of resources to law enforcement activities in the neighborhood.

What can individuals and businesses do to fight crime, and the perception of crime, in Old Town/Chinatown? For one thing, we can become active in community policing efforts. We can introduce more lighting in the district, and work to resist graffiti and other signs of decay. We can participate in Drug Free Zone efforts, and lobby for the dedication of additional resources to the Police Bureau. We also expect Tri-Met to meet its responsibilities in enhancing security on the Transit Mall.

We recognize that if we are going to attract more residential development in Old Town/Chinatown, then we must view crime as a 24 hour-a-day problem. One of the best ways to make our streets safe (in perception as well as in fact) is the introduction of more activity both at day and at night. Thus, we believe that the ultimate solution to the crime problem lies in our carrying out our plan to introduce a "critical mass" of uses and activities in the neighborhood.

Section III: Street Environment and Public Improvements

Street Environment

A positive street environment is one of the keys to the ongoing revitalization of Old Town/Chinatown. If our streets are clean, and storefronts are well-kept and freshly painted, then this conveys a healthy, inviting atmosphere. People feel safe walking our streets, patronizing our businesses, and living in the new and rehabilitated housing which we hope to see in our community. If we *fail* to maintain clean streets and well-kept shops and buildings, this will tend to stigmatize Old Town/Chinatown as an unsafe place to live, work, and shop.

It is therefore essential that we pay regular attention to the question of the street environment.

One of the places where this effort begins is in the matter of public restrooms. The current lack of such facilities is a major challenge to the quality of our streets. The homeless are forced to use storefronts, open spaces, or other public places. Residents of some of the missions or other shelters have no sanitary place to relieve themselves during the day, when the shelters (and their restroom facilities) are closed. Even tourists and visitors are hard pressed to find restroom facilities. When public restrooms are made available, these are untended, and are therefore prone to use by drug-addicts, who flush drug paraphernalia down the toilets, causing considerable maintenance expense.

We believe that it is a high priority that the City undertake a program of providing several public restrooms, interspersed throughout the district. The Portland Old Town Arts and Cultural Foundation (POTACF) proposes to perform an in-depth research and planning exercise, to determine the proper design and operation of public restrooms. This study will include an examination of what other cities have done, and consideration of security issues and funding options. It will entail consultation with such groups as the Police Bureau, PDC, and neighborhood and business representatives. We support POTACF's efforts..

There are of course other efforts which we need to undertake to encourage a positive street environment. We believe that building and business owners ought to take direct responsibility for the condition of the sidewalk adjoining their building or shop. This might entail a regular inspection, to clean up trash or even occasionally hose the sidewalk down. This is not only good for the community, but it is also good for business; who wants to patronize a shop which is marred by trash or graffiti?

We also encourage the City to assist in the placement of additional trash receptacles, especially in areas (such as the corner of 2nd & Burnside) which tend to accumulate trash.

Another thing that businesses and building owners can do to upgrade the exterior of buildings is to take advantage of the Portland Development Commission's North Downtown facade rehabilitation and Old Town building lighting grant programs. Under either of these programs, PDC will fund half of the costs of such expenses as facade restoration, signs and awnings, repair and maintenance, and new lighting. Interested parties should contact PDC staff at 823-3358. These programs have been

effective in the upgrading of literally dozens of storefronts and buildings throughout the Old Town/Chinatown neighborhood.

Last, but by no means least, we anticipate that the Old Town/Chinatown Plan will identify improvements to the public right-of-way which will significantly enhance the street environment. These improvements might be large scale (along the lines of such past efforts as the cobblestone pavement along 1st Avenue, or the brick sidewalks as part of the Transit Mall, or the re-introduction of twin ornamental lights). Or they might be such simple projects as curb extensions, or the addition of the occasional bench or drinking fountain. However great or small, we believe that this kind of public investment is essential in stabilizing the neighborhood, and in spurring additional private investment through the implied public commitment to the improvement of a place.

Public Improvements

There is a fairly well established tradition in Portland, to use strategic public investments as a means of leveraging substantial private investment in an area. Over the decades, the City of Portland has invested approximately \$100 million in the downtown area (in the form of public infrastructure, open spaces, land acquisition, etc.), which in turn has generated approximately \$2 billion in private investment.

Recognizing that private investment will be the key to the successful future of Old Town/Chinatown, we propose that the Development Plan identify a series of public “leveraging” investments. Some of these investments will be minor in scope, to include such items as:

- public restrooms
- traditional ornamental street lights
- street trees
- street furniture - trash receptacles, benches, drinking fountains, etc.
- restoration of historic street items, such as brass horse rings, historic district markers, etc.

While these types of public improvements are fairly minor in scope and cost, they can have a significant effect on the quality of the street ambiance. Almost as important as *installing* these improvements is *maintaining* them. This is not just the responsibility of the City; it is also the responsibility of business and property owners in the district.

Beyond these modest street improvements, we envision more significant public investments in our district, as a means of attracting major new private investment. Specific public projects which our Development Plan might ultimately incorporate include the following:

- new parking structure(s). Such a structure could be developed to free up some of the extensive collection of existing surface parking lots located throughout the district. Possible locations include the north end of the district as well as the area near/south of Burnside.
- special pedestrian improvements at areas which are currently barriers to pedestrian movement. An example is 3rd & Burnside.
- district gateways.
- public improvements in Chinatown, possibly to include an informational kiosk, and also to include re-painting, maintenance, and repair of existing improvements.
- development of special open space opportunities, such as an Ankeny Plaza near 3rd Avenue.
- the RAT (Riverfront Access and Transportation) plan, which has been proposed as part of the River District Development Plan. The RAT program has identified opportunities for a major pedestrian crossing at the Steel Bridge, to connect the Old Town/Chinatown area with the Rose Quarter across the river. The RAT program also addresses river taxis.

- A community center, to include a reading room and other facilities, particularly benefitting lower income residents.

Finally, in addition to these direct public expenditures, we urge owners of private property within the district to take advantage of City programs, such as the following:

- the North Downtown facade rehabilitation grant program
- the Old Town building lighting grant program
- Housing Investment fund and other housing subsidy programs.

The first two programs listed above are administered by PDC as matching grants for a variety of improvements to facades within the district. Funds may be used for signs, awnings, storefront remodels, lighting, and other improvements. In addition, PDC administers a variety of programs to assist in the development of housing, especially mixed income housing developments for which at least a portion of the units are set aside for affordable housing.

Section IV: Nightlife/Marketing/Promotion

Old Town Nightlife District

Background: Portland's historic Old Town/Chinatown neighborhood is home to a wide variety of ethnic restaurants, nightclubs, galleries, specialty retailers, live comedy and pubs which cater to evening visitors. This collection of entertainment-type businesses has created a lively destination, known to locals and visitors as the Old Town Nightlife District. The District extends from SW Oak to NW Glisan, and from Naito Parkway to Broadway.

The Old Town Nightlife District Council represents evening/entertainment business owners which works to promote Old Town/Chinatown as a clean, safe, and festive evening destination. Working together with other community groups including social service providers, neighborhood residents, and the City, the Council envisions an eclectic evening destination where visitors can come to enjoy themselves in a safe and fun environment.

Promotion of the Nightlife District emphasizes the variety of ethnic foods (Chinese, Greek, Irish, Japanese, Mexican, Middle Eastern, Northwest, etc.) and live music (blues, jazz, dance, and rock) which can be found in the area virtually every evening.

Vision: The vision for the Old Town Nightlife District is a bright, clean, and pedestrian-friendly area which is visibly identified to visitors as Portland's premier entertainment/nightlife destination. Sidewalks, well-lit streets and entryways, accessible and adequate parking, colorful storefronts and facades are all components of the lively district. SW Ankeny Street features a plaza where visitors gather. The plaza area includes street amenities including benches and banners. As pedestrians and motorists arrive in the district, they see people walking along the streets enjoying themselves, and busy outdoor cafes and bistros which are open until late at night.

Public Safety: An important element in creating a safe and inviting Nightlife District is public safety. Partnerships with the City, the Police Bureau, social service providers in the area, the Association for Portland Progress, and businesses need to be cultivated. On-going communication should occur among these groups to ensure that the street environment is clean and safe. Continued efforts and commitment of resources by the Portland Police Bureau need to be dedicated to Old Town/Chinatown in order to improve public safety. Strategies should also be developed by neighborhood residents and businesses to keep the community clean and safe.

Section V: Development, Parking & Circulation

Planning/Implementation/Development Strategy

The Old Town/Chinatown Visions Committee endeavors to forge a plan for the revitalization of our community, which shall include a number of concrete steps to implement our vision for the future of this community. Following the model established in the River District and elsewhere, we propose that public and private funds be combined to retain a team which will be responsible for the preparation of the plan. That plan would identify opportunities for private investment, along with opportunities for public improvements which would leverage private investment.

As part of the Central City 2000 vision process, our community identified the following immediate term development opportunities which the Old Town/Chinatown Development Plan should incorporate:

- One or more new housing developments in Chinatown, containing at least 50-100 units. This project(s) may require gap financing to help support the mixed income aspect of the development.
- Preparation of an Old Town/Chinatown Development Plan, which is the process identified in this vision.
- Solicitation of a developer to construct a commercial office building containing approximately 200,000 square feet on the "Trailways" Block (bounded by NW 6th, Broadway, Glisan, and Hoyt), with a parking garage on the block to the north.
- Development of the Classical Chinese Garden, at NW Third and NW Glisan.

Beyond these basic components, the Development Plan ought to include consideration of the following additional components:

- 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).
- Redevelopment opportunities (including currently under-utilized parcels which lend themselves to new housing, commercial, and other appropriate development).
- Development of a seven-day public market in the New Market, Skidmore Fountain, Saturday Market area, integrating with the adjacent Waterfront Park.
- A 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 from Asian/Pacific Rim countries. One possible idea that could serve to capture these benefits is some form of Chinatown Economic Development zone.
- Housing, including mixed income and affordable housing, is the subject of considerable interest. One particular idea that has been advanced is the notion of an elderly housing project in Chinatown.

- Marketing strategy (focusing on the Night Life and retail aspects of the neighborhood.)
- Street/public improvements (including street lights and other furniture, opportunities for special paving, street trees, etc.)
- Special public right-of-way projects (possibly to include Ankeny Street, the 3rd & Burnside intersection, a new "torii gate", a Greek gate, etc.)
- Public safety-related projects (including public restrooms)
- Coordination with planned projects (including the River District, South-North light rail project, etc.)

A special challenge, or opportunity, is the condition of Burnside Street and the buildings which line it. Many of the buildings along Burnside, and the nature of some of the uses housed in those buildings, do not present an inviting face to visitors coming from the heart of downtown. This problem is exacerbated by traffic levels on Burnside, and the width of the street (which makes for an unpleasant pedestrian experience). The Development Plan presents an excellent opportunity to address this challenge.

Another special opportunity concerns the rich legacy of historic buildings in the Old Town/Chinatown Community. Our neighborhood contains two historic districts which are officially listed on the National Register of Historic Places, as well as numerous individual historic landmarks. The Development Plan should not merely address new development opportunities; it should also recognize the enormous potential which our historic buildings offer. These buildings can be revitalized with new uses, including mixed use housing as well as commercial development. The successful rehabilitation of these structures will rely in part on the creation of tax benefits or other incentives related to seismic requirements.

As important as it is to prepare the Development Plan, it is equally if not more important that we develop a strategy to actually carry out the plan. This is all the more crucial in light of the passage of Measure 47. How will public improvements be paid for? What kind of partnerships can be forged with the private sector and/or with other government agencies (Federal, State, etc.)? What about soliciting a policy from government agencies targeting Old Town/Chinatown as a preferred location for their offices? What about City financial incentives, such as a partial or complete business license fee waiver?

Another critical element of our planning process concerns public participation. We recognize that this plan will not succeed unless it has support from the City Council. Council is most likely to support the plan, and to fund any proposed public improvements, if we have obtained support from the broad spectrum of the community. To this end, we recommend that the planning process entail extensive public participation, including consultation at various stages of the plan development with the major organizations within Old Town/Chinatown (including but not limited to OTCTNA, HOT, CCBA, etc.). We also plan on meeting our obligations to report back to the Vision/Economic Development Committee which spawned this Vision/Plan effort in 1996.

As already noted, we believe that it is absolutely essential that the plan focus on spurring private investment through appropriate public investment. A critical mass must be achieved, built on the healthy development of the various components which make up the neighborhood - Chinatown, the Nightlife District, the Skidmore Village area, etc. We believe that the case can be made that the Old Town/Chinatown neighborhood deserves the considerable resources that it will take to revitalize the area. Our neighborhood is in an important crossroads location, at the juncture of Downtown, the River District, and the Rose Garden district just across the River. The City cannot ignore this district if it seeks to encourage the economic and social vitality of the greater Central City. We look forward to strengthening our relations with the City and its various agencies (especially the Portland Development Commission) to make Old Town/Chinatown one of the brightest jewels in our City's crown.

Appendices

- A. The Relationship between Social Service and Business uses in downtown Portland
- B. Overview of Homeless System for Single Adults
- C. Short Term Housing and Mass Shelters, Title 33.285 of the City Zoning Code
- D. Mass Shelter Location Policy
- E. List of Public Meetings
- F. Old Town/Chinatown Maps (attached under separate cover)

The Relationship between Social Services and Business Uses in Downtown Portland

A. History of conflict

1. 1980's - Old Town - behavior and responses
 - a. Street drinking, public urination, sleeping in doorways
 - b. Some businesses respond with drip lines
 - c. Baloney Joe's tries to move to Old Town
2. Mayor Clark sides with business community in blocking Baloney Joe's
 - a. Develops twelve point plan to break the cycle of homelessness
 - (1) Recognizes the importance of economic development in addressing the problem of businesses and homelessness
 - (2) Orderly streets, standards of behavior
 - b. First articulation of Eastside/Westside balance idea
3. The service paradigm shifts away from Baloney Joe's-type facilities
 - a. The Chamber's Master Agreement - government, business, service provider partnership
 - b. Continuum of care, case management, dealing with the causes rather than warehousing people
4. "Clark-Shiels" agreement developed between Don Clark (HAP) and Roger Shiels (representing Old Town businesses)
 - a. Recognized the economic development agenda of the business community as having value
 - b. Recognized the right of area social services to exist in the neighborhood

B. Principles set forth in Clark-Shiels

1. Expressed a clear preference for permanent housing over shelter beds
2. Placed a cap on shelter beds and SRO units
3. Supported the preservation and rehabilitation of old SRO hotels
4. Supported services already in the area but expressed the desire not to add to that inventory without demonstration of compelling neighborhood need
5. Early articulation of geographic dispersal idea

C. Replacement of Clark-Shiels with Fair Housing Amendments to zoning code

1. Federal civil rights law called into question the legality of Clark-Shiels
2. FHA to the zoning code tried to incorporate some of the protections of Clark-Shiels while expanding the places where services could be sited
 - a. Services could be sited in neighborhood commercial districts more easily - geographic dispersal
 - b. 1300 foot restriction for siting shelters put in place - offers some protection for areas that have shelters in them already

D. Shelter reconfiguration and Clark-Shiels

1. Shelter reconfiguration expressed a preference for smaller shelters
2. Geographic dispersal - Eastside/Westside balance
3. Specific populations - men, women, CMI
 - a. Solve people's problems not warehousing
4. The Royal Palm
 - a. Royal Palm called for in reconfiguration plan
 - b. Site in violation of Fair Housing concentration protections
 - c. APP and Chamber support the Royal Palm if there is no net gain of shelter beds in the neighborhood
 - d. City agrees to move women's shelter beds from TPI to the Eastside in return for putting Royal Palm in Old Town in effect satisfying "no net gain" condition of APP/Chamber
 - e. Continues the principles of balance and dispersal

E. The balance is upset

1. Recovery Inn closes
2. The City sites the SHAC on the Westside
 - a. "Temporary solution" until permanent location for facility can be sited
 - b. Strong implication that will be outside NW Portland
3. Central City proposes the "new" York community
4. CAP proposes re-programming TPI into Portland's only publicly funded basic shelter
 - a. Action steps away from balance concept
 - b. Formalizes the concentration of shelter in Old Town, with church sponsored overflow shelters in Old Town, virtually all emergency shelter for single men in neighborhood
 - c. Apparent contradiction of city commitment that the SHAC would be in the neighborhood only 30 months
5. Ignores the economic basis for Clark-Shiels, Master Agreement, etc.

F. How economically healthy is Old Town anyway?

1. Little or no retail or office growth in the 1990's
2. Perception of the area is one of crime and social problems
3. Region 2040 goals, etc.
4. Little diversification of housing in neighborhood in the 1990's

G. The latest proposal

1. Two forty-five bed "assessment centers," one located on each side of the river
2. Westside "assessment center" to be located at TPI with additional capacity for winter overflow

3. Eastside to get the equivalent of 90 beds of permanent housing - in form of loan or grant fund to facilitate development of several mixed income residential projects
4. Analysis -
 - a. Addresses balance issue regarding assessment center beds
 - b. Satisfies housing advocates goal of providing permanent housing
 - c. Fails to address concentration of overflow in Old Town - solved if equal amount of overflow provided in CEID

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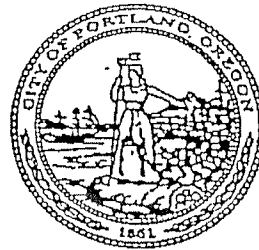
Overview of
Homeless System
for
Single Adults

Multnomah County /
City of Portland

January, 1997



MULTNOMAH COUNTY



CITY OF PORTLAND

HOMELESS SERVICES AND FUNDING

MULTNOMAH COUNTY / CITY OF PORTLAND

The funding for homeless services is a complicated patchwork using 27 resources which include federal, state, county and city dollars. Efficient and effective use of these funds requires a strong partnership between Multnomah County Division of Community Action and Development (DCAD) and the City of Portland Bureau of Housing and Community Development (BHCD). Whether the concern is adequate winter shelter for the growing number of homeless families with children, outreach to campers, adequate A&D free housing, or the development of a new shelter, the two jurisdictions are dependent on each other's competencies, resources and goodwill.

Homeless services are targeted to single men and women, youth, the mentally ill, women and children leaving domestic violence and homeless families. Shelter, (including additional space in winter months), case management, housing placement, transitional housing and other support services are part of the continuum of care available through combined resources.

Although the City of Portland has historically been responsible for funding the development of homeless facilities, in order to fulfill its role of providing "safety-net" services BHCD also contracts with the County and service providers to ensure the availability of emergency services to homeless people. The presence of large numbers of homeless singles in the central city area results in both business and public safety concerns, thus the City has a particular interest in continuing to improve these services.

CURRENT FUNDING FOR HOMELESS SERVICES

Of the approximately \$7,400,000 which Multnomah County targets for homeless services, about \$1,400,000 (18%) comes from City funds: the Community Development Block Grant, a federal Emergency Services Grant, and City General Funds. Table One provides more detail about the combined City and County dollars for homeless services: Of the total homeless funding, about \$2,000,000 (27%) is designated for services to single homeless men and women.

The uncertain impacts of federal cuts and Measure 47 make future cost predictions problematic, but it appears that the over-all system is stable with current resources and expenses staying about the same.

FUNDING FOR OPERATIONS ON EASTSIDE SHELTER

The additional shelter on the eastside of the Willamette will further implement the final piece of the Shelter Reconfiguration Plan, adopted by Council in December 1993. With this additional shelter, however, the homeless singles system will be short about \$500,000. In order to fund this component and not to decrease services in another area of homeless services, \$500,000 in new money needs to be added to the jointly managed pool. Discussions will continue between Commissioner Gretchen Miller Kafoury, the Bureau of Housing and Community Development, and Multnomah County regarding funding strategies and responsibilities.

**SHELTER & SERVICES FOR HOMELESS SINGLE ADULTS
MULTNOMAH COUNTY/CITY OF PORTLAND**

IMPLEMENTATION OF SHELTER RECONFIGURATION

Since the City and County adopted *The Shelter Reconfiguration Plan* (December, 1993), housing and services for homeless single adults have been in a state of transition. Two new facilities are under construction: Jean's Place for women and the Royal Palm for persons with a serious mental illness. The temporary shelter, known as the "SHAC" (The Singles Homeless Assessment Center) in the River District, has provided a model which is focused on moving people quickly from shelter to permanent or more appropriate housing.

The final pieces of the plan remaining to be implemented are permanent shelters for men on the eastside and westside, additional short-term transitional housing, and appropriate services. The homeless facilities will be integrated into a system of housing and services which is designed to move single adults from homelessness to living more self-sufficiently in permanent housing.

ADMISSION TO THE WESTSIDE AND EASTSIDE SHELTERS

The intake staff for the facilities is expected to be located in one central location downtown.

Multnomah County will be responsible for centralized intake and assessment functions for the two shelters for men (as well as Jean's Place for women). To be admitted to one of these facilities, an individual must undergo an initial assessment, identifying his housing and income goals. Intake staff will assign the individual the facility deemed most appropriate for that person.

Individual facilities will not admit persons without the approval of the Intake/Assessment unit. Waiting lists for facilities will be the responsibility of the Intake/Assessment unit--not the individual shelters.

THE WESTSIDE AND EASTSIDE SHELTERS FOR HOMELESS MEN WILL:

- require all residents to work on resolving their homelessness
- assist residents in establishing a plan to
 - obtain income
 - obtain permanent housing
- limit stays of individuals (length will be based on individual's progress on his plan)
- provide shelter during the day (for residents and those on waiting list only)
- provide meals and/or snacks
- require residents to perform chores to help maintain facility's interior and exterior
- have other rules, such as these at the two existing shelters:
 - no use or possession of alcohol and/or other drugs on-site
 - no violence or weapons
 - specified times for check in and lights out
 - rules about cleanliness, health, and respect for other residents and staff

EFFECT ON HOMELESS CAMPERS

None of the proposed or existing homeless facilities will be able to eradicate homeless camping. However, every attempt will be made to design a program that will accommodate the needs of some campers in order to assist them to transition out of homelessness.

SHELTER OPERATOR(S)

Multnomah County Community and Family Services Division will issue a Request For Proposals the Fall of 1997 to select a qualified provider (or providers) for the two shelters.

NEIGHBORHOOD IMPACTS

Currently at the temporary shelter (SHAC), neighborhood impacts are addressed through rules as well as a community advisory board and a Good Neighbor Plan. For example, queuing is eliminated by the shelter being open for 24 hours. Shelter staff and residents control littering by monitoring the area around the facility. Disruptive behavior is addressed through an exclusion policy and a Trespass Agreement with City of Portland police.

GOOD NEIGHBOR PLAN

Shelter staff and residents are expected to be good neighbors, and public funders will hold the operator accountable to maintain any agreement made with the community.

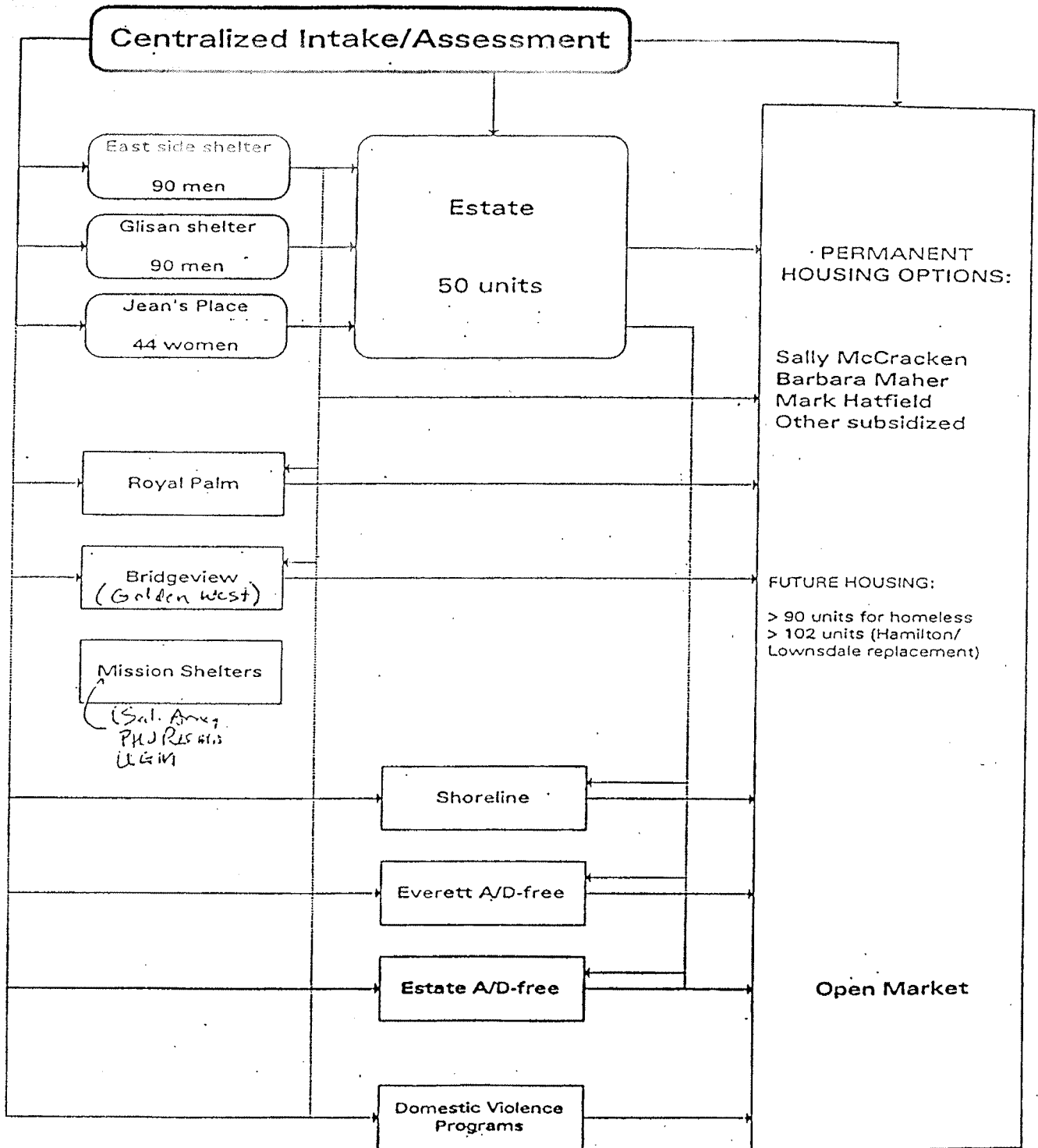
LINKAGE OF SHELTERS TO OTHER HOUSING AND HOUSING PROGRAMS

If shelters are to play an effective role in moving persons to greater self-sufficiency and permanent housing, other housing and services must be available. Two kinds of housing are integral to moving people out of shelters: transitional and permanent.

- *Transitional* Some individuals are not able to move straight from shelter to permanent housing and are better served by participation in a transitional program.
 - *Existing* Several transitional housing programs--alcohol and drug-free, employment focused, specialized for persons with a mental illness--currently exist. Shelter residents will be encouraged and assisted in accessing the program best suited to their needs.
 - *New* An additional 50 units will be available at the Estate Hotel as short-term housing for persons whose assessment indicates their ability to live independently, yet who may not be able to access permanent rental housing. An example of who would benefit from this kind of housing are those who need to build a good tenant record before a landlord will rent to them.
- *Permanent* Unless there is sufficient housing affordable to persons with low-paying jobs or limited benefits, this community will never have enough shelter for those in need. Two proposed projects are vital to our strategy to resolve homelessness for individual adults:
 - 102 replacement units for the demolished Hamilton/Lownsdale Hotels
 - 90 units of permanent housing for homeless individuals.

The attachment on the next page illustrates how the two shelters for men and the 50 additional units of short-term transitional housing at the Estate fit within the system of housing and services for homeless individuals, as well as the end goal: permanent housing.

Homeless System for Single Adults



NOTE: Solid lines indicate facilities that are "under control" of centralized intake/assessment unit.
Dotted lines indicate referral to housing and housing programs operated by non-profits, HAP, or private market.

01/03/97

TABLE ONE

City/County Homeless Services Dollars: FY96/97

AGENCY	TOTAL dollars spent by County (27 funding sources)	CITY dollars via County (ESG, CDBG, GE)	% CITY of DCAD total	CITY DIRECT (not thru Co.)	Other City's (eg. PILOT) not discretionary
TPI	\$ 580,996 DCAD	\$ 408,593	70%	none	\$37,611 VAHON
CCC A&D	\$ 166,572 DCAD	\$ 166,572	100%	none	none
SHAC	\$ 665,714 DCAD (incl. assesment, all indirect costs)	\$150,000	23%	none	none
OI and JANUS youth	\$ 313,528 DCAD \$ 399,271 YPO	\$173,223	24%	none	\$54,505 VAHON
MHSW/ CCC	\$ 126,710 DCAD \$ 513,005 MED	\$ 82,653	13%	none	\$ 126,710 VAHON
WINTER	\$ 213,375 DCAD	\$150,000	70%	none	none
DV	\$ 461,300 DCAD \$ 62,638 CFS	\$34,000	6%	\$401,845	\$105,315 BYRNE
Comm. Srv Centr	\$3,118,246 DCAD	\$138,641	4%	none	none
VCHER/ RT. AST.	\$600,000 DCAD	\$55,242	9%	none	\$204,517 PILOT
Other County-funded programs	\$179,655	---	---	---	---
TOTAL	\$7,400,918	\$1,358,924	18%	\$401,845	\$528,653

CHAPTER 33.285
SHORT TERM HOUSING AND MASS SHELTERS
(Added by Ord. No. 167189, effective 1/14/94.)

Sections:

- 33.285.010 Purpose
- 33.285.020 Description
- 33.285.030 Where These Regulations Apply
- 33.285.040 Use Regulations
- 33.285.050 Standards

33.285.010 Purpose

This chapter provides regulations for Community Service uses that provide short term housing or mass shelter. These regulations recognize that it is in the public interest to provide short term housing and shelter to people who would otherwise not receive it, and to ensure that standards of public health and safety are maintained. The regulations are intended to reduce conflicts between these and other uses. These regulations recognize that short term housing and mass shelters have differing impacts, and encourages providers to locate in existing structures and work with neighbors. These regulations also focus on the land use impacts of these uses.

33.285.020 Description

Short term housing and mass shelters are defined in Chapter 33.910, Definitions. Both are Community Service uses, and are managed by public or non-profit agencies. They may be in a variety of structures, from conventional houses to large institutional buildings.

In zones where Retail Sales and Services uses are allowed, limited, or conditional uses, the applicant may choose to classify a short term housing facility as a hotel, which is included in the Retail Sales and Services category.

33.285.030 Where These Regulations Apply

The regulations of Sections 33.285.040 through 33.258.050 apply to short term housing and mass shelters in all zones.

33.285.040 Use Regulations

A. Short term housing.

1. R zones. Short term housing in R zones is subject to the following regulations:
 - a. Existing structures. Short term housing provided in an existing structure in a residential zone is a conditional use, reviewed through a Type II procedure. Approval criteria are in Section 33.815.107, Short Term Housing in R Zones. An existing structure is one that is at least 5 years old and has not had any increase in floor area in 5 years.
 - b. New or expanded structures. Short term housing provided in a structure that has been built or added floor area within the past 5 years is a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.

- c. **Expansion or increase of existing facility.** Expansion of floor area or increase in the number of residents in an existing short term housing facility is processed according to Section 33.815.040, Review Procedures for Conditional Uses. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.
2. C and E zones. Short term housing is allowed in C and E zones if it meets the standards in Section 33.285.050. Expansion of floor area or increase in the number of residents in an existing short term housing facility is allowed if it meets the standards in Section 33.285.050.
3. OS and I zones. Short term housing is prohibited in OS and I zones.
4. Exemption. Short term housing that exclusively serves victims of sexual or domestic violence is allowed by right in R, C, and E zones if it meets the size limitations for Group Living uses.

B. Mass shelters.

1. RF through RI and IR zones. Mass shelters in RF through RI and IR zones are a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.

Expansion of floor area or increase in the number of residents in an existing mass shelter is processed according to Section 33.815.040, Review Procedures for Conditional Uses. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones.

2. RH and RX zones. Applicants for a new mass shelter or expansion of floor area or increase in the number of residents in an existing mass shelter in RH and RX zones may choose to be an allowed use or a conditional use, as stated below.
 - a. Allowed use. Mass shelters that meet the standards of Section 33.285.050 are allowed uses.
 - b. Conditional use. Mass shelters may be processed as a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.105, Institutional and Other Uses in R Zones. The standards of Section 33.285.050 do not apply to mass shelters reviewed as conditional uses.
3. C and EX zones. Applicants for a new mass shelter or expansion of floor area or increase in the number of residents in an existing mass shelter in C and EX zones may choose to be an allowed use or a conditional use, as stated below.
 - a. Allowed use. Mass shelters that meet the standards of Section 33.285.050 are allowed uses.
 - b. Conditional use. Mass shelters may be processed as a conditional use, reviewed through a Type III procedure. Approval criteria are in Section 33.815.140, Specified Group Living Uses in the C and EX Zones. The standards of Section 33.285.050 do not apply to mass shelters reviewed as conditional uses.

4. OS, EG, and I zones. Mass shelters in OS, EG, and I zones are prohibited.
5. Exemption. A mass shelter that exclusively serves victims of sexual or domestic violence is allowed by right in R, C, and E zones if it meets the size limitations for Group Living uses.

33.285.050 Standards

Adjustments to the standards of this section are processed as stated in Chapter 33.805, Adjustments.

A. Short term housing.

1. Existing structures and additions to existing structures. Short term housing provided in an existing structure is subject to the development standards for residential development in the base zone, overlay zone, or plan district, unless superseded by standards in this subsection. Sites that do not meet the development standards at the time of application are subject to the regulations of Section 33.258.070, Nonconforming Development.
2. New structures. Short term housing provided in a new structure is subject to the development standards for residential development in the base zone, overlay zone, or plan district, unless superseded by standards in this subsection.
3. Signs. Signs must meet the regulations for houses.
4. Density. The density standards for Group Living in Section 33.239.030.A must be met.
5. Hours of operation. The facility must be open 24 hours a day.
6. Reservation/referral. Lodging must be provided on a reservation or referral basis so that clients will not be required or allowed to queue for services.
7. Parking. The parking space requirements for Group Living apply to short term housing. If one or two spaces are provided, the development standards of 33.266.120 must be met. If 3 or more spaces are provided, the development standards of 33.266.130 must be met.

B. Mass shelters.

1. Certification. The shelter must be certified by Multnomah County Housing and Community Services Division as meeting operational standards established by the City of Portland and Multnomah County for mass shelter programs. Certification must be obtained before an application is submitted. Adjustments to this standard are prohibited.

Once a shelter is certified, it must be recertified annually. If a shelter is not recertified or loses its certification, it must apply for review through the conditional use process as a new shelter.

2. **Maximum occupancy.** Mass shelters may have up to one shelter bed per 35 square feet of floor area. Adjustments to this standard are prohibited.
3. **Density.** Table 285-1 sets out the maximum number of shelter beds allowed within a facility and within 1300 feet of the facility. If the site has split zoning, the smaller number applies. Adjustments to this standard are prohibited.

Table 285-1 Maximum Number of Shelter Beds for Mass Shelters	
Zone of Site	Maximum Number of Shelter Beds
EX, CX, and CG	100
CS, CM, and CO2	25
CN1, CN2, and CO1	15
RX and RH	25

4. **Outdoor activities.** All functions associated with the shelter, except for children's play areas, outdoor recreation areas, parking, and outdoor waiting must take place within the building proposed to house the shelter. Outdoor waiting for clients, if any, may not be in the public right-of-way, must be physically separated from the public right-of-way, and must be large enough to accommodate the expected number of clients.
5. **Hours of operation.** To limit outdoor waiting, the facility must be open for at least 8 hours every day between 7:00 AM and 7:00 PM.
6. **Supervision.** On-site supervision must be provided at all times.
7. **Toilets.** At least one toilet must be provided for every 15 shelter beds.
8. **Development standards.** The development standards for residential development in the base zone, overlay zone, or plan district apply to mass shelters, unless superceded by standards in this subsection.
9. **Parking.** The parking space requirements for Community Service uses apply to mass shelters.
10. **Signs.** Signs must meet the regulations for houses.

LOCATION POLICY

CONTEXT

In June 1993, in response to the Fair Housing Amendments Act of 1988, Commissioner Gretchen Kafoury appointed a citizen Task Force on Strategies for Fair Housing. The Task Force was asked to review the city's zoning code and to recommend changes which would ensure compliance with Act. The Task Force emphasized an approach which would allow housing for low-income people to be sited throughout the community while balancing the needs of all involved.

City Council adopted Task Force recommendations in December, 1993, which included changes to the zoning code, certification standards for mass shelters for the homeless, and a location policy addressing geographic concentrations of poverty in Portland. These three recommendations act together to ensure that while changes to the zoning code have created a more streamlined process, in some cases making it easier to site special needs housing, areas of community concern are also considered.

LOCATION POLICY GOALS

The goals of the location policy are to:

- Maximize housing choice, especially for low-income people who have traditionally been limited in the location of housing that they could afford;
- Discourage the concentration of low- or no- income households in any one area of the city;
- Encourage the creation of additional housing resources for low-income households integrated throughout the community.

LOCATION POLICY

The city will meet the goals of this policy by restricting city-controlled funding for low-income housing in "impact areas" (areas determined to have high concentrations of poverty). For the purpose of this policy, "city-controlled funding" includes HOME, CDBG and HOPWA funds and low interest loan programs.

"Impact areas" are census tract block groups which meet the following criteria (see attached map):

- More than 50% of the households in the block group earn less than 50% of median income; or
- Twenty percent or more of the housing units are public and assisted.

WHEN DOES THE LOCATION POLICY APPLY?

The location policy applies if:

- the proposed housing or shelter is in an "impact area;" and
- the project requires city-controlled funding; and
- more than 50% of the units of the proposed housing or housing program (i.e. the Homestead program), or more than 50% of the proposed shelter residents, are expected to be below 50% of median income.

The location policy does not apply if the proposed housing or shelter will not increase the concentration of poverty. Examples:

- Rehab projects in which the current occupants remain or have the right to remain;
- Home repair loans or assistance for existing homeowners.

The location policy does not apply to proposed housing which exclusively serves victims of sexual or domestic violence because confidentiality can be essential for this type of housing. However, the Bureau of Housing and Community Development does encourage voluntary compliance with the location policy.

Finally, the location policy does not apply to projects for which application for funding was made before July 1, 1994.

EXCEPTION CRITERIA

If the location policy applies, city-controlled funding will only be recommended if BHCD determines that the housing meets two out of five exception criteria. These criteria recognize that while it is generally in a community's best interest to discourage further concentrations of poverty in fragile areas, there are also times when the benefits of low-income housing may outweigh the costs.

These five criteria are:

1. The project or proposed project will rehabilitate existing substandard housing to standard condition. Substandard housing means that there are violations of the city building codes.
2. The project or proposed project will provide housing to meet local community need. Neighborhood need can be documented through the use of demographic data as well as with information on the targeted market for the housing. For example, if referrals are coming from a local social service agency already serving area residents then the housing may be seen as meeting community need.

Individual letters of support are not adequate documentation of local community need.

3. The project or proposed project will provide housing that meets the objectives of an adopted neighborhood plan or neighborhood revitalization strategy. For example, the Albina Plan is recognized by local neighborhood associations as well as City Council.
4. The project or proposed project has the support of all neighborhood and business associations (recognized by the City of Portland Office of Neighborhood Associations) within 400 feet of the site.
5. The project or proposed project furthers the goals of the shelter reconfiguration plan as the goals relate to the reconfiguration of shelters in the downtown area for homeless singles. See attached table from Strategy for Homeless Single Adults, 11/29/93, page 11.

WHO WILL ADMINISTER THE LOCATION POLICY?

The Bureau of Housing and Community Development will administer the location policy. The Bureau will also monitor the policy to determine if it is meeting the stated goals. This includes tracking the location of new publicly funded housing or shelters to modify designated impact areas if necessary. A more extensive evaluation of the project will occur three years after its adoption. This evaluation will include an analysis of whether there are "disparate impact" concerns for consumers of special needs housing and whether or not the policy meets the stated goals.

DISPLACEMENT

The Portland Planning Commission raised concerns about the potential for displacement of low-income residents as the result of the location policy and zoning code amendments. The city discourages the displacement of one low-income population by another and BHCD will monitor displacement and include this issue in the extensive evaluation.

HOW WILL THE LOCATION POLICY BE IMPLEMENTED?

If the proposed housing will be located in an "impact area", a majority of the units are targeted for residents below 50% of median income, and the area's concentration of poverty may be increased, the developer should contact the siting coordinator at the Bureau of Housing and Community Development (Rachael Silverman, 823-2378). The siting coordinator will confirm whether or not the location policy applies and will issue a memo to that effect within 5 (five) working days.

If the location policy applies and the developer wishes to qualify for city funding, the siting coordinator and the developer will meet to determine whether the project might meet two of the five exception criteria. It will be up to the developer to compile the necessary documentation, although the siting coordinator will be available as a resource.

Once all the necessary documentation regarding the exception criteria has been submitted to the siting coordinator, the siting coordinator will determine whether or not the exception criteria have

or have not been met. The siting coordinator will issue a memo to the developer within 10 working days after receiving all the needed information.

APPEAL PROCESS

Any person who is dissatisfied with a decision relating to qualification under the location policy may file a written request for an administrative review with the Bureau of Housing and Community Development. The appeal must be received within 10 (ten) working days after the decision. The Director of the Bureau of Housing and Community Development will conduct the administrative review, make a decision within 10 (ten) working days, and will notify the parties involved in writing. This decision will be based on information pertaining to the location policy which has already been submitted by the applicant to the Bureau of Housing and Community Development. If the applicant has new information to submit they can reapply for qualification.

SITE CONTROL

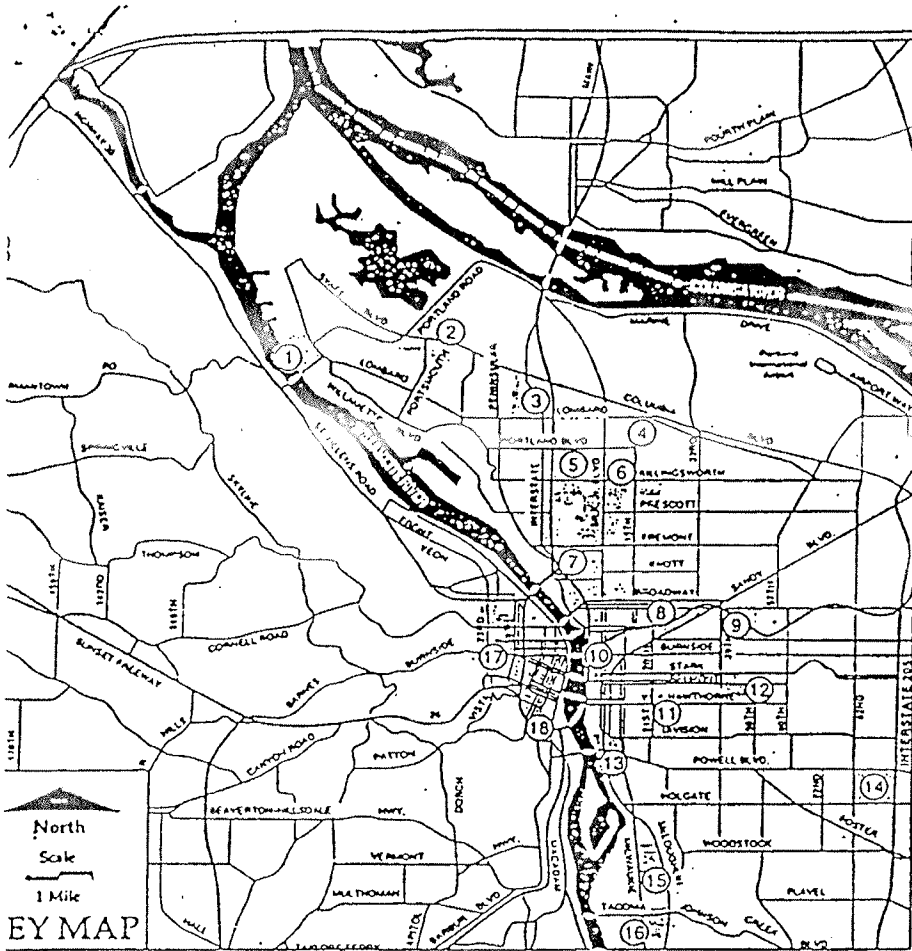
On occasion, small amounts of city funding are needed for site control and pre-development. Costs linked to obtaining site control are exempt from the location policy.

Developers who believe that the location policy might apply to a potential project are strongly encouraged to contact the siting coordinator before obtaining site control. If the location policy applies to the housing or shelter and the exception criteria are not met, then no additional city funding would be available for that project.

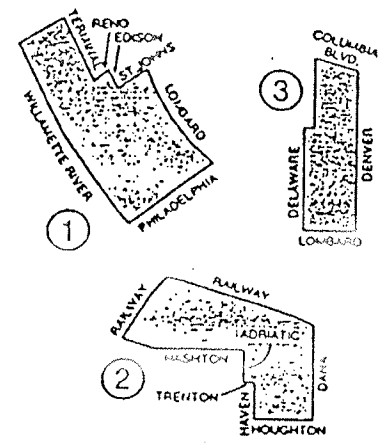
If the location policy applies, the siting coordinator will begin a file on the project once the developer obtains site control and applies for city funding. All information in the file will be public information.

QUESTIONS

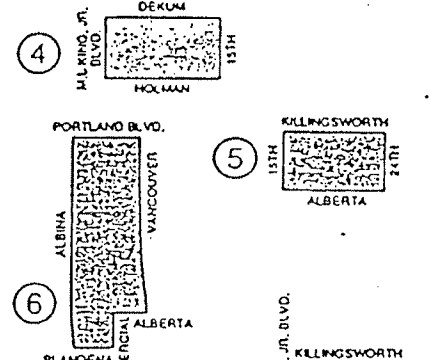
If you have any questions, please contact the Siting Coordinator, Rachael Silverman, at 823-2378.



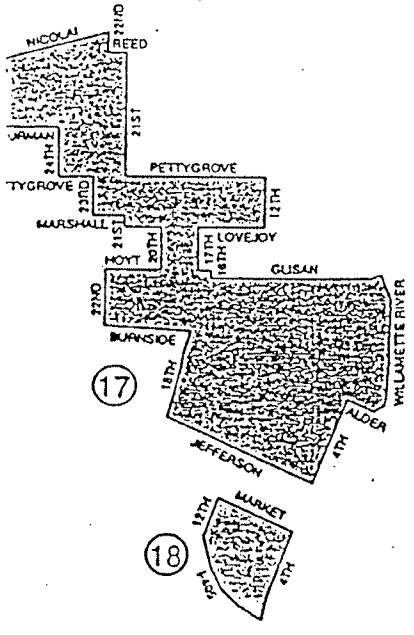
NORTH PORTLAND



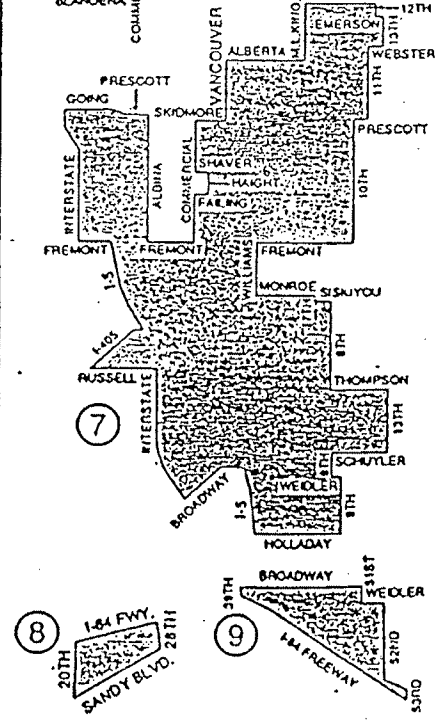
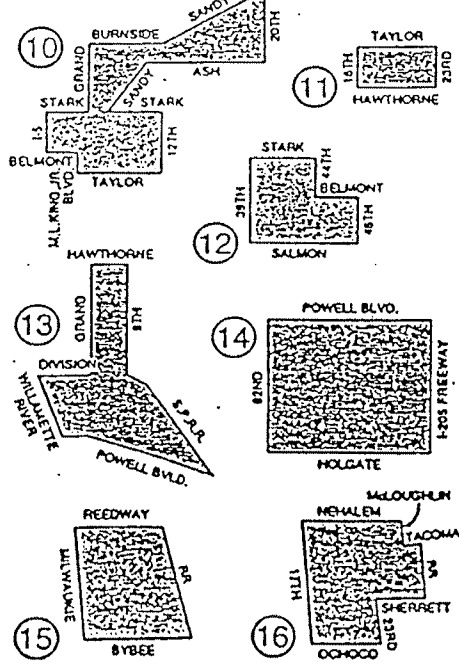
NORTHEAST PORTLAND



DOWNTOWN AND NORTHWEST



SOUTHEAST PORTLAND



Impact areas are census tract block groups where 20% more of all the housing units in these block groups are publicly assisted, or more than 50% of all the households in these block groups earn less than 50% median income, or both.

IMPACT AREAS

For further information: Bureau of Housing & Community Development at 823-2375

List of Public Meetings

The following is a list of public meetings where the Old Town Vision Plan was presented and discussed:

- A. CCBA, May 18th, 1:30 pm.
- B. Old Town/Chinatown "Visions Committee", May 29th, 4:00 p.m.
- C. Old Town/Chinatown ad hoc Social Services Focus Group, June 5th, 3:00 p.m.
- D. Old Town/Chinatown Neighborhood Association, June 6th, 3:00 p.m.
- E. Pearl District Neighborhood Association, June 17th, 6:00 p.m.
- F. Historic Old Town Business Association (including members of the Old Town Night Life Committee, the Old Town Chinatown Community Policing Task Force, and the Portland Arts & Cultural Foundation), June 18th, 3:00 p.m.
- G. Ad hoc residents group, July 1st, 4:30 p.m.
- H. Final Community Meeting, July 23rd, 4:00 p.m.

OLD TOWN / CHINATOWN DEVELOPMENT PLAN

(PART 1 OF 3)



ADOPTED BY CITY COUNCIL DECEMBER 1999

OLD TOWN/CHINATOWN DEVELOPMENT PLAN

STEERING COMMITTEE

Phil Kalberer, Chair
Kalberer Company
Chair, Vision Committee

Anna Abraham
Everett Station Lofts
Historic Old Town Association

Bruce Allen
Margaret Bax
Portland Development Commission

John Beardsley
Old Town/Chinatown Property Owner

Doreen Binder
Transition Projects, Inc.

Kristin Calhoun
Regional Arts & Cultural Council

Rich Cassidy
Bureau of Traffic Management

Ed Chan
Chinese Consolidated Benevolent Association

Vicky Diede
Bureau of Transportation Engineering

Sue Donaldson
Bureau of Parks & Recreation

Richard Harris
Central City Concern

Emily House
Port of Portland

Beth Irwin
Association for Portland Progress

Gregg Kantor
N.W. Natural

Mona Knapp
Bridgeview Community

Denis Lachman
Bureau of Planning

Louis K.C. Lee
Old Town/Chinatown Property Owner
Old Town/Chinatown Neighborhood Association

Dan Lenzen
Concept Entertainment Corp.
Old Town Arts & Entertainment Committee

Karen Moore
SERA Architects
Old Town/Chinatown Neighborhood Association

Genny Nelson
Sisters of the Road Cafe
Old Town/Chinatown Neighborhood Association

Nancy Sanders
Resident
Old Town/Chinatown Neighborhood Association

John Tess
Heritage Investment Corp.
Historic Old Town Business Association

PROJECT COMMITTEE

Rick Gustafson
Shiels Obletz Johnsen

Thomas Hacker
Will Dann
Brandon Sanchez
Thomas Hacker & Associates

Carla White
John Southgate
David Frank
Sarah Heinicke
Portland Development Commission

Eric Hovee
ED Hovee & Company

J. Hahn Lee
J. Hahn Lee & Associates

Suenn Ho
Suenn Ho Design

Paul Morris
Kia Buford
McKeever/Morris

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.

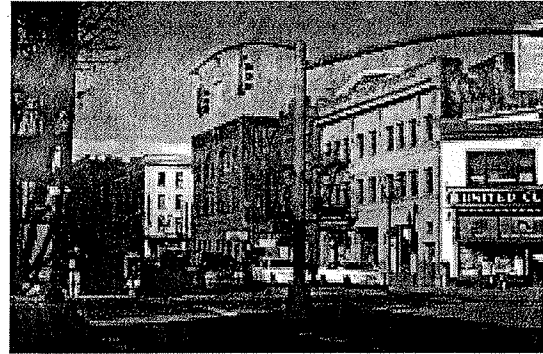
■ PROJECT GOALS

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.

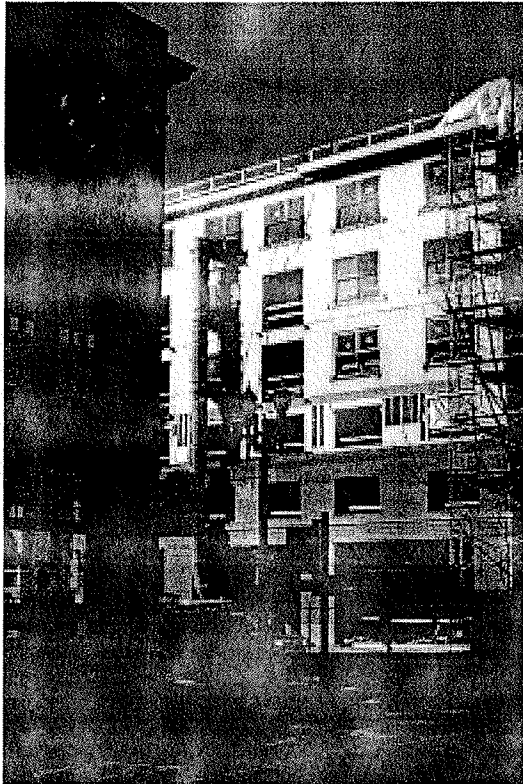


3rd Avenue at Burnside Street

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 9th 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 2nd Avenue to 8th 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. 8th Avenue to 2nd 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 2nd and Flanders:** Rededicate and improve NW 2nd Avenue right-of-way between Everett and Glisan Streets, and NW Flanders Street between 2nd and 3rd 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, 3rd and 4th, 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.

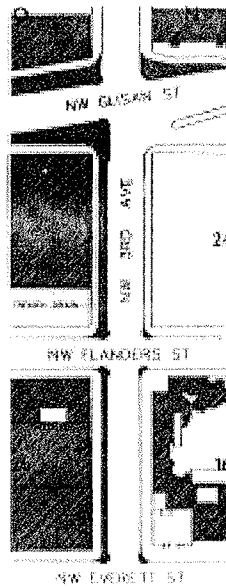
- 3.1 Third Avenue/Everett to Burnside:** Renovate the blocks across from the Classical Chinese Garden II. The blocks on the west side have vacant or underutilized buildings. Property owners should be encouraged to invest in redevelopment or to make the property available for redevelopment. Investigate 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.



3rd Ave. and Glisan St. short term improvements

■ 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.

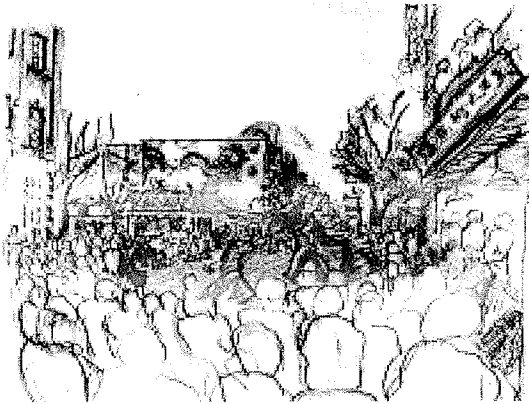
② Enhance the property surrounding the Classical Chinese Garden.

- 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.

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 hous-

ing which serves a diverse range of incomes in a range of housing types (rental, for-sale) and which also serves specialized needs (artists, etc.).

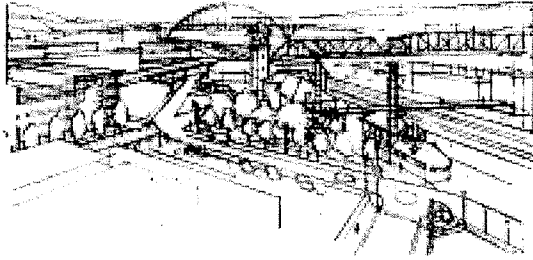
- 5.2 Residential Development:** The long-term potential redevelopment in Old Town/Chinatown could include more than 500 units of new housing in addition to units created in the short-term and immediate term.

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 9th 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.

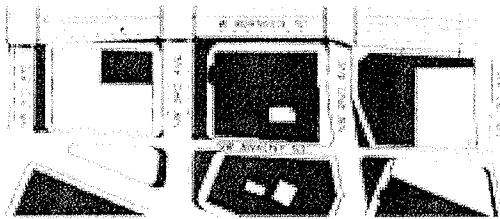


Old Town / Chinatown connection to River District

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.

③ 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).*

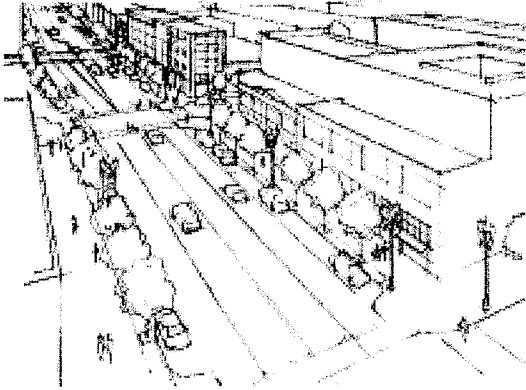
11.1 Burnside: Reconstruct Burnside with priority given to pedestrian crossings and improvement of the street environment for streetfront businesses (see item 7.2).

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 9th 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

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.

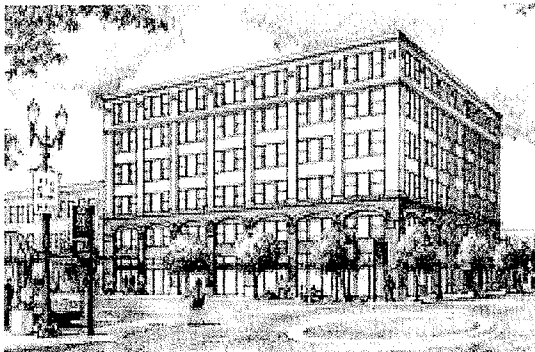
This Development Plan reflects the hard work of many people in the neighborhood. It reflects a serious commitment to a consensus-driven approach. The Plan, and the future vitality of Old Town/Chinatown, will not succeed unless all of the community continues to work together to achieve a good vision in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

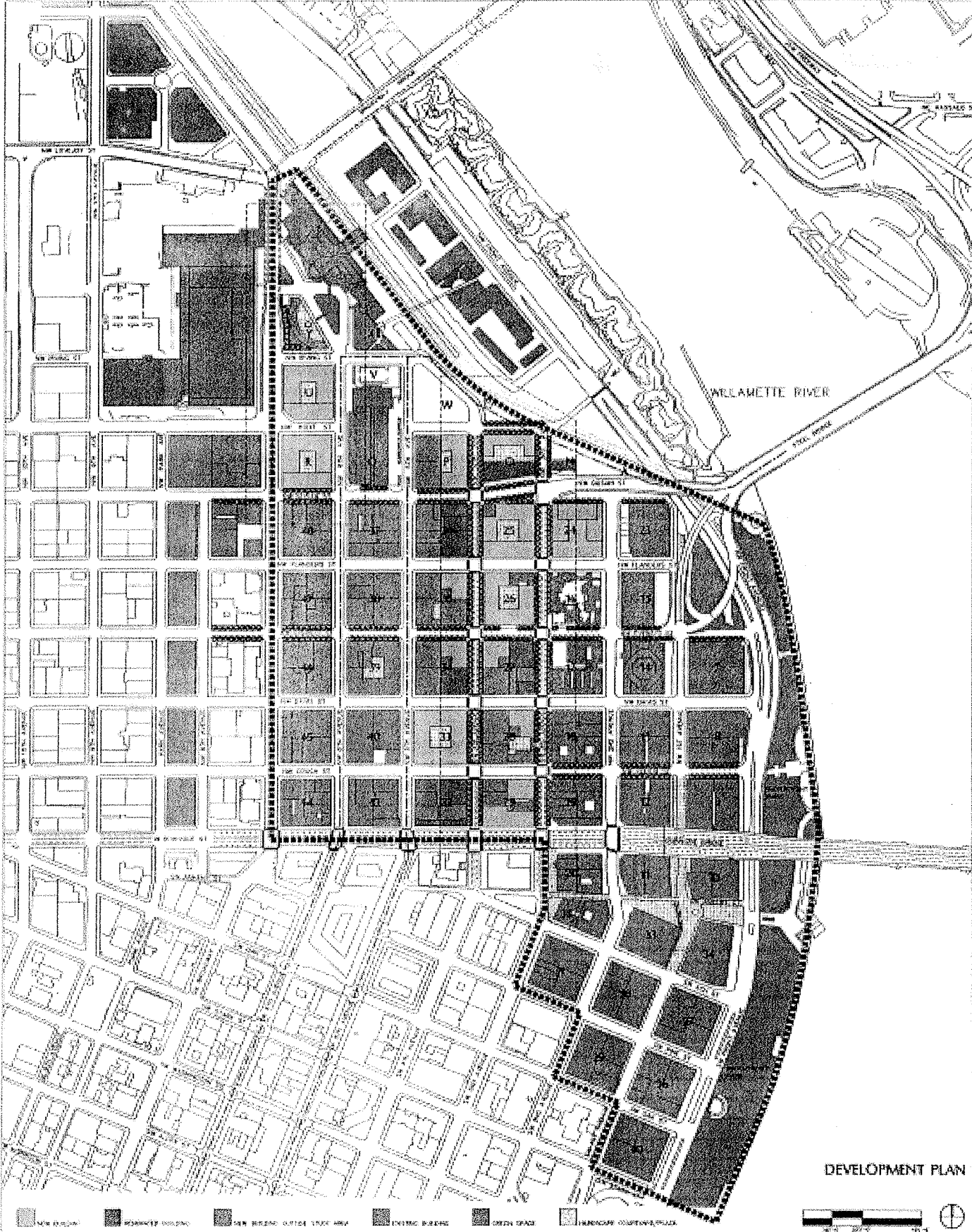
Public financing is critical to the redevelopment of Old Town/Chinatown. A partnership of public and private investment is needed to

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	



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OLD TOWN / CHINATOWN DEVELOPMENT PLAN

THOMAS HACKER
 AND ASSOCIATES
 ARCHITECTS P.C.



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

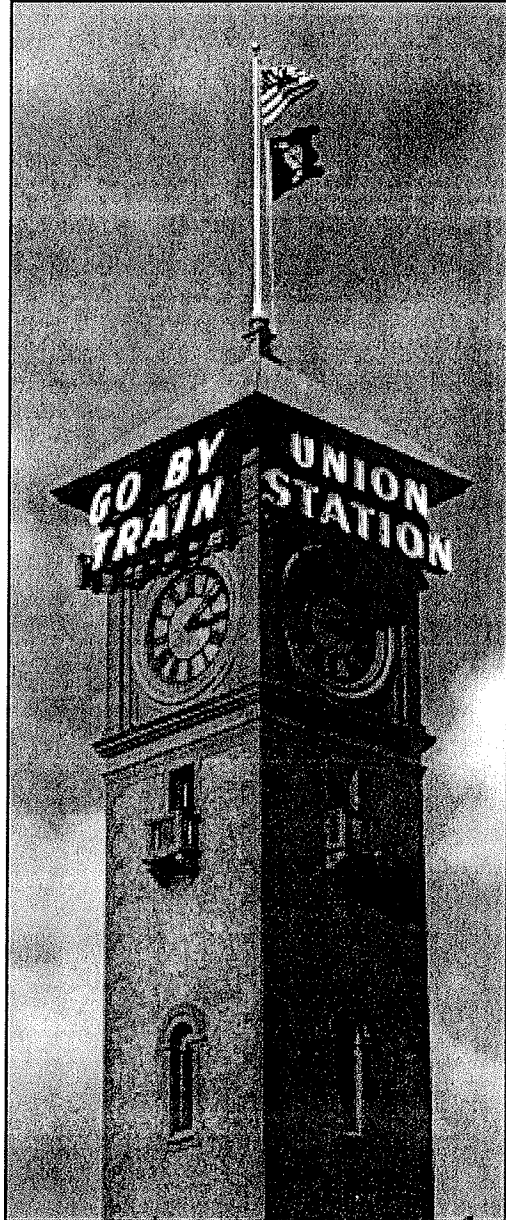
Total Surveyed Units

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%
Total	624	426	287	19	1	1,357	100.00%
% of Total	45.98%	31.39%	21.15%	1.40%	0.07%		

**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	

OLD TOWN / CHINATOWN
DEVELOPMENT PLAN
(PART 2 OF 3 - APPENDIX A)



APPENDIX A

APPENDIX A

ISSUES

Phase 1 of the Development Plan involved the preparation of data for analysis of Old Town/Chinatown along with the development of agreement on the issues facing the district. The Old Town/Chinatown Steering Committee prepared the following list of issues confronting the district which were used in the preparation of the Development Plan.

■ COMMUNICATIONS/ CONFLICT RESOLUTION

- 1. Perceptions:** There seems to be a perception about the district that there is higher crime and unsafe streets in the area. While there are areas of specific problems, the overall safety of the area is similar to the entire downtown.
- 2. Social Service Siting:** The District is an impacted area and has a Shelter Reconfiguration Plan which calls for a balance of social service activity.
- 3. Balance:** There is commitment within the district to maintain a "balance" of social services, housing and commercial development. The term "balance" has varied meanings and needs more information regarding use in discussing new facility siting.
- 4. Boundaries:** The various districts have numerous organizations and defined areas, making a clear definition of relationships and authority difficult.
- 5. Diversity:** The diversity in the district is regarded as positive for the community with historic buildings, Chinatown, artistic community, and commercial activity. This rich diversity in the District is to be promoted. More communications and interaction are needed to establish understanding and agreement.
- 6. Social Services Organizations:** The social service agencies in the area have different organizational structures and goals. Understanding the differences will improve the communications.

■ HOUSING

- 1. Housing Diversity:** There is strong support for the development of additional housing that includes all income levels from 30% median income, to 50-60% median income to market rate housing.
- 2. Current Developments:** The addition of 166 units of housing (118 at 60% median and 48 at market rate) in the district should be reinforced with support for additional housing in the district. The adjacent 600+ units at Union Station represent a strong population shift.
- 3. Housing Opportunities:** Numerous properties have the potential to residential conversion including surface parking lots, buildings requiring seismic upgrade, and the fire station property.
- 4. Targeted Housing Markets:** The diversity of the district provides strong support for targeted housing developments for artists, ethnic, elderly housing.

■ CRIME/SAFETY

- 1. Drug Activity:** Drug activity is significant in the areas where nighttime activity is low. Recent increases have occurred on Fifth and Sixth Avenues.
- 2. Current Police and Clean and Safe Activities:** The number of personnel assigned to Central Precinct have been lower in recent years due to unfilled positions and assignments to violent crime located elsewhere.

■ STREET ENVIRONMENT

- 1. Vision Plan:** Calls for public restrooms, street lighting, and community center as part of the improvement of the street environment.
- 2. Public Art:** Identify ways in which public art can be incorporated as new development occurs in the area.

3. **Historic Community:** The historic districts and historic buildings in the area provide a unique ambience to the area that should be encouraged.
4. **Burnside:** Burnside serves as a significant barrier to downtown and is not supportive of active business on the street.
5. **District Edges:** The district has considerable physical barriers impeding connections to other areas including Naito Parkway, Steel Bridge ramps, railroad tracks and the Post Office.
6. **One-Way Grid:** The one-way north/south grid along with Everett/Glisan restricts access within the district.
7. **Lines of People:** People waiting in line on the sidewalks for specific social services create a discomfort for other users of the public right-of-way.
8. **Awnings, Street Protection, Furniture:** There is a need for relaxing the City's expectation for awnings *in the short-term only*, so that loitering and sleeping behavior can be better managed.
9. **Fourth Avenue:** There is potential for strengthening the connection between the Chinatown Gate and the Chinese Garden by improving Fourth Avenue.
10. **Social Service Locations:** Some services provide meals, resulting in service users waiting in line along the sidewalk. This can create conflicts for other pedestrians.

■ CIRCULATION

1. **South/North Light Rail:** Fifth and Sixth Avenue circulation will be revised due to rail.
2. **Naito Parkway:** Reconstruction planned.
3. **Pedestrian Access:** Pedestrian access is impacted primarily by the hard edges to the District including Burnside, Naito Parkway, and the railroad tracks. Steel Bridge ramps and Glisan represent difficult areas in the district.

4. **Burnside:** A difficult area to cross. Reconstruction of Burnside related to light rail crossing may present opportunity to improve pedestrian amenities at Fifth and Sixth Avenues.
5. **Bikeways:** Additions of bikeway access in the district are anticipated.

■ NIGHT LIFE/ MARKETING/PROMOTION

1. **Promotion:** Continuation of promotion and marketing recommended.
2. **Conflicts:** Some conflicts have arisen between housing and evening entertainment activity.

■ PUBLIC IMPROVEMENTS

1. **CIP:** City capital improvements include \$480,000 for District pending results of Development Plan.
2. **South/North Light Rail:** Proposed to be constructed within seven years. Construction will revise circulation and operation of the Transit Mall.
3. **Chinese Garden:** Proposed to be open in 2001.
4. **Urban Renewal District:** The current district has six more years before it loses tax increment funds. TIF has been a significant component in supporting redevelopment.
5. **Lighting Program:** The City of Portland lighting program is available to support targeted efforts for revitalization.
6. **Facade Program:** The City of Portland has a facade improvement program that includes loans and potentially grants for targeted areas. The Fourth Avenue and Burnside areas could be targeted for this program.

■ OPEN SPACE OPPORTUNITIES

1. **Waterfront Park:** There is a need for a better connection to Waterfront Park.
2. **Union Station:** There is an open space opportunity in the forecourt of Union Station.

■ PHYSICAL

1. **Historic Buildings:** There are many historic buildings in the district which have unique requirements for redevelopment and use.
2. **Seismic:** Seismic standards have increased the cost of renovation and reuse of buildings.
3. **Property Ownership:** The property available for development has a wide diversity of ownership, development interest, and commitment.

■ ECONOMIC DEVELOPMENT OPPORTUNITIES

1. **New Development:** Several new developments including 156 housing units, GSL Union Station development, Chinese Garden and Port Building are likely to create positive momentum for additional development.
2. **Trailways Blocks:** The Vision Plan included these blocks for office development which have not occurred.
3. **Permanent Market:** Vision Plan calls for a seven day market for Saturday Market. Several investments in the area have tried to support that activity with limited success.
4. **Asian Senior Housing:** A proposal for Asian senior housing has merit for increasing activity, preserving diversity, and maintaining economic development momentum.

5. **Hotel:** The recent additions of Port offices and lack of alternatives would appear to provide a positive environment for a hotel. Night life and entertainment districts would be supported.

6. **Parking:** Addition of the Port and Chinese Garden should strengthen the need for additional parking facilities. This effort could be combined with acquisition of surface parking areas.

7. **Union Station:** With new light rail, GSL housing and the agricultural center, the Union Station may become more of an opportunity.

8. **Community Center:** Local groups are working on the potential for a community center that houses family association offices, community services, multi-functional space for banquet, classes and special events.

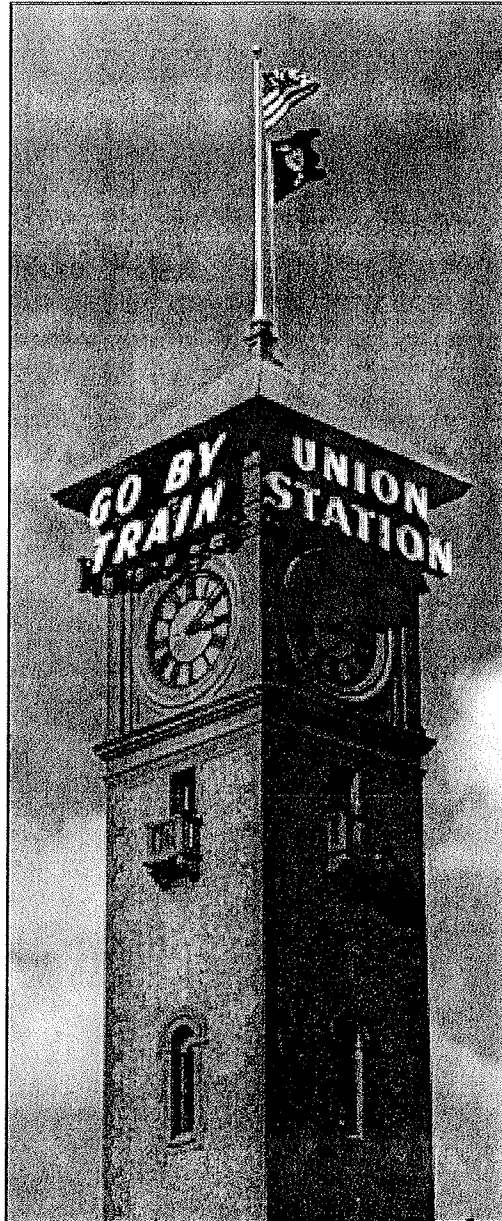
9. **Trade/Cultural Center:** Provides conference/exhibition facility, performance/small theater/cinemas.

10. **Housing:** Housing development for all income levels will support the goals for nightlife, street activity and diversity of development.

■ ASIAN BUSINESSES

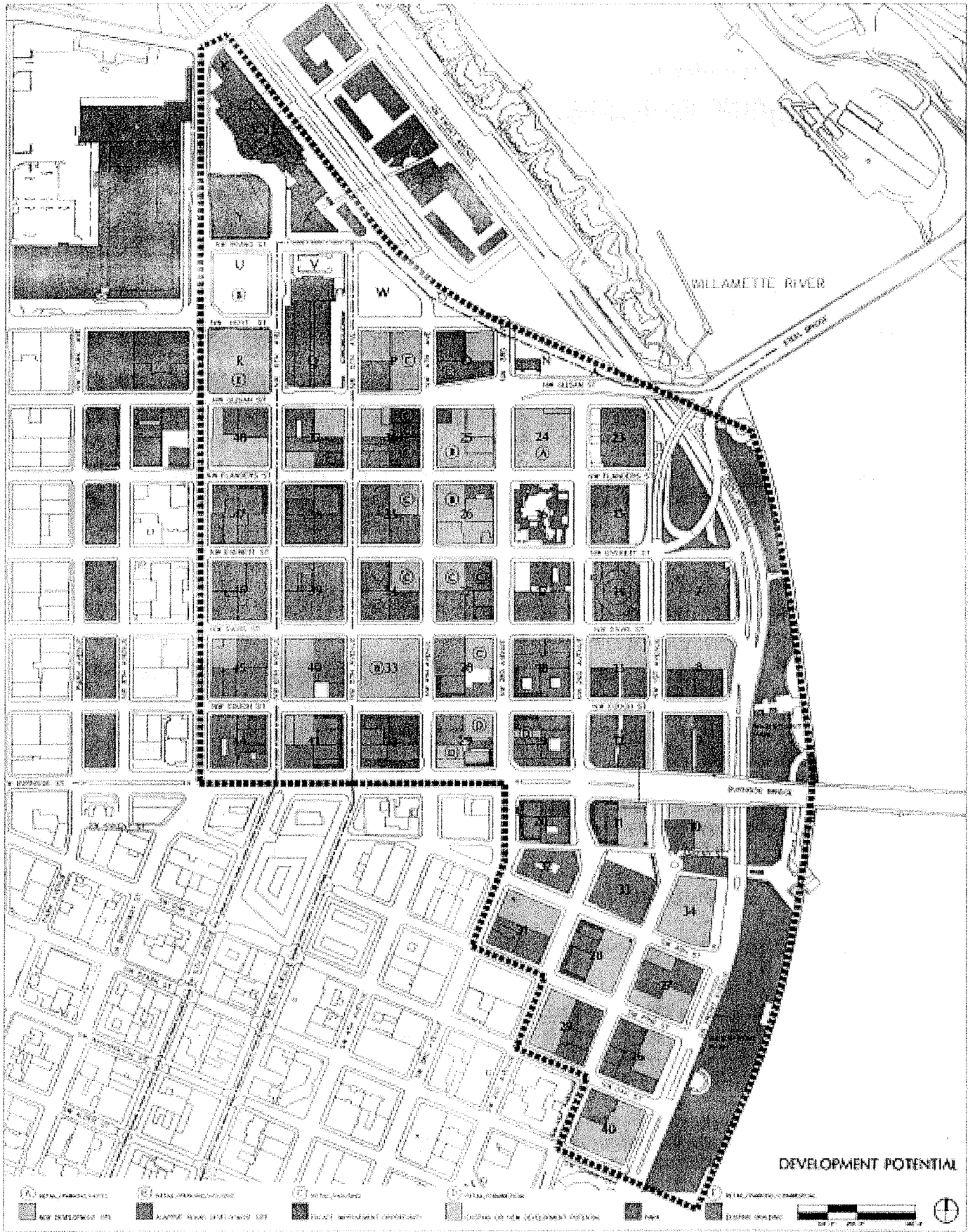
1. **Asian Business:** Foster Asian related business activity and investment in Chinatown.

OLD TOWN / CHINATOWN
DEVELOPMENT PLAN
(PART 3 OF 3 - APPENDIX B)



ADOPTED BY CITY COUNCIL DECEMBER 1999

APPENDIX B



DEVELOPMENT POTENTIAL

RETAIL, PARKING, HOTEL
RETAIL OFFICE, HOTEL
OFFICE, HOTEL
OFFICE, HOTEL
RETAIL, PARKING, HOTEL

NEW DEVELOPMENT (R)
ADAPTIVE REUSE DEVELOPMENT (R)
OFFICE DEVELOPMENT (R)
EXISTING OR NEW DEVELOPMENT (R)
PARK
EXISTING BUILDING

0 100 200 300 400

NORTH

OLD TOWN / CHINATOWN DEVELOPMENT PLAN

**THOMAS HACKER
AND ASSOCIATES**
 ARCHITECTS P.C.



Appendix B

PHYSICAL PLANNING

Following the identification of issues during Phase I, the second phase of the Development Plan effort focused on physical planning. This phase was primarily an urban design exercise, identifying opportunity sites, and addressing public investments intended to spur redevelopment. Note that some of the recommendations and design concepts from Phase II were modified during the subsequent phases of the Development Plan, so that the recommended action plan does not always correspond directly to the Phase II findings.

■ IDENTIFICATION OF OPPORTUNITY SITES

As a first step in understanding the development potential of Old Town/Chinatown, the Design Team sought to identify potential sites for new development or renovation (see Development Potential Plan, at left). The new development sites were identified using the following criteria:

- *Historic structures should remain.*
- *Buildings which contain compatible existing businesses should remain.*
- *Existing historic buildings which are under-utilized should be adaptively reused.*
- *Existing buildings which are not historic, or are occupied by incompatible uses or are unoccupied, should be replaced with new structures.*
- *Open parking lots should be redeveloped.*

■ DETAILED URBAN DESIGN STUDY AREAS

Recognizing the size of the Old Town/Chinatown Study Area and the complexity of issues, the Steering Committee selected specific areas for detailed study. These areas were chosen not only for their specific issues and conditions, but also because they were representative of the major issues and conditions of the entire district.

As a result of the Phase 1 Issues & Data Collection Report (see Appendix A) the

Steering Committee designated the following areas for detailed Urban Design:

The Third and Fourth Corridor. This area was chosen because it is the heart of the district. Third Avenue is where Old Town and Chinatown meet, and it engages the proposed Chinese Classical Garden.

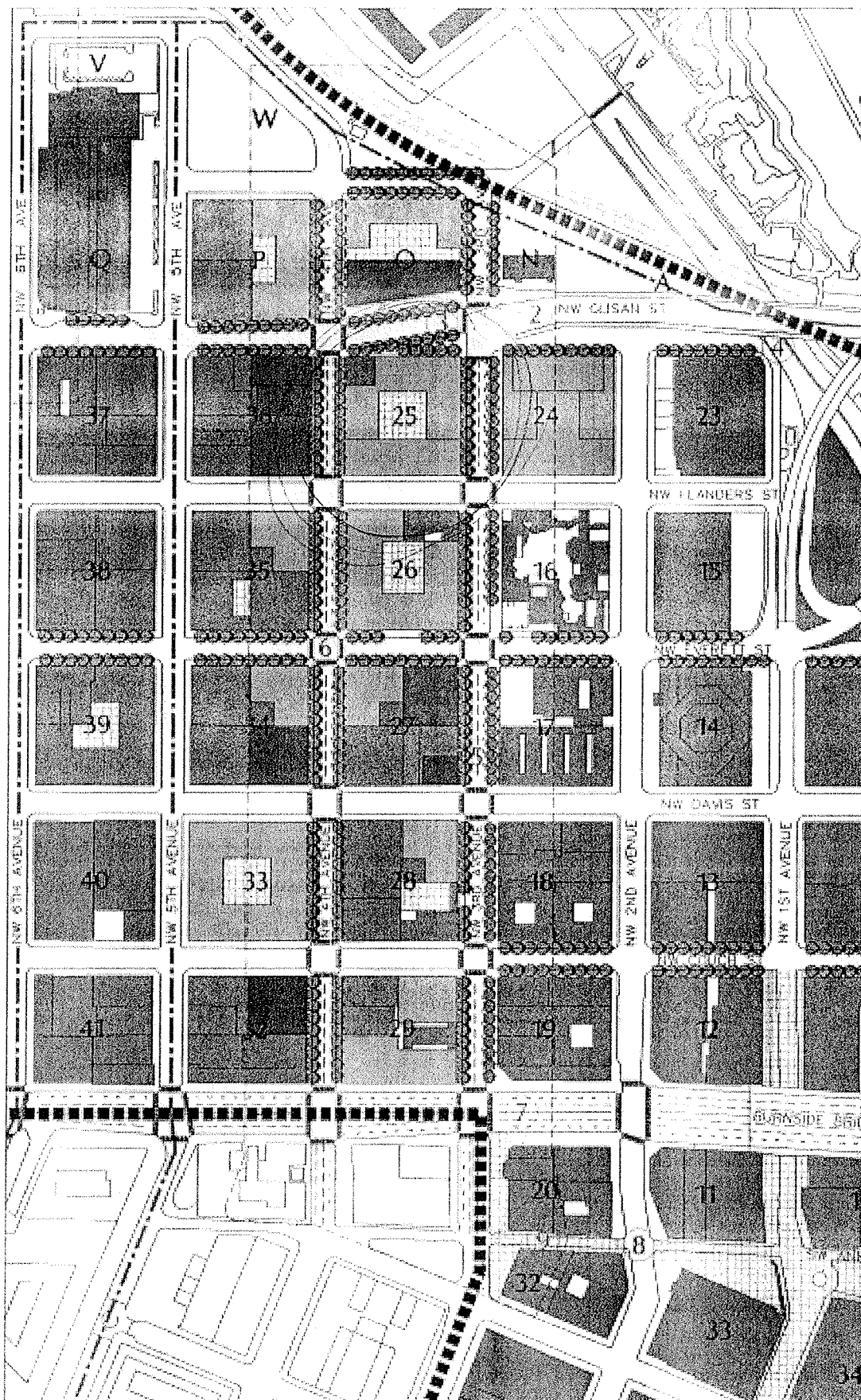
The Trailways Blocks. Development of the three blocks east of the bus terminal and south of Union Station was the one major goal identified in the Central City 2000 vision process which has not been accomplished. The open lots represent a major opportunity to bring new energy to the streets of the district.

Burnside and related barriers and edges of the district. Burnside acts as a major divider between the Old Town/Chinatown district and Downtown. Slowing traffic and improving the pedestrian crossings would enhance the quality of the sidewalk experience and help integrate Old Town/Chinatown with Downtown and provide a more welcoming entrance.



Old Town / Chinatown aerial

Block 25



-  NEW BUILDING
-  RENOVATED BUILDING
-  NEW BUILDING OUTSIDE STUDY AREA
-  EXISTING BUILDING
-  GREEN SPACE
-  LANDSCAPE COURTYARD/PLAZA
-  NOTES

3RD AND 4TH AVENUE



OLD TOWN / CHINATOWN DEVELOPMENT PLAN

THOMAS HACKER AND ASSOCIATES ARCHITECTS P.C. 

3rd and 4th Avenue Plan Key

Possible Developments

Block P	Development Assumptions 6:1 F.A.R., 360 FT Height Maximum
Block O	Development Assumptions; Plus Renovated Warehouse 6:1 F.A.R., 350 FT Height Maximum
Block 24	Development Assumptions Office Building 12:1 F.A.R., 360 FT Height Maximum
Block 25	Development Assumptions 9:1 F.A.R., 360 FT Height Maximum
Block 26	Development Assumptions 9:1 F.A.R., 360 FT Height Maximum
Block 27	Development Assumptions 6:1 F.A.R., 100 FT Height Maximum
Block 28	Development Assumptions 4:1 F.A.R., 75 FT Height Maximum
Block 29	Development Assumptions Burnside Street 4:1 F.A.R., 75 FT Height Maximum 6:1 F.A.R., 100 FT Height Maximum
Block 33	Potential Mixed-Use Development with Open Space
Block 34	Development Assumptions 6:1 F.A.R., 100 FT Height Maximum
Block 35	Development Assumptions 9:1 F.A.R., 360 FT Height Maximum
Hotel	Alternate-No Specific Site 12:1 F.A.R., 360 FT Height Maximum

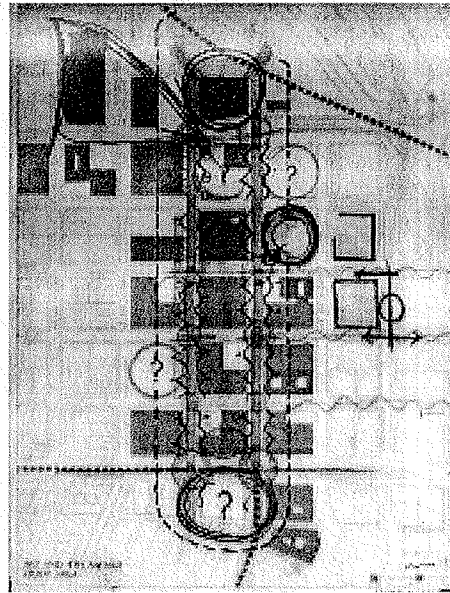
Note: residential development is eligible for an additional 3:1 FAR bonus. Other FAR bonuses may apply to non-residential development as well.

Street Improvements

- 1) Add pedestrian crossing at Third Avenue to Naito Parkway.
- 2) Reduce width of Glisan Street to two lanes plus parallel parking; add curb extensions to improve pedestrian crossing.
- 3) Eliminate eastbound traffic on Glisan.
- 4) Modify for pedestrian crossing at Glisan Street to Waterfront Park.
- 5) Reduce Third Avenue to two lanes plus parallel parking; add curb extension to encourage pedestrian crossing; extend sidewalks.
- 6) Develop curb extensions to encourage pedestrian crossing.
- 7) Reduce Burnside to two lanes each way plus parallel parking.
- 8) Reduce width of Second Avenue at Ankeny Street.
- 9) Develop Ankeny Street as pedestrian connector.

■ THIRD AND FOURTH AVENUES

Third and Fourth Avenues are the heart of the district. Fourth Avenue is the historic center of the Asian Community. Third Avenue is where Old Town and Chinatown come together, with the boundaries of their historic districts overlapping.



3rd and 4th Avenue Concept Diagram

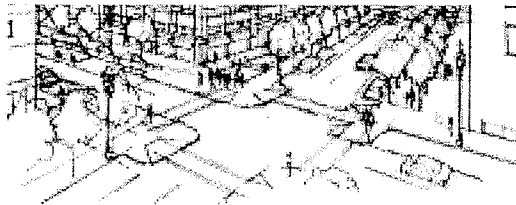
Street Character

The quality of the pedestrian experience is impacted by the scale and dimension of the streets, and the activity on the adjacent properties.

Fourth Avenue generally has a comfortable pedestrian scale. With additional infill development of vacant sites with ground floor retail space, it has the potential of becoming an active urban environment. Curb returns to decrease the width of the pedestrian crossings and reduced traffic speeds will improve the streetscape, but are not essential. The plan suggests a simple version of a Chinese gate or some other gateway feature at Fourth and Glisan to provide closure to the street, and balance the Chinese Gate at Burnside at the south end.

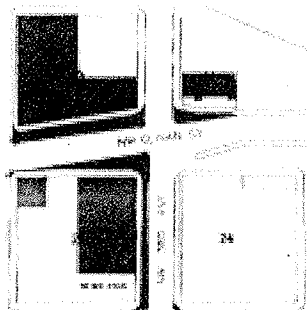
Third Avenue is less commodious than Fourth Avenue because it has three traffic lanes rather than two and because of the excessive traffic speeds, which are related to the ramp

access from the Steel Bridge. The right-of-way is actually 70 feet as opposed to 60 feet on Fourth Avenue. Discussions with the Office of Transportation revealed that the third lane between Glisan and Couch is not required to handle the projected traffic volumes. The design proposal is to eliminate one lane, reconfiguring the street to have two traffic lanes and two parallel parking lanes. The sidewalk should be widened on the west side of the street, and graded to slope back to a continuous trench drain at the existing curb line. This sidewalk widening should occur on the west side because it can be accommodated incrementally with potential development of blocks 25 and 26, and with the potential renovation of buildings on block 27.



Glisan Street at 3rd

Glisan Street/Third Avenue is excessively wide and the traffic speeds are far too fast to be a safe, comfortable place for pedestrians. The design proposes several changes to address these problems. The eastbound traffic lane connecting Fourth to Third Avenue should be eliminated. This traffic should be rerouted to Hoyt Street. Glisan should be reduced in width to two lanes of traffic plus parallel parking. An additional right-turn lane from the bridge to Third Avenue should be maintained. The street width should be narrowed creating a large triangular plaza on the south side of Glisan Street between Fourth and Third Avenues.



Reconstruction at Glisan St. and 3rd

Development

The Third and Fourth Avenue corridor includes several parcels available for new development, existing buildings appropriate for rehabilitation and a few buildings which we recommend be replaced with new buildings. The intent of the plan is not to be prescriptive about the uses, so that the developers and property owners will be encouraged to respond to the market demands. However, the plan has made some assumptions about uses in order to represent a balance of uses in the neighborhood and because particular sites are more appropriate for particular uses.

Housing. The priority for new development in the neighborhood is for housing above ground floor retail. Fortunately, housing is also the most likely form of new development because it is a public funding priority. There is particular interest in the development of some specialized housing, particular Asian Senior housing. There are several alternative sites for this housing and the specific site will be determined by market conditions. Similarly a proposal for an Asian Community Center could be accommodated in several locations and would be most compatible as a part of a housing development (perhaps occupying the ground floor retail space).

For the purpose of assessing capacity (see matrix), the analysis assumes that most of the available parcels north of Couch Street on either side of Fourth and on the west side of Third Avenue be developed as housing with ground floor retail.

Retail. Ground floor retail or office space should be encouraged in the Third and Fourth Avenue fronts of all new buildings. Counting only the potential new buildings, and allowing for apartment lobbies and parking entrances, properties along Third and Fourth Avenue have the potential of adding over 80,000 square feet of new commercial space. Community amenities such as the proposed Asian Community Center would be counted in this number.

Parking. Old Town/Chinatown has suffered the loss of over 200 parking spaces in the development of the north transit mall. This loss is exacerbated by the fact that many

patrons of commercial parking lots in Old Town/Chinatown actually work south of Burnside, i.e., out of the district. The plan recognizes that new development in the district plus the attraction of the Chinese Classical Garden, with the corresponding decrease in surface parking lots will worsen the parking problem and require the construction of new parking facilities. Current zoning restrictions which do not allow for the replacement of surface parking spaces in new developments are a serious impediment to new development.

The plan suggests construction of four levels of parking on Block 24, as indicated above. Large, mostly full block developments such as those on blocks 25 and 26, could accommodate ground level parking behind the retail and one level of parking above grade. The half block developments on Blocks O and P could accommodate ground level parking behind retail. A potential park on block 33 (see below) could accommodate one level of below grade parking. The total amount of parking could be approximately 870 off-street parking spaces along Third and Fourth Avenues, compared with the approximately 450 existing spaces (not including those on Block 16, the site of the Chinese Classical Garden).

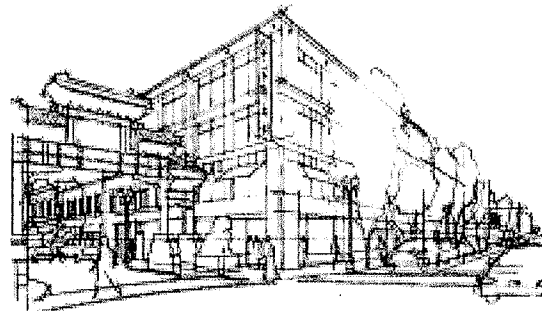
Hotel. A hotel in the district would add vitality in the evenings and weekends, bring visitors to the neighborhood, serve the Classical Chinese Garden and the adjacent businesses and the convention center which is just across the Steel Bridge. As with the housing, several parcels could accommodate a hotel of up to 200-rooms, with ground level retail space and the hotel lobby. The area around the Chinese Garden is a promising vicinity for such a hotel.

An alternative idea would be to rehabilitate several historic structures as smaller hotels and bed and breakfasts. This approach could take advantage of a market for this type of lodging, i.e., visitors drawn to the historic character of the area.

Offices. The plan recognizes that Old Town/Chinatown has traditionally had an employment base of its own and continued development of office space is essential for the creation of a vibrant life of the district during the weekdays. The proposal suggests new Class A

office space as an alternate to the hotel on Block 24. This site could accommodate a twelve-story building with 160,000 square foot of office space above four stories of parking. The plan also suggests additional Class A office space on the Trailways Blocks (see below). The neighborhood also has the need for Class B and C office space. This space is attractive to small professional service providers, such as designers and engineers, and has typically been accommodated in renovated buildings. This space is also particularly compatible with arts and entertainment activities.

The plan suggests new Class C Office space on Block 29, on Burnside and Couch between Third and Fourth Avenues. These sites are currently occupied by non-historic buildings which are either not occupied, or occupied by non-compatible uses. The condition and use of these buildings, at the entrance to the district from Burnside, make redevelopment of these parcels critical to the redevelopment of the entire district. In addition, existing multi-story historic structures could be developed for office space. A strategy of public investment to facilitate these projects is a priority of the development plan.

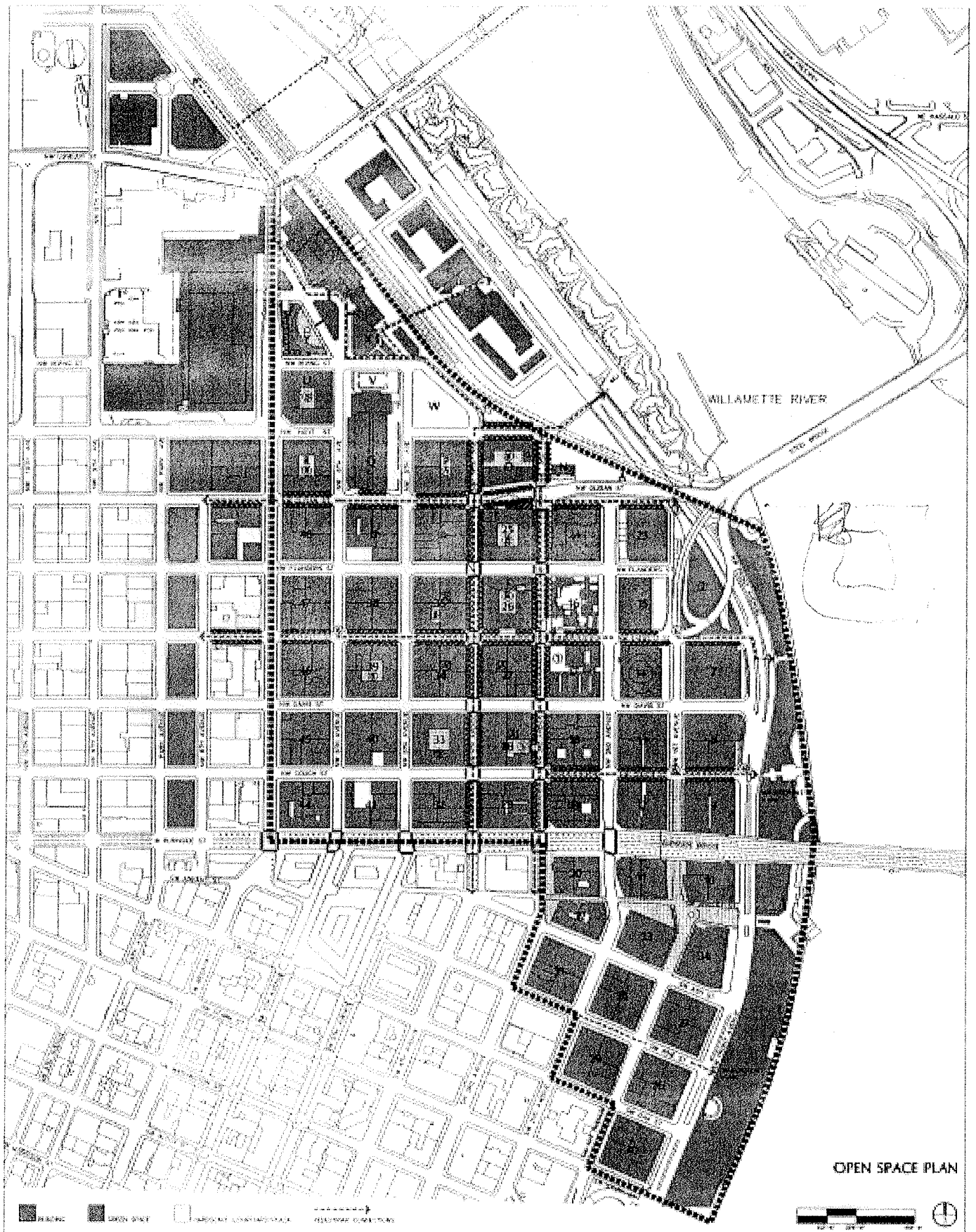


Potential Development along 4th Ave. at Burnside St

■ OPEN SPACE

The River District Recreation & Open Space Needs Assessment, prepared by Portland Parks & Recreation in March of 1997, identified the need for open space within the neighborhood.

Open Space Study. It is recommended that an open space study be conducted as part of the short-term actions for the Development Plan. The following considerations should be incorporated as part of this open space study.



OPEN SPACE PLAN



WRHS
10.1.11

OLD TOWN / CHINATOWN DEVELOPMENT PLAN

THOMAS HACKER
AND ASSOCIATES
ARCHITECTS P.C.



Increased connection to existing Community Recreation Spaces.

The plan proposes to enhance the connections to the North Park Blocks and Waterfront Park. Specifically, a pedestrian crossing should be created at Glisan and Naito Parkway, and the pedestrian light at Couch Street should be upgraded to be a fully signalized crosswalk. To emphasize these new connections a tree planting program should be undertaken on Glisan Street, Everett Street and on Couch Street, i.e. the streets with signalized pedestrian connections to these open spaces.

Neighborhood Recreation Space.

The plan suggests that a neighborhood park should be developed in the neighborhood. Block 33, between Fourth and Fifth Avenues, Couch and Davis is designated as a potential mixed use site to possibly include retail and housing along with a community center/cultural space. Ideally this project would have an open space component, i.e. an urban park, with below grade parking. The design should be compatible with the neighborhood context, i.e. Chinatown, especially on the Fourth Avenue side.

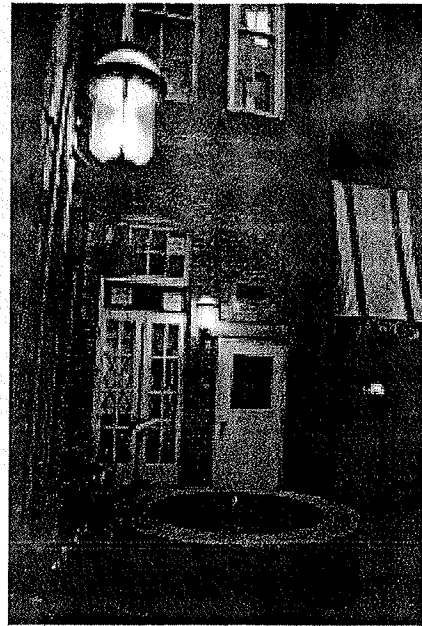
There is significant concern in the neighborhood about the safety of open space. It is essential that the park be created only after the residential population of the district is greatly increased and in conjunction with the redevelopment of the properties immediately adjacent to the proposed park. The park must be designed to engage the street and avoid spaces which may be conducive to unsavory activity.

The plan also anticipates a plaza space in front of Union Station, although such a space may be limited to a relatively decorative character and function.

Recreational Pockets. New quarter block developments may have landscaped courtyards with controlled access from the street if these blocks are not developed with ground

floor parking. These would be primarily for the use of residents, however could be open to the public at some times of the day. A neighborhood precedent for this is the courtyard in the Merchant Hotel on Davis, between Second and Third Avenues.

With the creation of a neighborhood parking plan, and in conjunction with the renovation of the upper floors of the Couch Street Fishhouse, there is the possibility that the parking lot behind the facade of the Simon Building (Block 28) could be developed as a pocket park. A park in this location would get good light from the east and west, and could be secured with gates in the evening. This proposal would preserve the facade as a public amenity and provide needed open space.

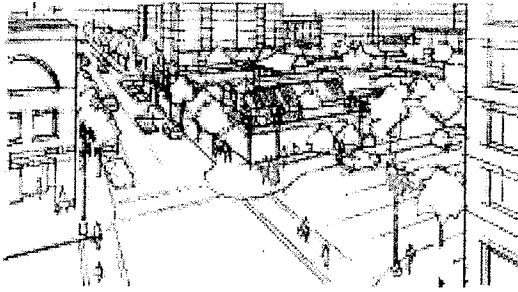


Merchant Hotel Courtyard

Weekend Market. The plan suggests that the Chamber of Commerce Parking lot, across from the entrance to the Classical Chinese Garden, be made available for market stalls on the weekend.

Classical Chinese Garden. While the Classical Chinese Garden is not a public park, it has significant open space benefits. With its one-story wall and over-arching foliage, it offers visual relief in the district.

OPEN SPACE PLAN KEY	
Notes	
A.	Courtyard at grade in new housing development with controlled access from street.
B.	Courtyard above parking for use of housing resident.
1)	Parking lot proposed for weekend market.
2)	Proposed community garden accessible from Flanders Street.
3)	Modify for pedestrian crossing at Glisan to Waterfront Park.
4)	Add signalizations for pedestrian crossing at Couch Street.
5)	New neighborhood park as part of mixed use development.
6)	Street tree program for streets connecting to North Park Blocks and Waterfront Park.



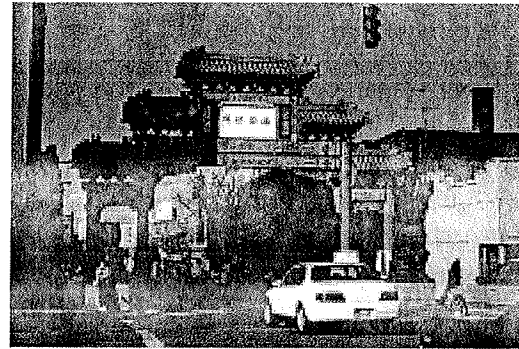
Future Development of Chinese Classical Garden

Ankeny Street Pedestrian Way. The plan suggests that an enhanced pedestrian way of linked plazas with fountains be developed along Ankeny Street from Third Avenue to the Waterfront Park. Third Avenue should be reduced to two traffic lanes, creating a widened sidewalk on the east side between Burnside and Ash Streets. Ankeny Street, between Third and Second Avenues should be restricted to pedestrians. Second Avenue should be reduced in width to three lanes between Ash and Burnside, creating widened sidewalks. The parking could be removed from the free-standing facade adjacent to the New Market (and a new building developed on the north side of Ankeny). These spaces should have the same pavement, and share other design features. Together these spaces will serve as an entrance into Old Town and encourage the expansion of Saturday Market to the west.

■ CULTURAL IDENTITY AND URBAN FORM CHINATOWNS

In order to set a clear course to revitalize Portland's Chinatown, it is necessary to respect its history, the uniqueness of its community, and its cultural characteristics. The cultural identity of a successful contemporary Chinatown relies on the vibrancy of a work/live community. During the physical planning effort, the following goals were established for Chinatown:

- *To encourage development that fosters Chinatown's cultural identity as well as its history.*
- *To promote a vibrant work/live environment in Chinatown.*
- *To recognize and respect the growth of a contemporary Chinatown.*



Chinatown Gate at 4th Avenue

Historical Background

1851. The original location of Portland's Chinatown was along SW Second Avenue roughly between Yamhill and Stark. The first Chinese-owned business was opened.

1873. The most devastating fire in Portland's history began in a Chinese laundry in the "old" Chinatown. Twenty City blocks burned prompting the gradual relocation of many businesses to the "new" Chinatown, which was previously Japantown.

1880-1910. Portland's Chinese population was the second largest in the United States, trailing only San Francisco. Most Chinese came from southern China to mine, farm, build railroads and roads, or work in the fish canning industry.

1880's. West Coast's economic depression aroused an anti-Chinese sentiment. The Oregon Constitution forbade any Chinese to own or buy any property.

1886. The Chinese were to be forced out of Portland on March 24 by anti-Chinese mobs. But the expulsion did not occur because Mayor John Gates intervened.

1882-1943. US Congress passed the Chinese Exclusion Act prohibiting all Chinese immigration or citizenship.

1894. The physical damage caused by the flooding of the Willamette River as well as the social and geographical restructuring of the Chinese community caused remaining Chinatown activities to move to the current location on NW Fourth Avenue (New Chinatown).

1942. President Roosevelt issued Executive Order 9066, which forced the evacuation of persons with Japanese ancestry from the West Coast.

1986. Erection of the 38 foot tall Chinese gate at NW Fourth Avenue and Burnside.

1989. The new Chinatown was named a National Historic District.

1999. Completion of Old Town/Chinatown Development Plan funded by the City of Portland.

2000. A Suzhou-style classical Chinese garden is scheduled to be opened to the public (sited at NW Third Avenue and Everett Street). This garden will be the largest urban Chinese garden outside of China.

Traditional Chinatowns (Urban)

Location: Traditional Chinatowns in the United States mostly date back to the 1850's. They were usually sited in less desirable/less-valued land allocated by local governments.

Social Structure: Most Chinatowns at one time or another were the only areas where the Chinese were allowed to stay. Their population consisted mostly of male laborers. Tongs [meeting halls] and Associations (distinguished by their Chinese village origins, surnames, dialects, trades, etc.) in different Chinatowns were established to serve as social & cultural safe havens. Many of them are linked to a national headquarters in San Francisco. These organizations maintain strict social traditions, engendering absolute loyalty as well as strong seniority-based ruling hierarchies. This organizational structure has made it difficult for many Tongs and Associations to obtain consensus on the development directions for their holdings. In addition, due to the history of racial discrimination, apprehension still exists among some old-timers. Today, the old-style Associations and Tongs need to expand their roles as community-involved, family-oriented organizations in order to attract new members.

The solidarity of Tong and Association members at times cause conflicts between organizations. In most major cities, CCBA, the Chinese Consolidated Benevolence Association (a national entity) serves as the umbrella organization.

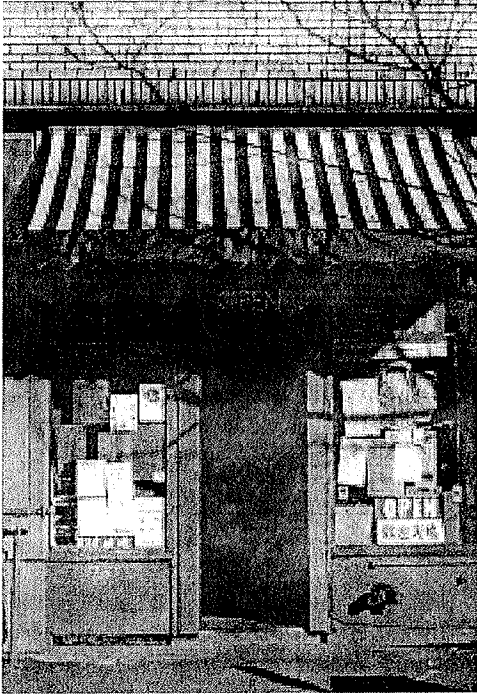
Physical Presence: Of the buildings built in the 19th and 20th centuries in Chinatowns, many have extensive use of Chinese mythical motifs intended to reinforce the cultural identity as well as attract business from the non-Asian community. Auspicious elements are integrated into the built form. Many Tongs' and Associations' buildings have very specific hierarchies of uses on each floor. This practice very much reflects a vertically-oriented traditional Chinese courtyard house

Note: The social structure and the physical presence of traditional urban Chinatowns have created a "style" that uniquely represents the culture of the Overseas' Chinese. The authenticity of Chinatown is based on the functional content; scenographic physical images would not be enough. It is important to understand that each Chinatown uniquely expresses its interrelationship with the host city. Therefore, no one Chinatown can serve as a model/prototype for any other.

Contemporary Chinatowns (Urban)

The traditional urban Chinatowns of the United States, are generally losing their luster due to aging of the older immigrants, the decreased availability of affordable housing and business opportunities, limited availability of larger land parcels for development and the unwillingness on the part of Chinese property owners to reinvest. The sustainability of the traditional Chinatown also suffers tremendously due to the rise of upscale suburban Chinatowns. Today's urban Chinatowns tend to be places that attract supporters who yearn to preserve the romantic identity of the ethnic Chinese enclave and for a "captive" community. Many existing housing and business establishments enjoy unrealistically below-market-rate rents. These residents and business are therefore unwilling to leave or simply cannot afford anything outside of Chinatown. New development usually features market rate rents which the locals cannot afford. Many cities have integrated Chinatown into their larger city planning studies. Often collaborative efforts develop between the Chinatown communities and their respective cities in an attempt to provide investment-friendly Chinatowns. Many Chinatowns have also been attracting a diverse Asian population such as Vietnamese businesses.

NOTE: It is a challenge to attract Chinese to reside in existing urban Chinatowns due to their awareness of race and history. Chinatowns are very commonly perceived by more affluent Chinese as urban enclaves where the less fortunate Chinese reside and this causes potential investors to be less motivated, perhaps even skeptical.



Chinatown storefront

Contemporary Chinatowns (Suburban)

As the affluent Chinese population increases, a new market for suburban living has developed. Since traditional urban Chinatowns provide only limited options in terms of lifestyle, amenities, and social structure, Chinese immigrants (from mainland China as well as Hong Kong, Taiwan, and Southeast Asia) have begun to establish Chinese residential and commercial hubs outside of the urban environment.

Social Structure: There are a variety of available organizations in which Chinese can participate beyond traditional ethnic boundaries.

Physical Presence: Due to a more globally-aware mainstream population, Chinese busi-

nesses are less dependent on mere exotic visual attractions. In increasingly competitive markets, Chinese businesses are now very conscious of delivering quality goods and services at affordable prices. Contemporary suburban Chinatowns exhibit many of the characteristics of the American shopping mall.

Portland Chinatown

Challenges: The traditions within the Tong and Associations make it extremely challenging to foster a proactive development process within the Chinese community. The Chinese community is generally skeptical about the success of any investment in Chinatown. Many properties have multiple ownership or belong to absentee owners making it difficult to initiate any development process. Too often, one encounters a "wait and see" attitude as a means by which to avoid taking the "risky" initiative. It is vitally important to seek out willing Chinese owners who are willing to take action in investing in/developing their properties. Their leadership is crucial in motivating the rest of the Chinese owners to seek development options. The current push to establish an Asian senior housing and cultural center will be an extremely important confidence boost within the Chinese community.

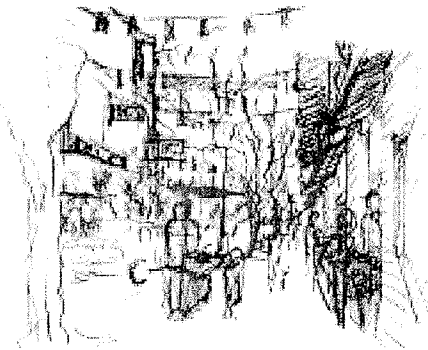
Constant communication between the city and the Chinese community (within and beyond Chinatown) must be in force in order to stimulate development interest and, more importantly, to establish the community's trust in accepting development aid and guidance. Publications must be made available in both English and Chinese and take full advantage of the local Chinese organizations, the Chinese Weekly Times, as well as the Oregonian. Portland's Chinatown also needs to expand its attraction to the diverse Asian population in the city at large. The Seattle International District can serve as a successful reference.

Common Design Features that Can Enhance Chinatown's Character

- *Deep awnings fixed/retractable.*
- *Street vending.*
- *Display of merchandise on the exterior of the storefront.*

- Retractable storefront for displaying merchandise.
- Chinese signage protruding beyond building faces.
- Bilingual signage on storefront surfaces.
- Signage highlighted with neon lights.
- Ethnic murals.
- Chinese motifs accenting the architecture.
- Curbside loading/unloading.

Note: Refer to River District Design Guidelines 1998 amended version A5-1-6 REINFORCES THE IDENTITY OF CHINATOWN for specifics on signage.



Chinatown street life

Feng Shui Applications

Feng Shui is a traditional art of geomancy practiced by many Asians to different extents. This art form originated from Taoist beliefs specifically for siting auspicious burial grounds in ancient China. There are a multitude of Feng Shui practices ranging from the placement of a tree at one's home to the orientation of built form at an urban scale. Authentic Feng Shui applications are very site specific and can involve extremely complex calculations and considerations. Feng Shui is gaining substantial interest in the United States. There are many commercial publications and Feng Shui "Masters" readily available in the market. Unfortunately, there is no one credible source that provides an authentic approach holistically. The general principles are very much integrated into one's daily life in Asia as "common knowledge".

When developing Portland's Chinatown, it is helpful to be aware of some common Feng Shui planning principles and to try to empha-

size overall balance as a means of achieving harmony. To take any Feng Shui consideration out of context might not be practical or appropriate. The following lists some Feng Shui issues worth considering:

- Orientation / proximity / views: Southern and Eastern exposures are considered preferable as entrances.
- Encourage the use of auspicious colors & numbers: Avoid large surfaces of black or white and the number 4; they are usually associated with death or mourning. (Exception: exterior walls of Portland's Classical Chinese Garden.)
- Location of trees/lamp-posts: Avoid placing a tree or a lamp-post directly in front of any entrance.
- Subtle integration of Chinese paving patterns and/or graphic motifs.
- Mirrors: Avoid using large surfaces of reflective or mirror glass for exterior glazing, it is considered very offensive to the opposite neighbor(s).

Possible Additional Programs that Need Public Support

- Affordable housing
- Senior center
- Community service center
- Community recreational facility
- Cultural center
- Parking
- Asian business recruitment

Issues for Residential Development

Portland's Chinatown will be a strong work/live environment where Chinese and non-Chinese work and live together. It is prudent to sensitively address any development to the particulars of Chinese culture.

- Sound transmission factor: The construction of interior divisions between units and floors should take in the consideration of extra reduction of sound transmission.
- Kitchen: it is preferred to have gas stoves for Chinese cooking and to separate kitchen space from the rest of the residential unit (this can be compensated by providing duct venting, NOT filter vents).
- Laundry set-up in individual units preferred.

- *Balconies*
- *Landscaping of Asian plants for street-scape as well as in courtyard (with seating):
Bamboo, ginkgo nut tree, wintersweet tree, peonies, etc.*
- *Maximize indoor presence of daylight*

Closing Note

Although Portland's Chinatown played an important role in the early history of Chinese immigration to the United States, the current Chinatown lacks a critical mass to support a more vibrant atmosphere. With the increase of activities and population around Chinatown due to the development of the Pearl District and the River District, the projected increase in pedestrian and automobile traffic will certainly benefit Chinatown commercially. As well, it is inevitable that Portland's Chinatown, with its physical location, will attract a diverse population of residents. Although it is unrealistic to romantically impose an image of a traditional Chinatown in Portland, it is critical for us to recognize and thus strengthen Chinatown's historical value and the Chinese community's cultural identity.

The lack of rich historical structure in Portland's Chinatown should not diminish the level of success in revitalizing this Chinatown. Success will depend on how vibrant the work/live environment can become.

■ TRAILWAYS BLOCKS

Development of the three blocks opposite the Trailways Bus Station and south of Union Station was the only development objective of the Old Town/Chinatown Vision Plan which has not been achieved. The blocks are in public ownership and represent a major opportunity for the neighborhood. Their location has great visibility and development would be a positive signal of the vibrancy of the district.

The plan looked at several options for development. A priority in the review of options was for a phased development which could be initiated to complete a short-term objective. Previous ideas about the development potential of the site as a high-density office space were considered to not be achievable in the time frame.

The proposed option calls for the development of a plaza, with parking below on the northern block, opposite Union Station. This parking (approximately 80 spaces) would serve the station needs and the Plaza would form a forecourt for the station and a setting for public events. The plan calls for the middle block (Block U) to be developed as a six-story residential building with ground floor retail on Sixth Avenue, parking behind and one-story below grade. This scheme could have 195 dwelling units, 145 parking spaces and 8,000 square feet of retail space. For the southern block (Block R), there are two options, dependent on market conditions. One option is housing similar to Block U. This would yield 202 dwelling units, 16,000 square feet of retail and 100 parking spaces. The second alternative would be an eight-story building with 285,000 square feet of office space, 16,000 square feet of retail space and 100 parking spaces.

The three blocks could be a phased development, with the below grade parking continuous under all three blocks and the intervening streets. Phase 1 could be the center block and Phase 2 could be the southern block. The park could be done with the extension of Sixth Avenue (see below).

Trailways Block Plan Key

Possible Developments

Block Y Development Assumptions
Union Station Forecourt
Below Grade Parking
6:1 F.A.R., 75 FT Height Maximum

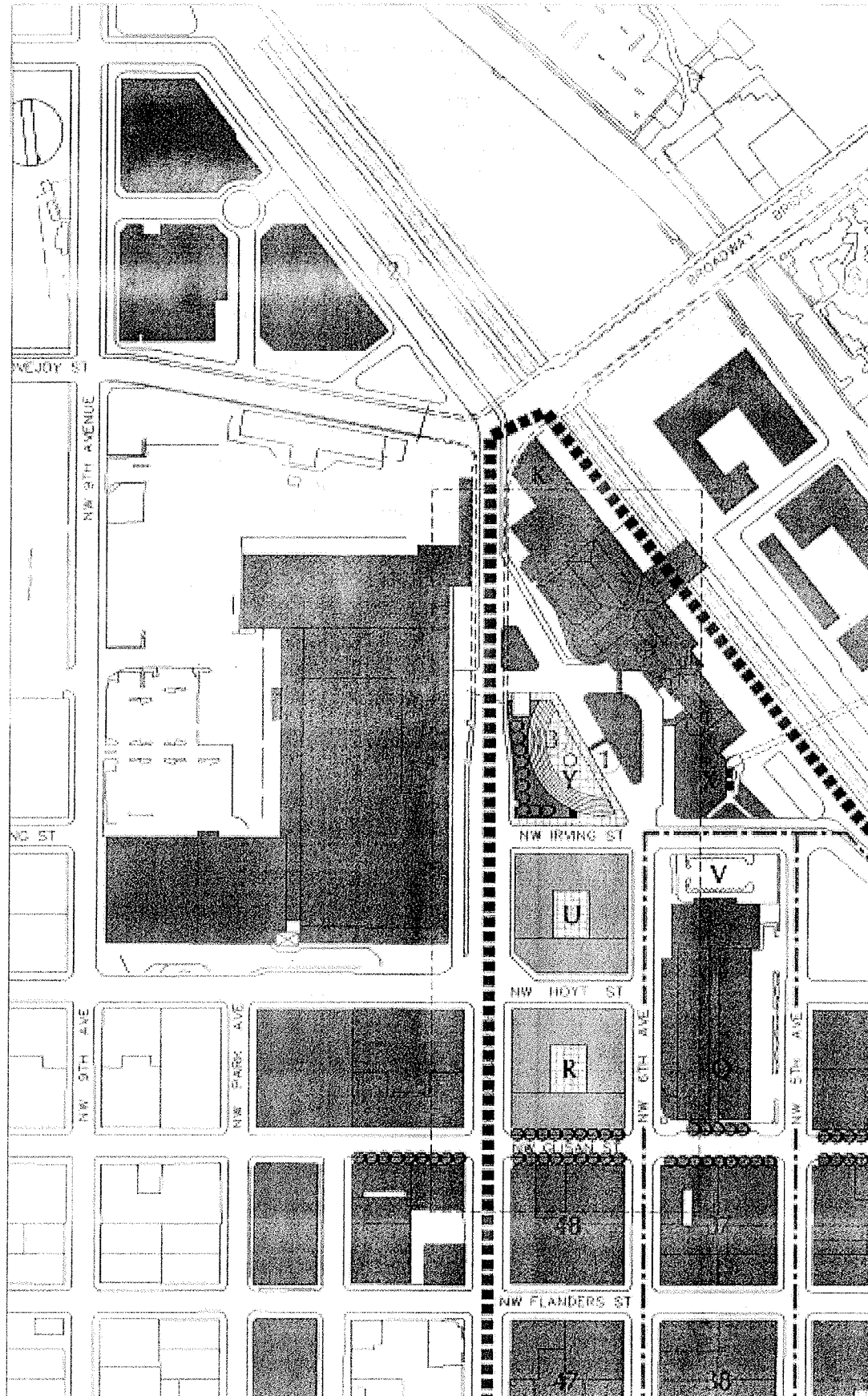
Block U Development Assumptions
High Density Housing
6:1 F.A.R., 75 FT Height Maximum








Block R Development Assumptions
High Density Housing
6:1 F.A.R., 350 FT Height Maximum

Office (Alternate)
6:1 F.A.R., 350 FT Height Maximum

Street Improvements

- 1) Extend Sixth Avenue under Broadway Street to North River District.
- 2) Develop enhanced pedestrian walkway from North River District to Third Avenue crossing of tracks to Naito Parkway.
- 3) Develop parking below public plaza/park.



-  NEW BUILDING
-  RENOVATED BUILDING
-  NEW BUILDING OUTSIDE STUDY AREA
-  EXISTING BUILDING
-  GREEN SPACE
-  HARDSCAPE COURTYARD/PLAZA
-  NOTES

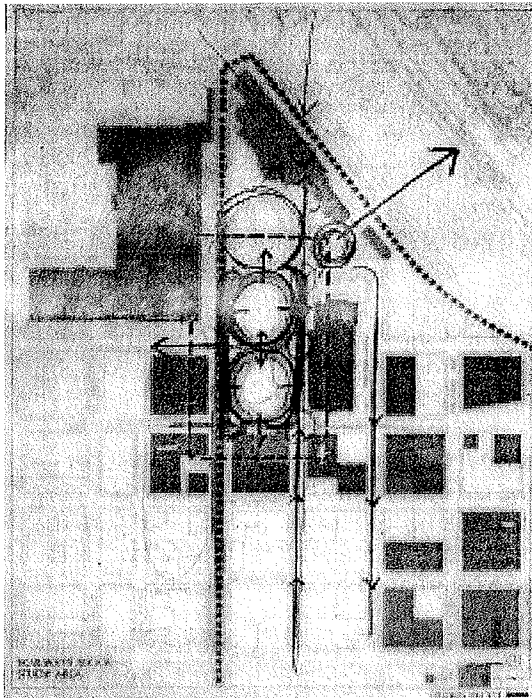
**TRAILWAYS
BLOCKS**



OLD TOWN / CHINATOWN DEVELOPMENT PLAN

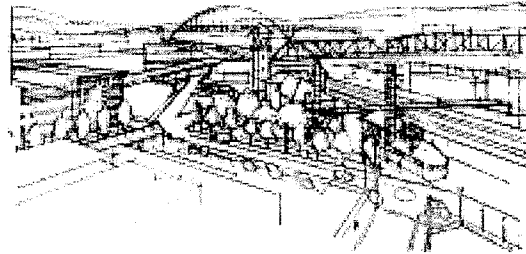
THOMAS BAKER
AND ASSOCIATES
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Trailways Block concept diagram

River District Connection. A major focus of the Old Town/Chinatown Development Plan is breaking down the borders which isolate the neighborhood from adjacent neighborhoods. The development of the Trailways Blocks and the removal of the Lovejoy Ramp, as a part of the River District Plan presents a major opportunity to create a direct connection between Old Town/Chinatown and the River District. The plan proposes that Sixth Avenue be extended diagonally in front of Union Station, under Broadway and connect to Northrup Street in the River District. Current plans for the River District anticipate the construction of a supermarket (with housing above) at 9th and Lovejoy, which could serve the Old Town/Chinatown neighborhood. Bus service could be extended from the Bus Mall to serve the River District. An enhanced pedestrian walkway from the River District can be developed along this extension and continue in front of Union Station, parallel to the train tracks to a pedestrian crossing to Naito Parkway at Third Avenue, or south on Third Avenue to the Classical Chinese Garden. A separate study is underway to consider the potential of extending the Central City Streetcar along a similar route.



Old Town/Chinatown connection to River District

■ EDGES TO THE DISTRICT

The Old Town/Chinatown district is surrounded by edges that represent major barriers to access and commerce. Considerable effort will need to be made to reduce and mitigate the impact of these edges in order to assure the successful redevelopment of Old Town/Chinatown. The following issues were identified during Phase 2:

1. **Burnside:** The width, high traffic speeds and difficult pedestrian crossings on Burnside Street create a huge barrier to the connection to downtown.
2. **Naito Parkway:** Waterfront Park is a well-developed open space with limited accessibility for Old Town/Chinatown due to the difficulty in pedestrian crossing.
3. **Railroad:** The Union Station tracks cannot be crossed by pedestrians other than by the new pedestrian bridge under construction at Union Station. The McCormick Pier Apartments and Union Station housing have difficult pedestrian access to the district.
4. **Glisan/Hoyt:** The ramps from the Steel Bridge create a significant barrier to areas north of Glisan.
5. **Union Station/Post Office:** The new developments north of Lovejoy are not accessible to the district.
6. **Ankeny:** The avenues (3rd, 4th, etc.) crossing Ankeny are wide. There is potential for pedestrian improvements.

Burnside Street

Burnside Street is a major issue and constraint for the Old Town/Chinatown Development Plan. The current design and operation of the street poses a significant problem for the area due to the poor pedestrian safety for crossings, major degradation of economic activity on the street, and high automobile speeds contributing to safety and environmental problems.

ROLE OF BURNSIDE

Burnside Street is a major arterial street located in the heart of downtown. The street serves several roles:

- 1. Major Arterial:** Burnside Street connects Northwest Portland with the Burnside Bridge, providing a substantial regional connection for auto traffic.
- 2. Urban Boulevard:** Burnside Street qualifies as a Metro-designated urban boulevard. This designation suggests that the area along Burnside should be recognized as a regional center where higher densities and mixed uses need to be supported. Traffic impacts need to be mitigated to enable the mixed-use activity in the vicinity of the street.
- 3. Active Use Area:** The Central City Plan designates Burnside Street as an "active use" area which requires storefront retail and pedestrian priorities for the street.
- 4. Transit Access:** Buses use the street to provide service to the eastside and require access through left turn at Fifth Avenue and the Transit Mall.

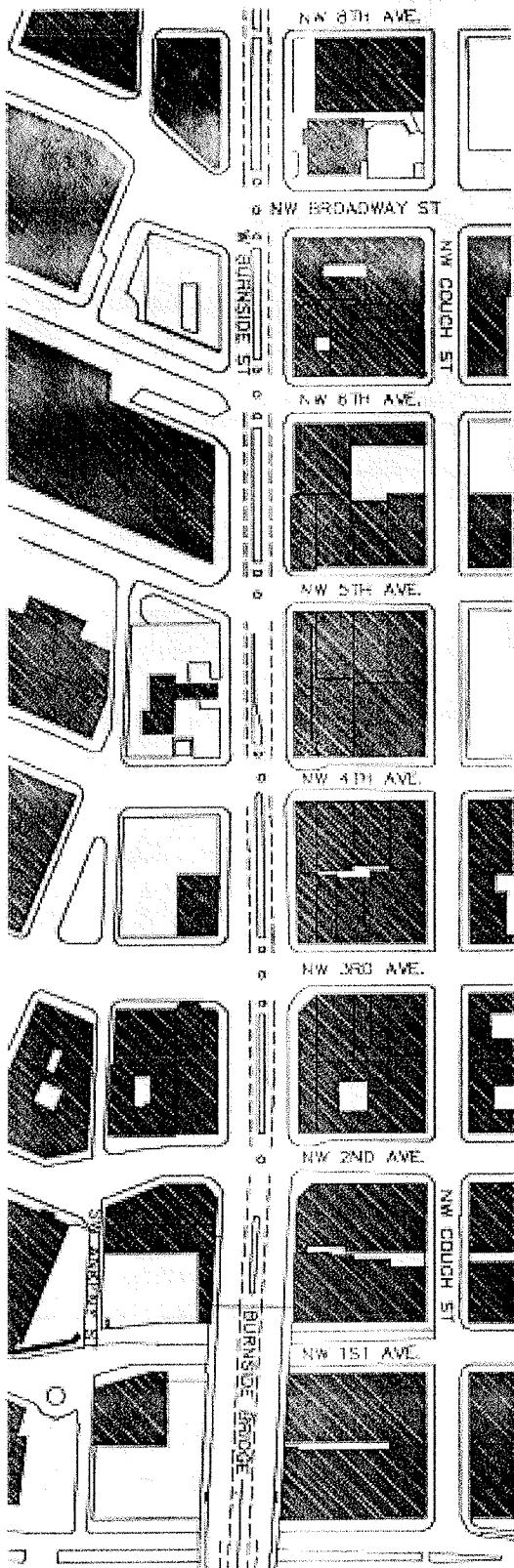
Problems with Burnside for Old Town/Chinatown

The multiple functions of the street are necessitated by the location and historical use of the street. The current operation and use of the street creates significant problems for Old Town/Chinatown:

- 1. Burnside Creates A Major Barrier to Downtown:** The current street operation substantially discourages people from

crossing Burnside from downtown. This substantial barrier is regarded as the major deterrent to redevelopment of Old Town/Chinatown.

- 2. Street Too Wide:** The width of the street is wider than any other in downtown making pedestrians reluctant to cross the street.
- 3. Crossings Unsafe:** The pedestrian crossings are substantially limited on the street and are documented as unsafe based upon the record of incidents.
- 4. High Traffic Speeds:** The operation of the street currently encourages high speeds due to the nature of the signals and the width of the street. The speeds and noise contribute to the barrier-like qualities.
- 5. Poor Street Front Activity:** Burnside Street does not provide a comfortable environment for pedestrians, resulting in unsuccessful street-front activity in the buildings.
- 6. Limited On-Street Parking:** The current operation limits parking during the day allowing three lanes of traffic in each direction. The traffic adjacent to the sidewalk further deteriorates the environment on the street.



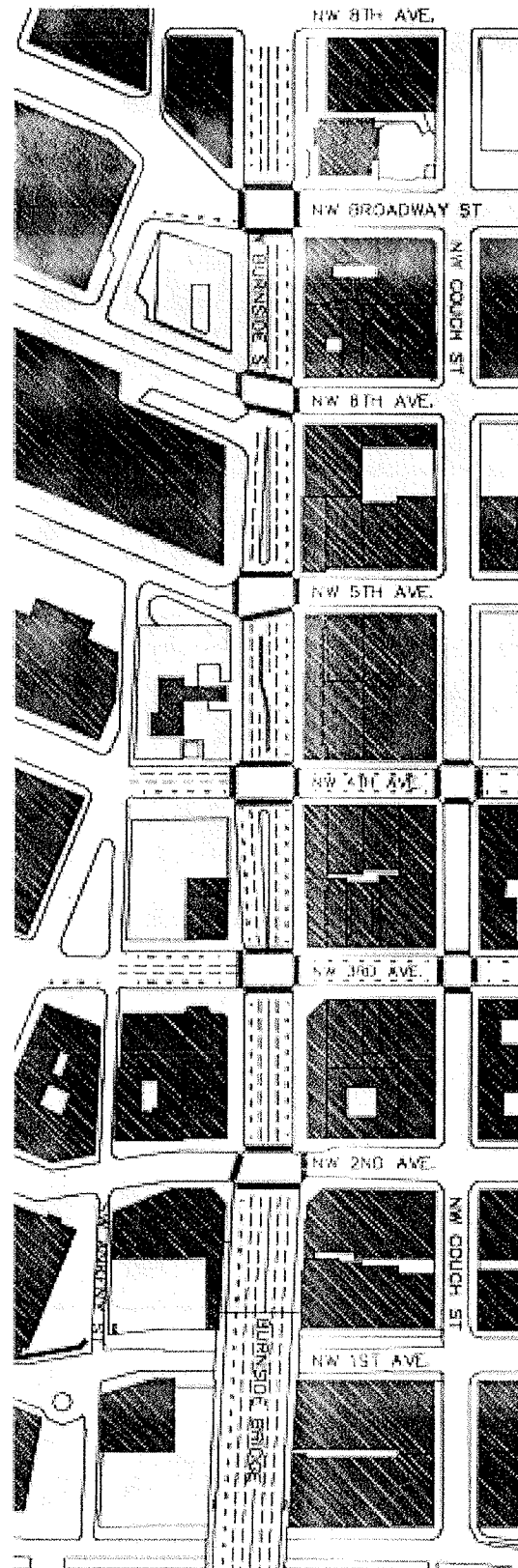
Short-Term Recommended Actions

It is recommended that consideration be given to some immediate actions that would begin to improve the environment on the street:

1. **Revise Signal System:** Modify signal system to discourage the current high-speed operation on the street.
2. **Reduce Burnside to Two Lanes/Add Parking:** Add parking meters on the street providing for parking all day. Also consider narrowing the lanes of traffic in accordance with urban boulevard standards. Parking from Fourth eastward should not be installed.
3. **Reduce Excess Roadway Space:** Evaluate the operation of the street and reclaim for sidewalks and public space areas that are not needed for auto use. Included for consideration are reduction of Third and Fourth Avenues south of Burnside that have excess capacity dedicated to autos.
4. **Increase Number of Pedestrian Crossings:** Consider addition of crossings that are currently prohibited to improve accessibility for pedestrians.
5. **Provide Grants for Street Front Improvements:** Consider program to support upgrade of street fronts.
6. **Acquisition:** Include properties in PDC acquisition program that could be converted to support street front activity.

Long-Term Recommended Actions

- 1. Advocate Commencement of the Burnside Street Study:** It is recommended that the City of Portland commence the study of the reconstruction of Burnside as soon as possible. It is recommended that direct participation of representatives from Old Town/Chinatown be assured in the development of the Burnside Street plan.
- 2. Revise Sidewalk Environment:** Change Burnside Street to increase pedestrian amenities including sidewalk extensions at crossings, increased crossings, elimination of the median, and extended sidewalks where possible.
- 3. Street Improvement Program:** Implement a long-term street improvement program that supports redevelopment of buildings along Burnside.
- 4. Provide Parking:** Establish parking along Burnside.
- 5. Slow Traffic Speeds:** Develop operational plan that reduces travel speeds in the area through signal management.
- 6. Revise Median Design:** Consider removal of median in Burnside in all areas except between Fifth and Fourth Avenues to accommodate bus left turn to the Transit Mall and auto left turn at Fourth to provide access into Old Town/Chinatown.
- 7. Provide Auto Access into Old Town/Chinatown:** Consider inclusion of an east-bound left turn lane at Fourth Avenue that would enable access from Burnside into Old Town/Chinatown.



Priority Objectives

The following priority objectives are recommended for consideration by the Steering Committee:

1. **Pedestrian Crossings:** It is recommended that the highest priority be given to improving the pedestrian crossings at Burnside. This can be accomplished through a number of techniques including reduction in the number of lanes to two in each direction all day and extending sidewalks at corners. The median currently in Burnside could be removed in all areas except Fifth Avenue (bus use only) to shorten pedestrian walk distances.

Discussion: The pedestrian crossing is recommended as the highest priority for two reasons: safety for pedestrians and improving the connection to downtown. Burnside Street has one of the highest occurrences of pedestrian accidents in the City. Old Town/Chinatown commerce and first floor retail activity would be enhanced by the willingness of the neighboring populations in downtown to cross Burnside. This should be encouraged and could well be the most important factor in supporting first floor retail activity.

2. **Improve Streetfront Environment on Burnside:** It is recommended that the second priority be given to physical changes on Burnside Street that support an active street environment. This can be accomplished by widening the sidewalks, improved lighting, and/or providing on-street parking along both sides of the street. The on-street parking will provide access for potential customers and serve as a buffer for pedestrians to Burnside traffic. Storefront improvement grants can only be successful if the environment on the street is improved.

Discussion: Burnside Street suffers from a perception of unsavory activity that discourages people from walking to or along the street. The storefronts are unable to improve their operations due to the lack of people willing to be on the street. A physical investment in improved sidewalk environment combined with pedestrian crossings and façade improvement grants could be successful. The combination of high

vehicle speeds, noise and the lack of a buffer to the traffic is a major deterrent to promoting an active pedestrian environment.

3. **Reduce Burnside Traffic Speed:** It is recommended that the third priority be reducing the speed of traffic on Burnside. This can be accomplished by a combination of narrowing lanes, physical improvements such as landscaping and modification of the signal cycle.

Discussion: Travel speeds create significant safety hazards to pedestrians contemplating use of the Burnside crossings. Metro has developed urban boulevard design standards that could be incorporated in the Burnside design. Narrower lanes, landscaping and other devices are recommended. The current signal cycling system (simultaneous) encourages drivers to speed so that more signals can be cleared. This cycle system works most effectively for two way traffic. The one-way grid in downtown is set on a progressive system that results in traffic speeds of 15 miles per hour. The progressive system does not work on a two way street. Alternative cycles should be investigated that would not promote high speeds as the current system does.

4. **Reduce Excess Auto Space:** The fourth priority is to evaluate the true need for auto lanes and space adjacent to Burnside. These areas could be converted to public spaces extending sidewalks for storefronts and providing open space which is greatly needed in Old Town/Chinatown. Most notable are the areas south of Burnside at Third and Fourth Avenues where sidewalk extensions could be effective.

It is recognized that Burnside Street must continue to serve as a major arterial. To that end, certain traffic objectives are recommended to be accommodated by the Burnside Street operation:

1. **Traffic Volumes:** Continue to assure that there is sufficient capacity to accommodate the traffic volumes projected. This is recommended to be accommodated in light of the limitations at the Burnside Bridge and 10th Avenue which currently are recognized as bottlenecks.

2. Auto Accessibility: Continue to limit the left turns from Burnside other than Fourth Avenue in order to accommodate traffic flow. This limits access to Old Town/Chinatown but is necessary to assure flow and limited width of the street.

3. Bus Accessibility: Continue to provide access for transit at Fifth Avenue.

Naito Parkway

Naito Parkway has considerable traffic volumes and speed. The Tom McCall Waterfront Park is well developed in the area. The pedestrian access is more limited due to the traffic volumes. There is a pedestrian activated signal at Ankeny which enables a strong connection. North of Burnside, there is a pedestrian warning signal at Couch.

It is recommended that the pedestrian activated warning at Couch be changed to a full signal so that the pedestrian is given full priority for crossing. This signal should be accompanied with signage in the district directing pedestrians to this crossing.

Railroad

The railroad tracks divide the new Yards at Union Station housing development from the district. A pedestrian crossing is being built connecting from the Yards to Union Station at Fifth Avenue. Pedestrians are able to cross the tracks at Naito Parkway under the Steel Bridge. Pedestrians are also able to cross through the Greenway Trail in Waterfront Park. Unfortunately, the crossing at Waterfront Park does not provide for pedestrian access to Old Town/Chinatown until Couch Street which is a poorly understood crossing. The crossing under the Steel Bridge is confusing and difficult, discouraging use.

It is recommended that a pedestrian crossing be provided at Third Avenue where the railroad track narrows to two tracks. This more direct access would enable pedestrians to easily access the Classical Chinese Garden and the district.

Glisan/Hoyt

The ramps from the Steel Bridge at Third Avenue create a poor pedestrian area for the district. The area north of Glisan has redevelopment potential along with the opportunity for connecting the new residential developments in Union Station.

It is recommended that the Glisan Street ramps be reduced to two lanes by extending the curbs on both sides of the street. The east-bound connection on Glisan should be eliminated by providing access for vehicles on Hoyt. The service road along Glisan from the under the Steel Bridge should be closed off at Third Avenue enabling a single lane for turning from the Steel Bridge.

Union Station/Post Office

The Union Station/Post Office area separates Old Town/Chinatown from the Pearl District and Hoyt Street Yards where new development is occurring. PDC has planned a major development in the Union Station property which would include a grocery store.

It is recommended that an attractive access be built through Union Station under the Broadway Bridge that would enable vehicle and pedestrian access to 10th and Northrup. Tri-Met should be encouraged to extend bus routes on the Mall to connect to the Central City Streetcar. This added pedestrian access will strengthen the Union Station area and connections to the adjacent developments.

Ankeny

Ankeny Street provides an important connection from the U.S. Bank Plaza to Waterfront Park. The street includes fountains at Fifth and First Avenues, Third and Fourth Avenues are significant barriers to use of Ankeny by pedestrians due to the street width and traffic speeds.

It is recommended that Third and Fourth Avenues be narrowed with curb extensions and widened sidewalks, and that fountains be placed in Ankeny at Second, Third and Fourth Avenues.

Old Town/Chinatown Vision-Development Plan Update

January 2003

EXECUTIVE SUMMARY:

The Re-Visions Committee was established in early 2002 to update the Old Town/Chinatown Vision Plan and the Old Town/Chinatown Development Plan, and to evaluate the role and mission of the Vision Committee. This is the first major re-look at what and how we are doing. Below is the report.

Participants: Jan Anderson, Richard Harris, Phil Kalberer, Genny Nelson, June Schumann, Paul Verhoeven, and Howard Weiner

The committee makeup consists of five Neighborhood Association members, including two past chairs and current chair of the Neighborhood Association, and the present and past chair of the Vision Committee. All seven members are active at Vision meetings.

A. Charge of the Committee:

1. To evaluate the Vision and Development plans to determine what has been accomplished, what needs to be worked on, changed or added. (pg 5)
2. To define the on-going purpose and goals of the Vision Committee, and its relationship to the Neighborhood Association. (pg 11)
3. To propose the makeup and role of the Joint Land Use Committee (pg 12)
4. To ensure that the Vision Committee represents all facets of the community, and proactively reaches out to the community. (pg 12)
5. To address the issues that tend to divide the community: the diverse points of view in the neighborhood regarding gentrification, balance, and development versus historic preservation. (pg 13)

B. **Primary Recommendations:** The following are the recommendations of the committee, many of which require action plans to be accomplished. They are divided into five topic areas addressed by both plans.

1. **Neighborhood Process** (Neighborhood Association/Visions, Communication, Land Use Planning)
 - a. The Vision Committee reaffirms the goals of the Vision Plan and the Development Plan and recognizes its clear mission in attaining those goals.

- b. Land Use Committee must represent all parts of the community. (A proposal for its make-up and authority is enclosed.) The Vision Committee has a strong interest in land use, since the Vision Committee goal is to ensure our vision and development goals are being met.
- c. Consensus on how we approach gentrification and balance in the community is critical. The Vision Committee, in partnership with the Neighborhood Association, should tackle these issues. They should not be left to the Land Use Committee. A discussion of this issue is in Section 5.
- d. The Vision Committee needs to better evaluate our goals with the funding priorities of the PDC and other public entities, to ensure limited resources are funding our priorities.
- e. The Vision Committee must be vigilant to ensure all facets of the community are represented. This means proactive community work to ensure community involvement. A good example is the involvement the 3rd and 4th Committee has generated from the community. This means a clear communication network needs to be set up, as called for by the Vision Plan. The Neighborhood Association is currently working on such a plan, and Vision should aid in this process.
- f. The Vision Committee should promote the rebirth of a business association as a byproduct of the 3rd and 4th Avenue marketing strategy.

2. Housing, Development, Circulation / Barriers:

- a. Reaffirm our support of the Burnside planning effort, the NW Broadway study, The Waterfront plan, and the 3rd and 4th Street approved investment strategy, to enable desirable development.
- b. We must be vigilant in pursuing the breakdown of our access barriers—to the waterfront, across Burnside, and to the Pearl District. All the plans being developed include this goal, but to date we have not achieved the breakdown of any barriers.
- c. Recognize the historic wealth of the district and devise strategies to protect and enhance these assets through seismic and other incentives that lead owners to restore and renovate rather than replace. The strategy needs to be balanced, so that protection and incentive is given to preserving our assets, but the area does not remain stagnant with many boarded up buildings. Emphasis should be on preserving landmark buildings. Additionally, contributing buildings may be an asset. A process needs to be identified for agreement on restoration or replacement of those buildings.
- d. Old Town/Chinatown is a neighborhood whose housing in the 0 – 60 MFI range is protected by two City ordinances: the Housing Preservation Act and the No Net Loss Housing Policy. Our housing goal is to increase the number of housing units, attract more housing in the 60-120 MFI range, and promote home ownership, including the use of strategies such as the Share Appreciation Mortgages utilized in the Old Town Lofts. Included in Appendix A is the 1999 mix and number and the 2002 number. We have

increased housing over 50%, and shifted upwards in housing income. We need to promote and continue this trend by promoting all housing especially those serving the downtown workforce. A process needs to be in place that brings our neighborhood to consensus on what balance means regarding income diversity, unit size, and production goals.

- e. Determine an adequate mix of transportation options--transit, auto and bike access, parking, and circulation that best enhances the community. The Broadway, Burnside and 3rd& 4th plans attempt to do this, but Vision Committee must ensure this priority.
- f. Parking should be included in all new mixed-use developments.

3. Open Spaces, Community Center, Culture, History.

- a. The character and culture of our neighborhood is its history, its arts, and its entertainment. Each is significant in its own rights, has its individual attributes and should not be lumped together as we develop strategies to promote all three.
- b. History plays a distinctive role in our buildings, our people, and our activities. We must promote our history as a living aspect of our neighborhood. This is now being done through various venues.
- c. We should recognize our importance as a community containing two National Historic Districts – Skidmore and New Japantown Chinatown Historic District.
- d. We do not have consensus on open spaces, their need and location. Do we have the critical mass of residents to both warrant more open space and ensure its safety? Have we maximized the access to open spaces in and around our community? An ongoing Open Space Committee has been meeting, but without clear direction from the Vision Committee, or Neighborhood Association, no meaningful work can be expected. The Neighborhood Association and Vision Committee should formulate clear open space priorities. Primary focus of an open space plan would be North Waterfront Park, North Park Blocks, Steel Bridge space, and other opportunities as they should arise.
- e. A Community Center is a priority. There is consensus that a community center is needed. However, there is not yet a consensus about all the elements of a community center. A process is underway to identify a more specific community center model. Both the Vision Committee and the Neighborhood Association should insure it is completed, as it impacts various plans being developed, such as the Northwest Broadway study.

4. Nightlife / Marketing / Promotion / Job Creation

- a. Develop marketing plan in conjunction with the various groups in the community, including PDC and PBA (Portland Business Alliance), to insure

proper image is portrayed to overcome perceptions about the vitality of the area. This is a necessity for 3rd and 4th funding, but is also necessary to meet our other goals. The marketing strategy needs to include a retail strategy that might include ways of attracting small storefront businesses that cater our ethnic diversity, provide services to the people who live and work in the area, and attract visitors to our community.

- b. The Development plan is strangely silent on a job creation strategy, and very weak on a marketing strategy. The Vision Committee should take these challenges on, with help from the PDC and the Portland Business Alliance.
- c. At present, active nightlife and dense housing are primary characteristics of Old Town/Chinatown. We need to continue to address the challenges of the interaction between nightlife and housing, particularly the issues of public safety, noise, and nighttime parking.

5. Crime / Public Safety

- a. Crime and Safety issues are key to the success of the area. We must insure that land use and development enhance rather than hinder are fight to have a secure environment.
- b. Our priority should be to combat negative perception of the neighborhood, and work diligently with the Police and city to free our streets of gang activities and drug dealings and address infrastructure issues such as blank walls, lighting, and other negative detractors. We offer our longstanding goal of establishing and maintaining safe restroom facilities.
- c. The Neighborhood Association is taking the lead role in addressing these issues.

OLD TOWN/CHINATOWN REVISION REPORT:

A. History of Vision Committee:

People concerned about the viability of the neighborhood formed the Vision Committee in 1995. Conflict and mistrust among the various groups – social services, property owners, Chinese community, and the retail and nightlife businesses – stopped our neighborhood from addressing the problems facing us. We were divided, the neighborhood was crime ridden, development was at a standstill, and we had no effective voice with the city.

The Vision Committee tried to seek out all the stakeholders of the community, and put together a “vision” of what we wanted our neighborhood to be. The result is the Old Town/Chinatown Vision Plan was adopted by City Council in 1997. The Plan set forth ways of resolving conflict, the need to cohesively fight crime, and the nucleus of the development plan.

The Vision Committee then began work on the Old Town/Chinatown Development Plan, which was adopted by City Council in December 1999. This is the blueprint for the development of the neighborhood. It becomes the backdrop of describing what we want in terms of economic development. The Vision Committee has stayed in existence since 1999 to help implement the adopted plan, and encourage both private and public investment in the area.

The Vision Committee has no legal authority, such as the Neighborhood Association. Its influence is in its ability to represent all the stakeholders of the community and to proactively promote and update the adopted Vision and Development Plans. Both the public and private sector have looked to the Vision Committee for its leadership in these areas.

B. Discussion of the 5 charges of the Revision Committee:

1. Evaluation of Vision Plan and Development Plan

Overview:

The Vision Plan was developed in 1995-1997, and adopted by City Council in September, 1997. The Development Plan was developed in 1998-1999, and adopted by City Council in December, 1999. These two form our collective vision of Old Town/Chinatown, the basis of cooperation in our neighborhood, and a blueprint for development. The following is a review of those two documents,

and study of the substantive issues that face our neighborhood, and a set of recommendations for our future.

Old Town/Chinatown Vision Plan (1997):

- 1) We have come a long way towards meeting many of the challenges we faced 5-7 years ago. A sincere effort to work together is evident. Tensions are not as high between the various elements of the community. Most have accepted our first principle that all have a right to be in and grow in Old Town/Chinatown. The negative impacts of poor retail/business climate, limited mixed income housing, and the Regions highest concentration of social service providers does not ring as true now as it did 5 years ago. But crime, especially high drug trade, seems to ebb and flow, and negatively impact all elements of the community. Bullet point six should be changed to be more inclusive: "the various elements of the community (such as neighborhood...) The need to be more inclusive and to seek out all elements of the community into the shaping of the community is a challenge we must address. We should be about relationship-building in our community. The basis of this is trust among each other. This should be addressed at both the Vision Committee and the Neighborhood Association. The plan also calls for an annual review, which we have not done. This is the first concerted effort to review the Vision Plan.
- 2) Good Neighbor Agreement. The good neighbor agreement can be an effective tool to ensure positive coexistence among various parties. The Neighborhood Association has the mandate to develop and enforce the agreements. In the late nineties, we were very insistent that they be negotiated, as tensions were quite high. In the past few years, the Neighborhood Association has taken on the task, as new tensions, especially between nightclubs and other neighbors, have emerged. The ideal is all parties would be aware of and abide by neighborhood agreements, not just social services and nightclubs. Perhaps this can best be done by better communication to new members of the community what our vision is and what are expectations are. The Good Neighbor Agreements were to be monitored by an Advisory Board. This board was never really established by Vision, and the work has been done by the Neighborhood Association. The Vision Plan should be changed to reflect this reality. Communications is a difficult area to maintain. The Vision Plan calls for an established link with interested parties. The Neighborhood Association is doing some communication, and the Vision Committee limited communication. Our recommendation is that the two organizations work together to develop an effective plan of communication. This entails not only news dissemination, but also relationship building. It involves trust, and trying to overcome the lack of interest most parties have when things go along smoothly.

- 3) Housing, Shelter, and Social Services: This sets the tone of balance and cooperation in the neighborhood. We never really established what balance is, but reaffirm each entities right to be and grow in the neighborhood. The Shelter Reconfiguration Plan is complete. The Assessment Center was never agreed upon as being a viable idea. The Location Policy is very strong in that it requires a Good Neighbor Agreement be in place for a social service before the final site is approved by the governmental entity in charge.
- 4) Communication: This is one area that we have failed to formalize in a way that ensures communication is really happening. Recommendation is that Vision and Neighborhood Association jointly put together a viable plan.
- 5) Crime and Public Safety: The Neighborhood Association will take the lead role in ensuring a good action plan in dealing with crime and public safely. The community- policing model continually needs to be re-energized. Crime and lack of safety is the one element that negatively impacts all aspects of life in our area. With a lack of police and enforcement presence on the streets, the call for partnerships within our community to deal with crime and public safety issues is critical at present. There has been much progress in terms of investment in housing, retail, and office; and we cannot afford to negate those investments and discourage future progress.
- 6) Street Environment and Public Improvements: These areas are more vividly defined in the Development Plan, and will be addressed there. The one issue that has not been addressed is the need for public restroom, and should be revisited as we go to the next level of development.
- 7) Nightlife/Marketing/Promotion: While nightlife is definitely a vibrant characteristic of the area, we need to make sure other aspects of the community are acknowledged. This was first done shortly after the Vision Plan, when the area became known as the Arts and Entertainment District. The area is also an historic and cultural district. But what it really is about is creating tourism, that is, making all the wonderful aspects of the area accessible to both our residents and those around us. The Vision Committee should revisit this issue, to ensure we are fully marketing all aspects of our district.
- 8) Development, Parking & Circulation: The four components of the Central City 2000 plan have essentially been achieved: We have surpassed the housing goals, we have finished the development plan, we are in the process of finishing the NW Broadway plan, though funding for the project is far from assured, and the Classical Chinese Garden is a reality.

Old Town/Chinatown Development Plan (1999):

Overview:

Our Development Plan goal is to develop Old Town/Chinatown into a vibrant, 24 hour, mixed use, urban neighborhood, rooted in a rich historical past. Our challenges remain the same: diversity, which makes us what we are, but adds to development challenges; small parcels under many ownerships; historic buildings, which are the heartbeat of the community, but create seismic and economic challenges; and the edges of our community—Broadway to the west, Burnside to the South, and Naito Parkway to the east, which create physical as well as psychological barriers. Many of the plan's recommendations have either been accomplished, or are being worked on. But development also has created other issues, which need to be addressed

The Plan:

- 1) Our recommendations as outlined on pg 5 of the plan set the framework for the development that has taken place. These include reducing the barriers to OT/CT, preserve and enhance the historic and cultural character of the area, support the development of retail and arts and entertainment businesses, enhance the area around the Classical Chinese Garden, support preservation and development of a mix of housing, and proceed with development of the Trailways Blocks. We then designed immediate, short term, and long-term actions to achieve the plan.
- 2) Immediate Actions:
 - a) Street Revisions: We achieved some parking on Burnside and the retiming of lights to make it easier to cross. This was done through much effort. We have obtained a commitment from the Port of Portland surface parking on weekends, but the parking problem envisioned was not materialized. NW 2nd and Flanders has been improved.
 - b) Property Development: Block 25 development is still being worked on by the PDC, and hopefully will come to fruition, with the moving and rebuilding of the Blanchet House. The Trailways Blocks are now being aggressively planned as part of the NW Broadway Master Plan. This plan should be ready for city action by late fall. The funding of the plan, however, is still not assured.
 - c) Property Redevelopment: Redevelopment in the 3rd avenue and on Burnside as not progressed to this point. The challenge is creating the incentives so that private owners invest to redevelop. The finalizing of the 3rd and 4th Plans, and the Burnside Plan will greatly help. An essential piece of this plan will be the formation of a group of local merchants and property owners to champion this project. Vision and the Neighborhood Association both need to ensure this is done.

Organizational help from the Portland Business Alliance and the Chinese community should be obtained.

- d) Housing: Included in Appendix B is our present housing mix. We have increased overall housing by 50% since 1999, preserved our SRO housing, and increased affordable housing, especially in the 50 to 120 MFI range, but true market rate still is a challenge. Our first experiment with condominiums, Old Town Lofts, has been moderately successful. The Pacific House is presently being constructed to create housing attractive to the senior community. We are moving towards a more balanced housing market. The lower end is being more professionally managed as more units move under the auspices of entities such as CCC and Transitional Projects. This increase in housing helps make the neighborhood more livable and entices more retail activity and job development.
 - e) Encourage New Development: We do not have in place a coordinated marketing program for the area.
- 3) Short Term Actions:
- a) Reduce Barriers: We have had limited success in reducing the barriers. Naito Crossing is being addressed by the waterfront plan, Burnside by its plan, and Broadway by the NW Broadway plan. But we are still only in the planning stages. These barriers are also psychological as well as physical, and that first aspect must also be addressed.
 - b) Enhance property surrounding Classical Garden: Not much investment to date, but 3rd/4th Plan should help. Plan needs to ensure private participation.
 - c) Support investments for Old/Town Chinatown: Have done so in Creative Service Center, and enticing a bank into area. Must give support to business we attract.
 - d) Enhance Arts, Culture, and Historic Character: We have achieved some streetscape improvements such as banners and Chinese Street lights. Storefront facade program has been helpful. Only one loan for seismic upgrade has been used. PDC made a sizable public investment in the Creative Service Center. Marketing information has not been coordinated. No plans yet for fountains on Ankeny. Assistance to new and existing Asian businesses has not happened. Open space studies are taking place in the Waterfront Plan and the NW Broadway plan. We need to come to agreement as a community of the open space question. No progress has been made on an Aural History.
 - e) Housing: Housing has been a great boon to the area, but we need to reevaluate the mix.
 - f) Crime and Safety: Neighborhood Association has taken on task of ensuring safe neighborhood. We still fall victim to the perception, and in a cyclical nature, the real increase in street crime, especially drug

dealing. Visions needs support physical improvements and lighting that help in this area.

4) Long-Term Actions:

- a) Parking: Parking, the amount and type, needs to be addressed in conjunction with an overview of access and transportation issues. Our goal is a balance of parking, housing, retail, and job growth. New parking facilities will be needed, especially as we increase jogs in the area.
- b) Redevelopment Opportunities: PDC has continued the storefront improvement grant. We need to better advertise this program. Costs of redevelopment far exceed the benefits in the present economic environment, so growth the past year has been slow. The growth area has been nightclubs and retail along 5th and 6th. The term Nightlife Strategy should be changed to a marketing strategy which will include nightlife, but also the arts, retail, and the historical nature of the area.
- c) Public Market: No progress to date. Public Market advocates are looking seriously at the 511 building for the market. This would greatly enhance our connection to the Pearl District and the feasibility of developing the Trailways blocks, one of our major goals. But the costs could be extremely high, and this must be weighed against other priorities for public funding.
- d) Chinatown: The 3rd and 4th Street Plan to be adopted Fall, 2002, will set the framework to accomplish a key piece of our plan—to revitalize and expand the Chinatown component of our neighborhood. The driving force is street improvements, but we need to insure private investment follows.
- e) Housing: Diversity is again a goal. Old Town Lofts is our first experiment in for-sale housing. This type of project should be supported. We call for 500 units of new housing. We have achieved part of this goal.
- f) Marketing Strategy: Need to better market our area.
- g) Street/Public Improvements: We have had success in priority street improvements, but the real success is when Burnside has been reconstructed, and 3rd & 4th plan is accomplished, and we have solid links to the Waterfront. Burnside plan is ongoing. Extension of 6th Avenue past Union Station is passed and will be constructed in late 2002. This will be a vital link to the Pearl District. Pedestrian Crossing is been incorporated in Waterfront Plans. We need to press this issue, as that is long-range plan, and our needs are more immediate. Light Rail was derailed, but is now being reevaluated. Our preferred Irving Diagonal Alignment might conflict with the plan to relocate the Blanchet House.
- h) Public Right of Way: This is being addressed in the Burnside Plan.
- i) Public Safety: Public Restrooms have not been secured. This is a major priority we must revisit. The issues of safety, maintenance, and

- funding must be addressed. Public Safety is an ongoing issue that the Neighborhood Association is taking the lead.
- j) Coordination: There has been quite a lot of coordination among the various plans being developed (Burnside Plan, 3rd & 4th, Waterfront, NW Broadway), but we must insure this coordination. The Visions Committee is charged with oversight of implementation of the Development Plan. Since the Vision Committee is outside the normal neighborhood formats, this tends to create more meetings and some confusion as to the roles of Vision vis-à-vis the Neighborhood Association and other groups. This issue is addressed in the beginning of this report.
 - k) Barriers and Edges: Barriers and Edges are being addressed in the various plans. The bridge at The Yards at Union Station has helped access over the train tracks.
 - l) Historical Arts and Cultural Character: Design Guidelines insuring historic preservation is a goal. Economics must play a factor. Vision Committee needs to be part of the solution in finding incentives for property owners to redevelop their holdings that preserve the unique characteristics of the area. The Community Center is an important goal, but we have no consensus as to what it means. We need a broader discussion concerning public art in the community.
 - m) Open Space Opportunities: Access to existing open spaces, i.e. Waterfront Park and the Park Blocks, is perhaps more important than creating new open spaces. Work on an open space plan should be a priority of both the Vision Committee and the Neighborhood Association, and is presently being addressed by a subcommittee. We have not moved on a pedestrian plaza at Third & Ankeny.
 - n) Classical Chinese Garden: Limited upgrading of surrounding properties as taken place. No hotel is being contemplated. The Asian Cultural Center is being accomplished. 3rd & 4th Plan will speed the development of properties.
- 5) Investment Strategies: Included is an update of the chart on page 13 that shows both our goal of investment and actual investment. Significant public and private dollars have been invested in the area. Public funding in the future has challenges, as the recent court challenge to TIF dollars has decreased some funding. The expiration of our Urban Renewal District is in three years. We must be proactive in advocating for public funding for our projects, and compare our goals to the funding priorities of public agencies. From 1999 through 2003, the PDC will have invested \$42,000,000 in our area (see Addendum B). Much of this was in form of low interest loans. But it has been a significant amount, and most has gone to further our goals. Private investment is harder to track. The major projects which included some or all private funding are: McDonald Residence, 5th Avenue Place, 5th Avenue Court Apartments, Union Station Housing, Chinese Classical Garden, Old Town Lofts, Creative

Service Center, the Lush Building, and Pacific House. Many other buildings were improved substantially, including many along the transit mall. All new projects required some type of public funding—still a necessity as building costs and seismic upgrades are more than our market will economically bear. The estimate of private funding for the above and other projects is estimated to be \$75,000,000.

2. Goals of the Vision Committee, and its relationship to the Neighborhood Association:

- a) The committee believes that the Vision Committee has a clear mission in assuring that the goals of the Economic Development plan the Vision Plan are accomplished, that the plans be updated as necessary, and that the Vision Committee can best insure all facets of the community are at the table.
- b) Having both a Vision Committee and a Neighborhood Association is sometimes confusing, especially to our public partners. Yet the rationale of having both groups comes out of our collective histories and a realization of the abilities and perspectives of each group.
- c) Both the Vision Committee and the Neighborhood Association need to coordinate their activities so that we are not being wasteful in our resources. This could mean common meetings on issues, rather than multiple meetings, and an exchange of ideas and responsibilities. This most directly is played out at the Land Use Committee.
- d) The litmus test is that the Vision Committee be made up of many Neighborhood Association members as well as other facets of the community. At present, a large part of Vision is made up of Neighborhood Association members. Our need is to be sure other members of the community feel free to come to the table.

3. Makeup and role of the Joint Land Use Committee:

Land Use decisions of the neighborhood have tended to be a lightning rod or disagreement as to our goals and priorities. Both the Vision Committee and the Neighborhood Association have a vested interest in making sure this body functions well. We have a unique situation in that we have both bodies who need to trust each other and work with each other to further our common goals.

The makeup and charge of various coalitions (NWWA, NECON, SNI) and neighborhood associations (Hollywood, Lloyd District, Goose Hollow, Pearl) were looked at as we prepared our recommendations. We propose the following:

- a) The Land Use Committee be made up of six members, three from the Neighborhood Association, and three from the Vision Committee.
- b) The participants be selected based on their knowledge of land use, and their dedication to the neighborhood.
- c) This committee selects their own chair.

- d) In the event there is not sufficient time for broader neighborhood input, the Committee has executive authority to represent both the Neighborhood Association and the Vision Committee.
- e) The Land Use Committee is to concern itself with land use issues, and not broader gentrification and balance issues, which must be addressed by the Neighborhood Association and the Vision Committee at large.
- f) The Land Use Committee shall meet once a month as needed.
- g) Committee meetings are open to all, but only those appointed members will vote on issues.
- h) This policy will be evaluated after a one year period by the Neighborhood Association and the Vision Committee.

4. Ensure that the Vision Committee represents all facets of the Community:

At present, the makeup of those that participate (all meetings are open and the only elected person is the chair) includes most of the facets of the community: Asian, social service, developers, property owners, Neighborhood Association members, and other non-profits. Often we do not have as strong a voice from the Asian community and the night-life venue as we should. We recommend that we do the following:

- a) Identify and recruit members from the community that are not at the table. This should be a joint Vision/Neighborhood Association project.
- b) Communication of what the committee is doing needs to be improved. In the Vision Plan review we say this as a major weakness. A communication committee should be set up to coordinate this effort. The Neighborhood Association is already working on a better communication link to the community.
- c) The Vision Plan and Development plan should be reviewed with the community every other year, to insure we have consensus on what we are doing.


5. Gentrification, Balance, and Development verses Historic Preservation:

During the development of the vision Plan and the Development Plan, we paid homage to the works gentrification—something we did not want—and balance—something we wanted—without really defining what they were or how w would achieve them. We are a neighborhood of diversity. We all agreed we wanted to keep and encourage that diversity. But with diversity comes the potential for conflict of one use over another. Examples would be a vibrant nightlife vs. housing; or property development vs. the ability for non-profits to be able to afford to exist and expand. This potential tension or conflict is not easily dispelled. So how do we address it? The committee recommends that we look at these issues from a holistic approach. What is the outcome that we desire, and how do we get there. Our stated goad is to be “a vibrant, 24 hour mixed use, urban neighborhood, rooted in a rich historical past.” (pg. 2, Development Plan) We should describe the outcome we want: a mixture of daytime, night, and weekend activities which ply upon our strengths—

Saturday Market, Chinese Garden, historic buildings, Chinatown, restaurants, clubs, a mix of housing, and well managed social service providers.

Therefore, our balance is not prescriptive in keeping activities out. Rather, it is prescriptive in demanding that our development plan provide the opportunity for those activities to flourish. It is about what incentives we can provide to be more inclusive. Our activities should be aimed in fulfilling our vision, and encouraging all parts of our community to share in our common goal through development of their own goals.

The economic reality is that wholesale gentrification has not taken place in Old Town/Chinatown. But we must be specific in defining what we want our neighborhood to look like. We must put in place a process that encourages the development we desire. The role of Vision is to decide how best use our limited resources. A primary role is in the determination of the use of public (mainly PDC) funding, and how that funding can entice private investment. We must ensure that all facets of the community participate in the allocation of these limited resources.

 We are a very rich neighborhood in history and historic buildings. We must strive to save and enrich these building. We must do this in a proactive way—incentives to restore and reinvigorate the many buildings that are either vacant or underutilized. We need to work with the city, property owners, and with historic preservationists to make sure our treasures do not simple deteriorate because they are not economically viable. Difficult choices need to be made, for in some cases properties are already beyond being economically viable. We need to get our community together to determine how we address such issues. Preservation versus economic growth is another “balance” issue that we must address by agreeing upon what we want, and then deciding how we get there.