

ADOPTED HILLSDALE TOWN CENTER PLAN



City of Portland
Bureau of Planning
Portland, Oregon
November 1997

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John Slavin home built in 1881. Slavin Rd. near Bertha-Beaverton Highway.
Oregon Historical Society #OrHi 51106

Cover photo: Tree-planting on corner of SW Vermont Street and SW Bertha Boulevard

Adopted Hillsdale Town Center Plan



Adopted on October 22, 1997
by Ordinance No. 171699 and
Resolution No. 35649

November 1997
Bureau of Planning
Portland, Oregon

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TABLE OF CONTENTS

	Page No.
Vision Statement.....	1
I. Introduction	3
Description of Hillsdale and <i>Hillsdale Town Center Plan</i> area.....	4
History.....	7
Hillsdale Organizations.....	13
Previous Planning Efforts.....	19
Relationship to Other Plans	26
Plan Organization.....	29
Plan Process	29
Using the <i>Comprehensive Plan</i> and the <i>Hillsdale Town Center Plan</i> in Land Use Reviews.....	31
II. Policies, Objectives and Actions	33
Policy 1: Land Use	37
Policy 2: Transportation	43
Policy 3: Business Growth and Development	49
Policy 4: Urban Design	53
Policy 5: Community	57
Policy 6: Environment and Recreation	61
Policy 7: Housing	65
III. Descriptions of Selected Actions	67
IV. Next Steps	69
Maps	
I-1 Vicinity Map	3
I-2 <i>Hillsdale Town Center Plan</i> Boundary Map.....	4
I-3 Hillsdale Neighborhood Association Map.....	5
I-4 Possible Expanded Hillsdale Town Center	6
II-T Adopted Transportation Elements.....	47

Figures

1	Hillsdale Functional Diagram.....	2
2	1959 Hillsdale Redevelopment Plan.....	11
3	Possible mid-block crossing examples.....	17
4	Design concepts for increasing density in existing development.....	18
5	Conceptual plan for Hillsdale by Kim Isaacson.....	19
6	Looking north near mid-block crossing.....	21
7	Representative drawings from Tashman Report.....	23
8	Representative drawings from Tashman Report.....	24
9	<i>Capitol Highway Plan "Base Concept"</i>	25
10	Conceptual sketch of Capitol Highway.....	26
11	Conceptual sketch of Capitol Highway.....	33
12	<i>Hillsdale Town Center Plan Bubble Diagram</i>	34
13	Mary Rieke Hill Reforestation Project: planting plan.....	60
14	Mary Rieke Hill Reforestation Project: slope cross section.....	61
15	Evolution of a strip mall.....	68
16	Conceptual sketch of possible future design of commercial area.....	68
17	What do we need to sustain our neighborhood.....	71
18	Graphic of Timeline.....	72

Appendices

- A. Ordinance 171699 and Resolution 35649
- B. Abbreviations
- C. Concept Plans Considered for Hillsdale
- D. Capitol Highway Transportation Improvements
- E. Glossary
- F. Participants since 1993

Aerial Photos	38-39
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Vision Statement

Hillsdale of the future is an engaging place - friendly, lively, inviting and safe. The community's schools, regional library and mixed housing attract and nurture a diversity of residents. The vital and growing urban commercial core supports small businesses, housing and pedestrian activities. Community planning and change, guided by a representative organization of residents, businesses and property owners, create a strong community identity and spirit.

As Hillsdale changes, the community will revere and therefore preserve the area's natural setting. Visitors, shoppers and neighbors will enjoy Hillsdale's greenery and trees, parks and plazas, natural areas, views and vistas, walkways and parkways. Hillsdale will benefit from the new opportunities created by a more balanced transportation system.



Courtesy Building Blocks for Outer Southeast Neighborhoods
Portland Community Design, March 1996

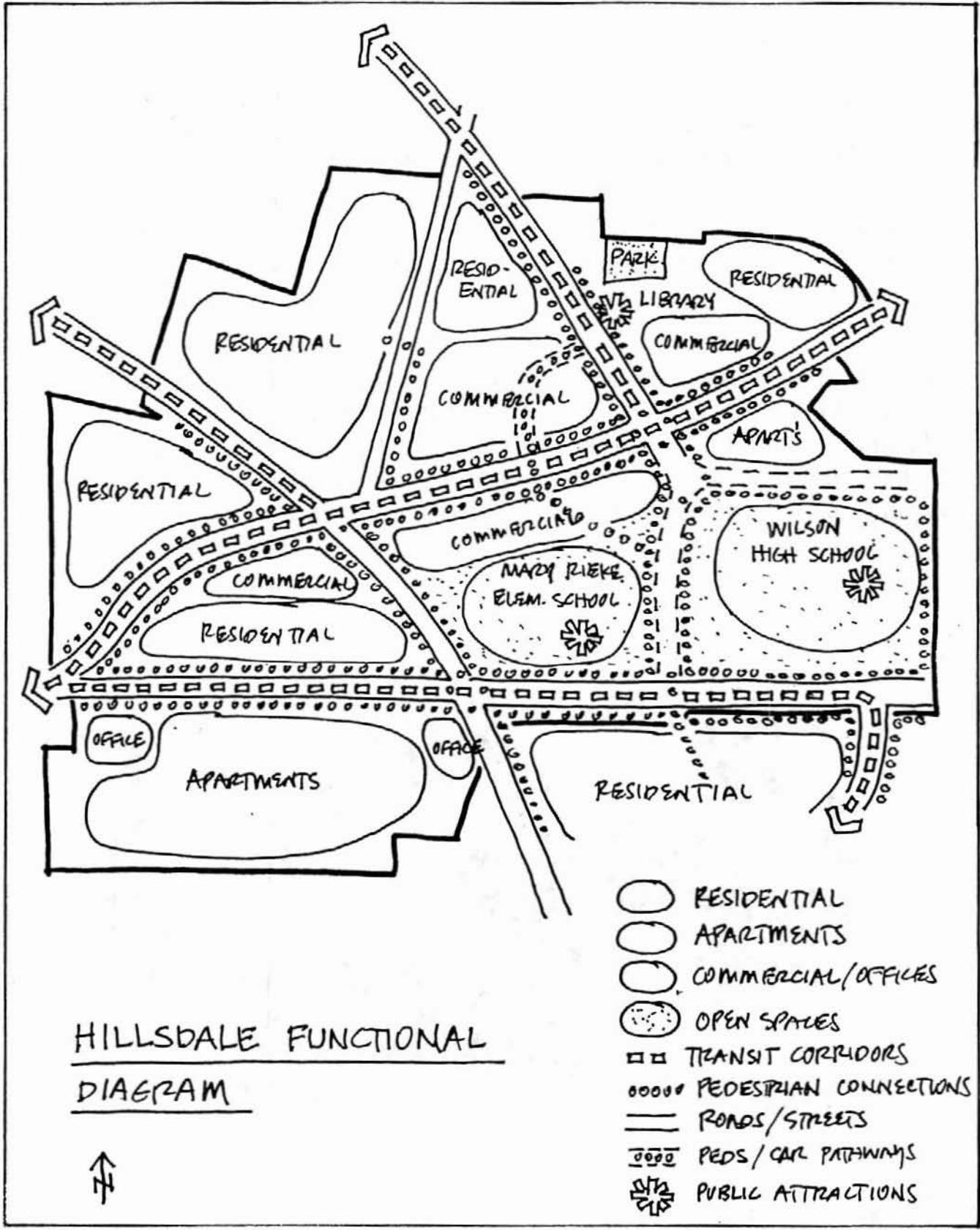
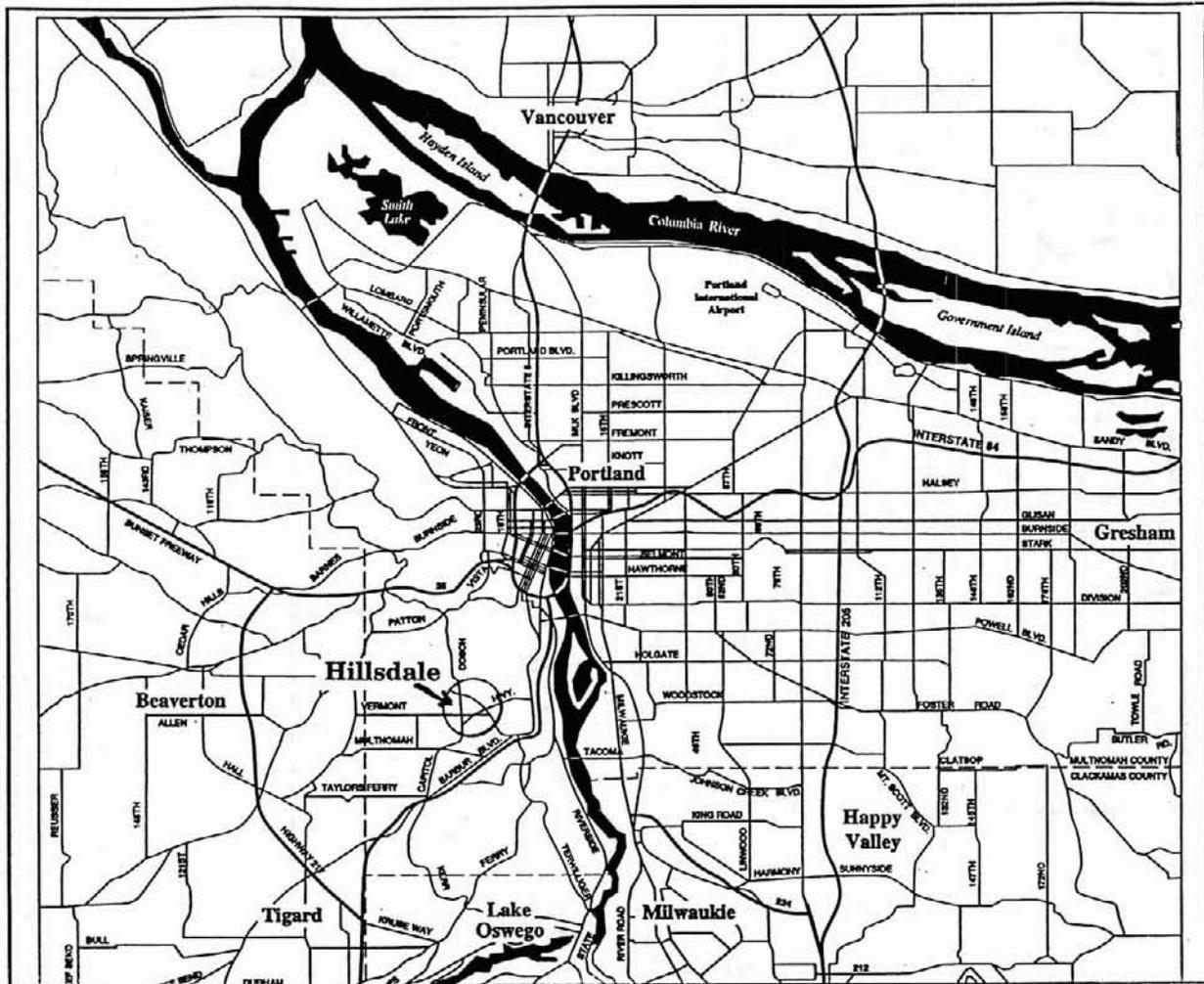


Figure 1. Hillsdale Functional Diagram. Prepared by Duane Hunting

I. Introduction

The *Hillsdale Town Center Plan* is the result of several years of effort, first by the Hillsdale Vision Group and later by the Hillsdale Steering Committee. Between 1993 and 1997, these groups worked diligently with local residents, businesses, commercial property owners, public agencies, and private consultants to create a vision for Hillsdale to carry the area into the 21st century.

The *Hillsdale Town Center Plan* is incorporated into the *Portland Comprehensive Plan* by Ordinance 171699. The *Hillsdale Town Center Plan* contains a vision statement, polices, objectives, and action charts. The plan also revises the *Comprehensive Plan* and zoning maps, and adds Chapter 33.534, Hillsdale Plan District, to the Zoning Code. Map I-1 below locates the Hillsdale Town Center within the Portland vicinity.

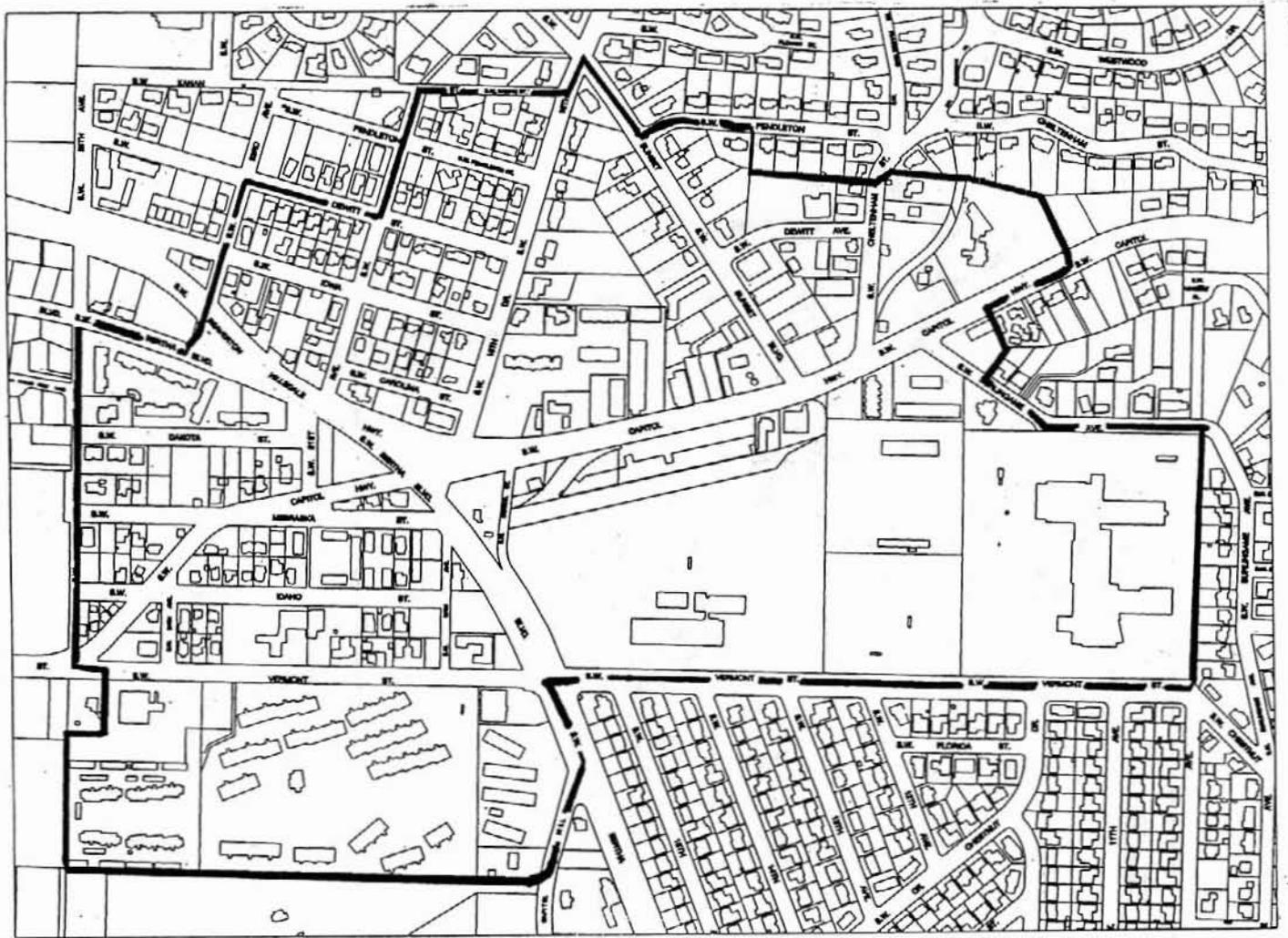


Map I-1
Hillsdale Town Center Plan
Vicinity Map
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Description of Hillsdale and Hillsdale Town Center Plan Area

The Hillsdale community is located in Southwest Portland and centers around the commercial area along SW Capitol Highway. The commercial area of Hillsdale provides a mix of retail, service and office uses that serve both local and regional consumers. Wilson High School and Mary Rieke Elementary School are located south of Capitol Highway.

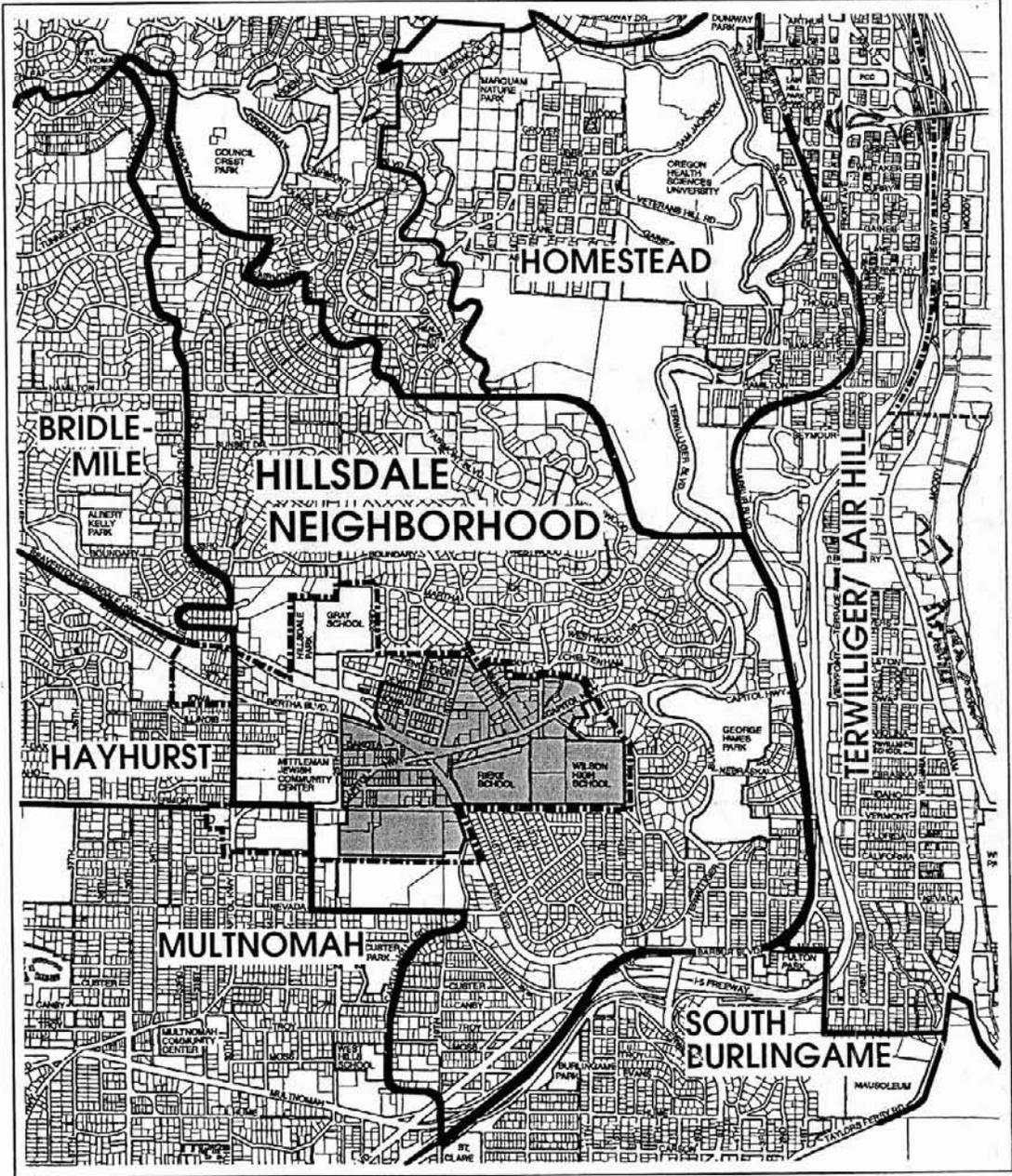
The Hillsdale Town Center Plan addresses the area centered around the commercial district. The boundaries of the Hillsdale Town Center Plan area are shown on Map I-2 below.



Map I-2
Hillsdale Town Center Plan
Hillsdale Town Center Plan Boundary

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The Hillsdale Town Center Plan area is within the boundary of the Hillsdale Neighborhood Association (HNA). The boundary of the HNA is shown on Map I-3 below. The boundary is as follows: Beginning where SW Dosch Rd. intersects SW Beaverton-Hillsdale Highway; north on SW Dosch to SW Flower Terrace; then around SW Flower Terrace including all properties on this street; continuing north on SW Dosch Rd. including properties on both sides of SW Dosch Rd. to SW Patton Rd; north on SW Patton Rd. to SW Talbot; east on SW Talbot Rd. to where it intersects SW Fairmount Blvd; Southeast on SW Fairmount Blvd. to its



Map I-3
Hillsdale Town Center Plan
Hillsdale Neighborhood Association

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History

John Addison Slavin was Hillsdale's original homesteader. In 1850, Slavin left Boone County, Missouri for Oregon, traveling alone across the plains. Within a year of his arrival, he had acquired a 160-acre homestead between neighbors, Albert Kelly to the west and James Terwilliger to the east. The property was known as "Slavin Plat No. 2" or more familiarly as "Slavin's Hill." Encompassed within Slavin's holdings today are Wilson High School and the Hillsdale Shopping Center.



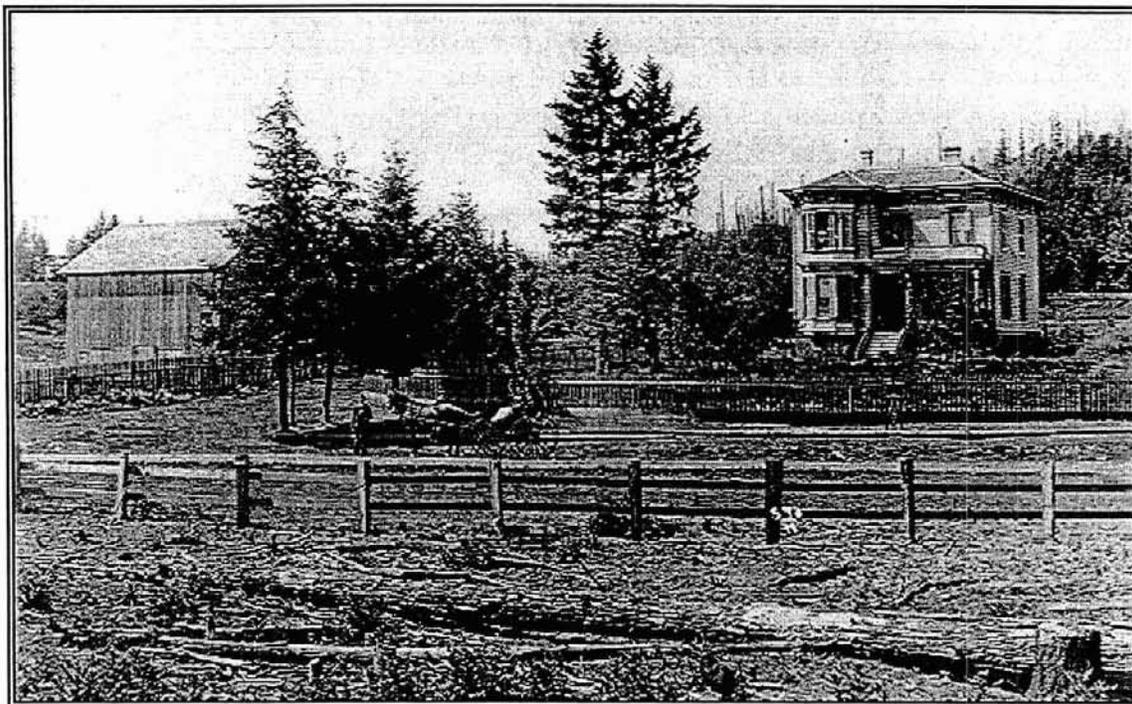
Barn built by John Addison Slavin, one of Hillsdale's original homesteaders, circa 1851. Located near the current Hillsdale Branch Library and Sunset Boulevard. (Oregon Historical Society #CN 019273)

Initially John Slavin built a small cabin on the hillside just north of what is now the shopping center, bought cattle and horses and developed his farm. By 1853 he had a small stock of cattle and hogs, a barn and a small, 16 square foot farm house. Slavin and his wife prospered, expanding their home several times.

By 1884, Slavin's Road was well established. Constructed first as a skid road to haul logs to the Willamette River, it was later improved to move cattle, horses and produce from Slavin's farm to the markets of Portland. Still later, under Multnomah County, the road was used to haul rock for road building from a quarry on Slavin's property.

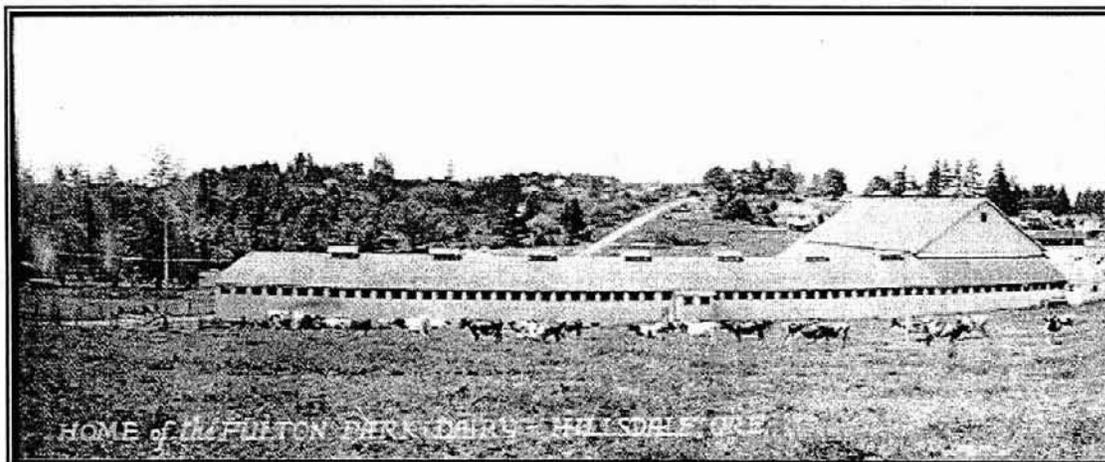
John Slavin served two terms as a Multnomah County Commissioner and donated land for schools. On their golden anniversary, he and his wife were remembered for

living "sturdy and kindly lives... full of the self-reliance and kindness that have built the state." John Slavin died in 1908; his wife in 1913.



Slavin residence, Hillsdale, built in 1882. The home was on the line of the Oregon and California Railroad. (Oregon Historical Society #CN 019274)

One of Hillsdale's first dairy farms was operated by John Raz, who had immigrated from Switzerland. In 1908, he and his brothers, Henry and Melchior, sold the Fulton Park Dairy to Gustav Wardin, husband of one of their nieces. After World War I and into the 1920s, Wardin expanded his land holdings in Hillsdale until he owned about 100 acres in the vicinity of Capitol Highway, Cheltenham Street, and Vermont Street.



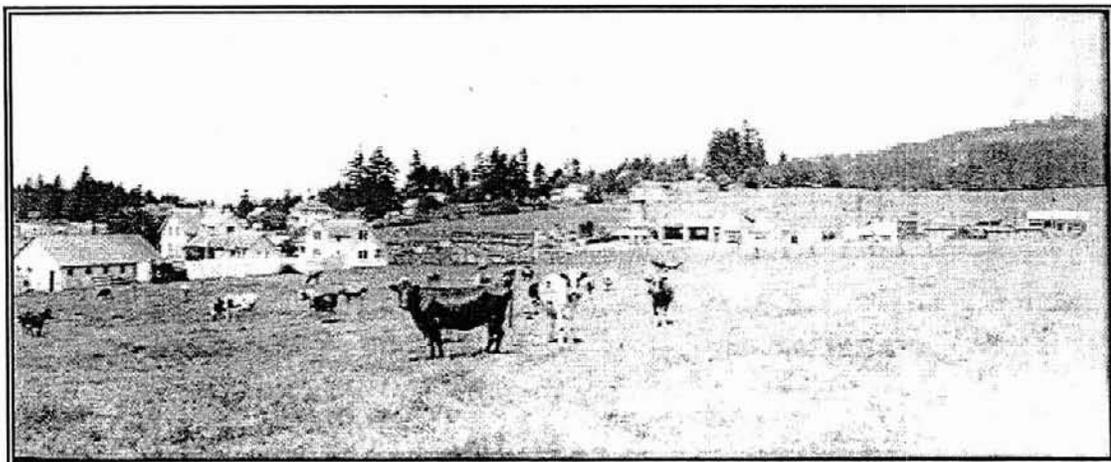
Fulton Park Dairy



Hillsdale, 1903, looking east with the Fulton Park Dairy in the center. Near the top of the hill is the Kaspar Raz home, now the site of Woodrow Wilson High School. Slavin Road, now Capitol Highway, is on the left. To the left stands John Slavin's barn and house. Hoffman Road, now Vermont Street, is on the right. The tracks of the Southern Pacific Railroad, now Bertha Boulevard, are below the dairy.

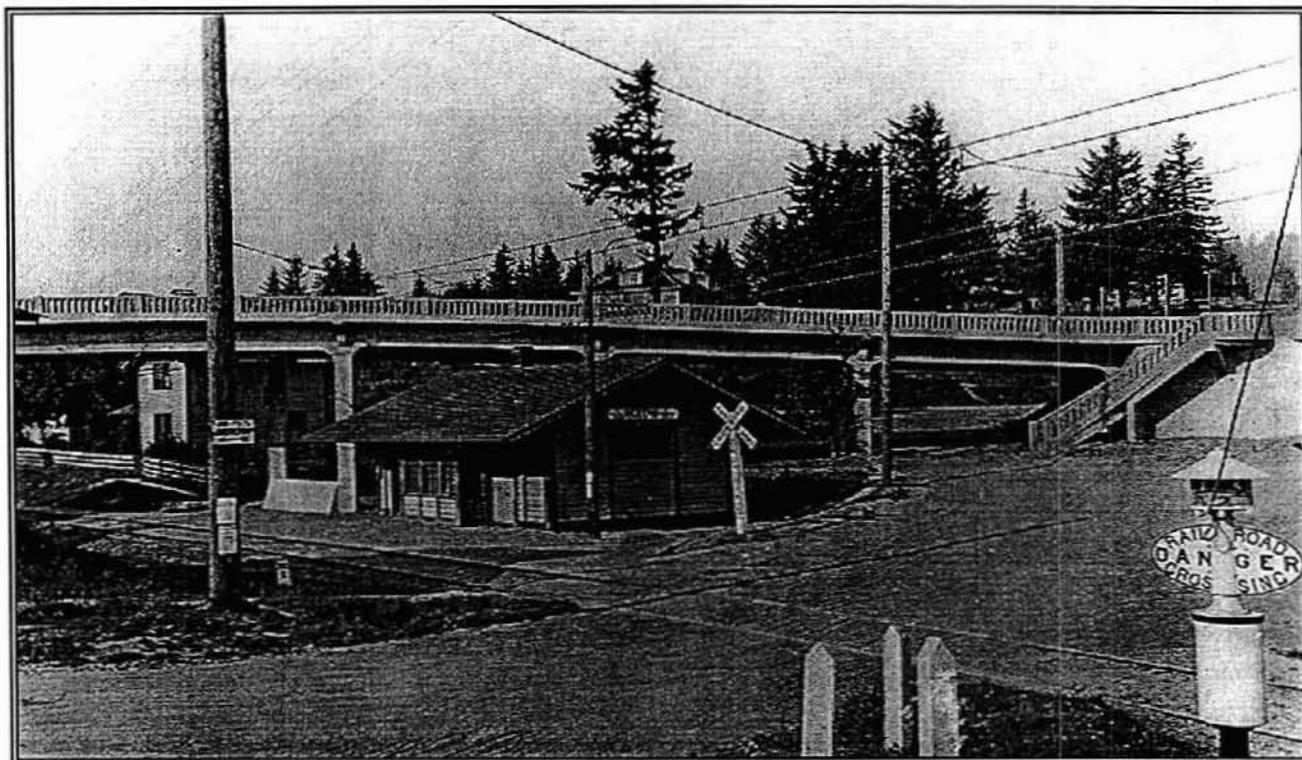
Although the little community of Hillsdale had been served by Oregon's earliest smoke-belching steam engines since the 1870s, the arrival of the distinctive, round-windowed Red Electrics in 1914 hastened the end of its isolation.

In the years just before World War I, the "juice line," as electrified service was called, attracted urban families to Hillsdale. By 1926, 20 Red Electrics passed through Hillsdale's Bertha Station each day - 10 each way. The community became a market for farmers to sell their produce and a place for passengers from Portland, the Willamette



Photos on this and previous page were taken from *The Heritage of the Wardin Family of Oregon* by Albert W. Wardin, Jr., 1986.

and Tualatin Valleys to visit. Bertha station was at the west end of what is now the Hillsdale Shopping Center. The little cream-colored wood frame building was just beneath the present viaduct. Bertha Boulevard is built on the Red Electric rail bed.



Bertha Station of Interurban Southern Pacific Red Electric at Hillsdale, now Bertha Boulevard. Note concrete viaduct carrying Capitol Highway traffic over tracks, removing dangerous grade crossing on old road. Circa 1932. (Oregon Historical Society #OrHi 50113; 342 P 253)

By 1929, cars and buses were competing with trains for ridership. The demise of the Red Electric trains came in the 1930s, when downtown Portland business owners objected to having trains on the streets next to their stores. The Southern Pacific tracks were torn up or paved-over in favor of highways for gasoline buses.

The Raz Transportation Company, begun by Henry Raz, started as a repair business, first on the family farm and then in Multnomah Village. The company moved its operations to the "Dutch Village" in Hillsdale in the early 1930s. The bus business started in 1937, and within a decade the new transportation company, needing more room, built a bus barn at Bertha Boulevard and Capitol Hill Road. The company recently outgrew even this location, moving its operations outside of Portland.

After World War II, the City of Portland expanded west into the Hillsdale area. Most of the Wardin property was sold after the war to meet the needs and desires of the expanding population. Out of their property was carved most of what is now the Hillsdale Town Center: Wilson High School, Mary Rieke Elementary School, and the

main commercial area. From their property also came the 300-lot Woodrow Wilson subdivision south of Vermont. By 1953 the dairy had finally come to an end.

In 1959, the City of Portland designated Hillsdale as one of five commercial areas that needed to plan for change, increased population and more traffic. Figure 2 illustrates the suggested Hillsdale redevelopment plan.

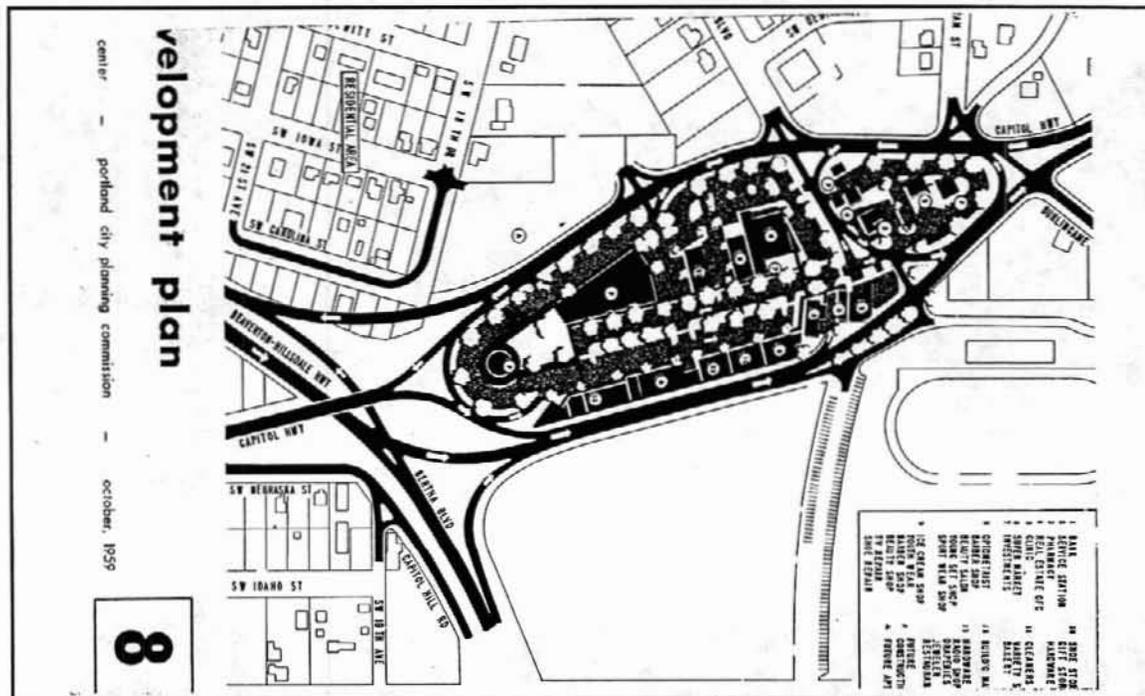
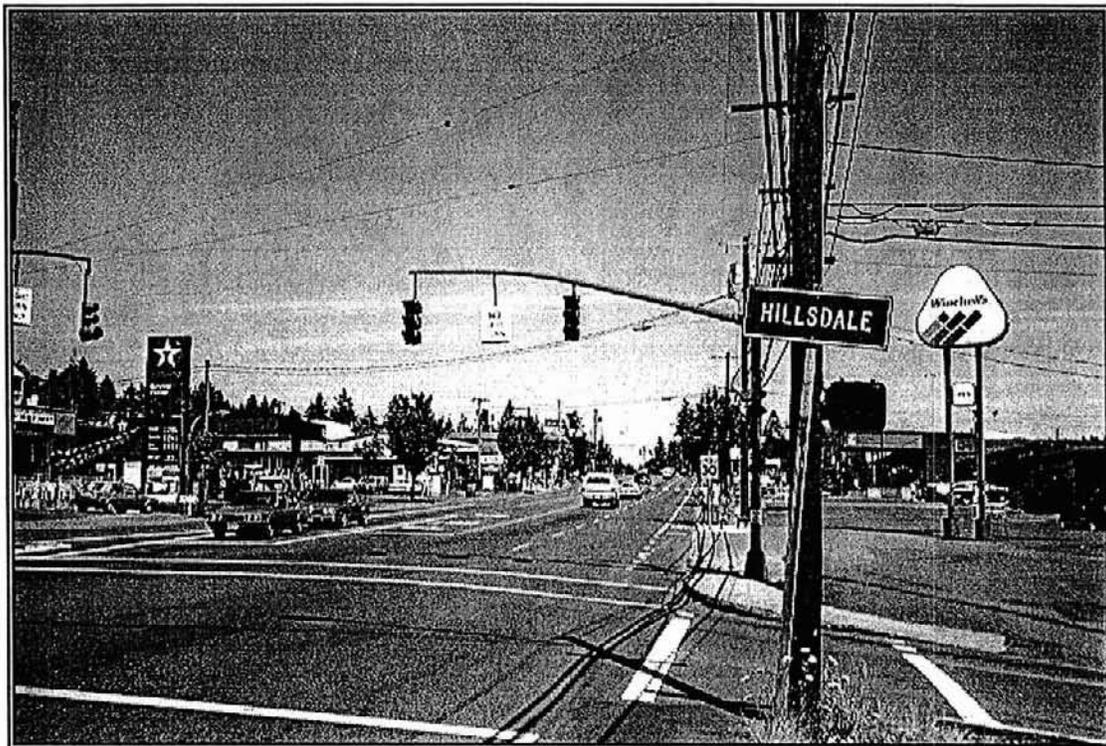


Figure 2. 1959 Hillsdale redevelopment plan. Taken from *Hillsdale Center: A Proposal to Remove Through Traffic from the Heart of a Community Shopping Center*. Staff Report to Portland City Planning Commission, July, 1959.

The redevelopment plan recommended splitting eastbound from westbound traffic on Capitol Highway at SW Cheltenham to make a ring around the Hillsdale commercial district. Westbound traffic would travel through then vacant land to the north now occupied by shops like Earth Mercantile. Eastbound traffic would travel between the south side commercial buildings and the new Wilson High School. Opposition from at least one property owner killed the idea and the bypass roads were never constructed.



Hillsdale, 1968. Looking west on Capitol Highway towards the Bertha viaduct with Lloyd's Meat & Delicatessen in the foreground. Lloyd's was purchased in 1970 by the Edmunds family and turned into Poncho's Restaurant and Cantina. As of 1996 Joan Edmunds still operated Poncho's. Photo credit: City of Portland Archives & Records Center



View east of Capitol Highway from intersection with Bertha Court

Hillsdale Organizations

Hillsdale Business and Professional Association (HBPA)

The roots of the Hillsdale Business and Professional Association go back to the mid-1950s. At that time, the merchants got together informally and sponsored various events, including Circus Days (with merchants and doctors performing as clowns), a parade, and even several Halloween bonfires, at which Jenkinson's (now the Hillsdale Pastry shop) served donuts and apple cider. In approximately 1956, the merchants sponsored a large outdoor dance in the area between what is now Poncho's and Bank of America. They hired the Beaverton High School band to play. Informally, this group was called the Hillsdale Boosters.

In the 1960s, business bustled. The opening of Washington Square in January 1974, however, impacted sales negatively throughout the Hillsdale commercial area. As a response to that decline in sales, several merchants began meeting informally at the Country Cousin Restaurant - now Noah's Bagels - to discuss ways to revitalize business in Hillsdale. Some of the key merchants were Tony Scuito of the Hillsdale Shoe Repair, Don Lickel and Ken Magnuson of Don's Men Shop, Marv Waletich of Marv's Drug, and Jim Lynch of Lynch's Market.

In 1974, Gary Kirsch became the manager of the First State Bank, Hillsdale branch - now Key Bank. At his suggestion and with his assistance, the merchants formed the Hillsdale Business and Professional Association (HBPA). The first meeting of the HBPA was held on June 6, 1974. Gary Kirsch was elected president and Ken Magnuson vice-president.

One of the association's first acts was to request the State Highway Department to change the two signs on Barbur Boulevard to include the word "Hillsdale." Due to the considerable efforts and determination of Ida Schiller, Marv Waletich, Dr. Galloway, and Gary Kirsch, the sign was changed in the fall of 1974.

In February 1976, through the efforts of the HBPA, the City of Portland planted 46 pyramidal sycamore trees on both sides of Capitol Highway. The cost was shared among the City of Portland, the Wardin properties, and members of the HBPA.

Between 1976 and 1978, the HBPA and Wardin properties sponsored the Hillsdale Merchant American Legion baseball team. Borrowing an idea from the SW Lions Club, which had sponsored several pancake breakfasts in the Lynch's Market parking lot (now Natures), incoming HBPA president Donna May and Tony Scuito suggested that the HBPA sponsor the first annual Customer Appreciation Breakfast. The intention was to honor their customers. Most stores were intentionally kept closed on that day. Utilizing the Alpenrose Dairy chuck wagons and Poncho's Restaurant kitchen and parking lot, the merchants and professionals of Hillsdale served a hearty meal to about 400 customers. This event has been held on the last Sunday in July every year but one since 1978. While over the years the food has improved, the basics have remained the



Pancake Breakfast

same - never losing sight of Tony's original idea of doing something special for the customer with no intent of profit.

In 1978, in an effort to significantly reduce the litter problem in Hillsdale, the association president, Andre Edmunds, successfully secured 27 garbage receptacles from Tri-Met to be placed on both sides of Capitol Highway. Since then, the HBPA has paid Trout Brothers Recycling and Sanitary Service for servicing.

In 1986, HBPA and an absolutely determined Ida Schiller succeeded in finally persuading Multnomah County to change the name of the "Southwest Hills Branch Library" to the "Hillsdale Branch Library." Andre Edmunds and HBPA then held a fund raiser at Poncho's Restaurant to raise over \$1000 toward the cost of a new sign and awning for the newly named branch.

In December 1991, Larry Brown of Sally's Card Shop organized the first annual Holiday Fling with a variety of community based events. The HBPA and Natures Fresh NW have continued to sponsor this event on the first weekend of December.

In June 1996, the HBPA, under the direction of Deb Stryker of Earth Mercantile, installed 23 hanging flower baskets throughout Hillsdale's commercial area. This brought to fruition an idea that had been discussed for over a decade. The HBPA hopes to add more baskets in future years and explore other ways to beautify the area.

Hillsdale Vision Group (HVG)

In January 1993, local residents Richard Stein, Wes Risher, and Jay Mower went to the Hillsdale Business and Professional Association to offer and solicit ideas on how to improve Hillsdale. As a result of that discussion, a grass roots effort to enhance the identity and character of the Hillsdale shopping district and increase safety for pedestrians and bicyclists began in earnest.

In April 1993, these three organized a combined meeting of the HBPA and the Bridlemile/Robert Gray and Wilson Neighborhood Associations. Over 50 people turned out and brainstormed for two hours about Hillsdale's potential. Key issues were pedestrian safety, traffic speed and aesthetic appearance of the area.



Hillsdale Vision Group

The Hillsdale Vision Group (HVG) evolved from that meeting. Recognized for its tenacity, dedication and effectiveness to bring positive change to Hillsdale, the Vision Group:

- Successfully lobbied Metro to include Hillsdale as one of the sites considered through its Regional Design Images Project. This project resulted in a series of urban design concepts prepared by Calthorpe and Associates and summarized in Metro's *Concepts for Growth*;

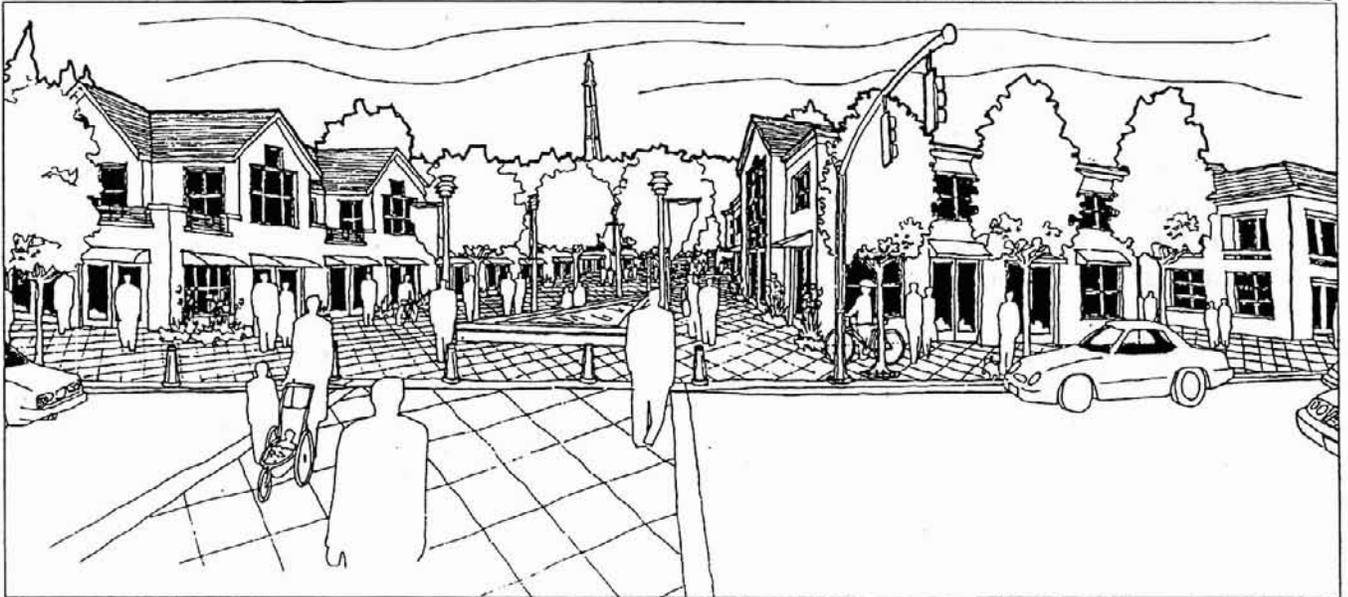
- Secured \$63,000 for planning and engineering to examine transportation issues in Hillsdale from the Portland Office of Transportation (PDOT) and Bureau of Planning (BOP);
- Successfully opposed striping an added eastbound traffic lane of Beaverton-Hillsdale Highway into Hillsdale;
- Successfully lobbied for completion of bike lanes through Hillsdale;
- Worked with the Portland Office of Transportation (PDOT) to restripe a new central crosswalk, twice as wide as a standard crosswalk, in Hillsdale;



- Worked with the Bureau of Planning (BOP) to secure the services of a city planner to assist in the preparation of a plan for Hillsdale;
- Worked closely with the Portland Office of Transportation on preparation of the *Capitol Highway Plan*;
- Secured Transportation Growth Management funds from the Oregon Department of Transportation to prepare a specific development plan;
- Initiated, along with Celeste Lewis, a merger of the Wilson and Bridlemile-Robert Gray Neighborhood Associations into a single new neighborhood association, the Hillsdale Neighborhood Association, with the Bridlemile area its own new association; and

- Secured \$520,000 from Metro for a future signalized pedestrian mid-block crossing and other pedestrian improvements on Capitol Highway in Hillsdale.

View North at Mid-Block Crossing



View South at Mid-Block Crossing

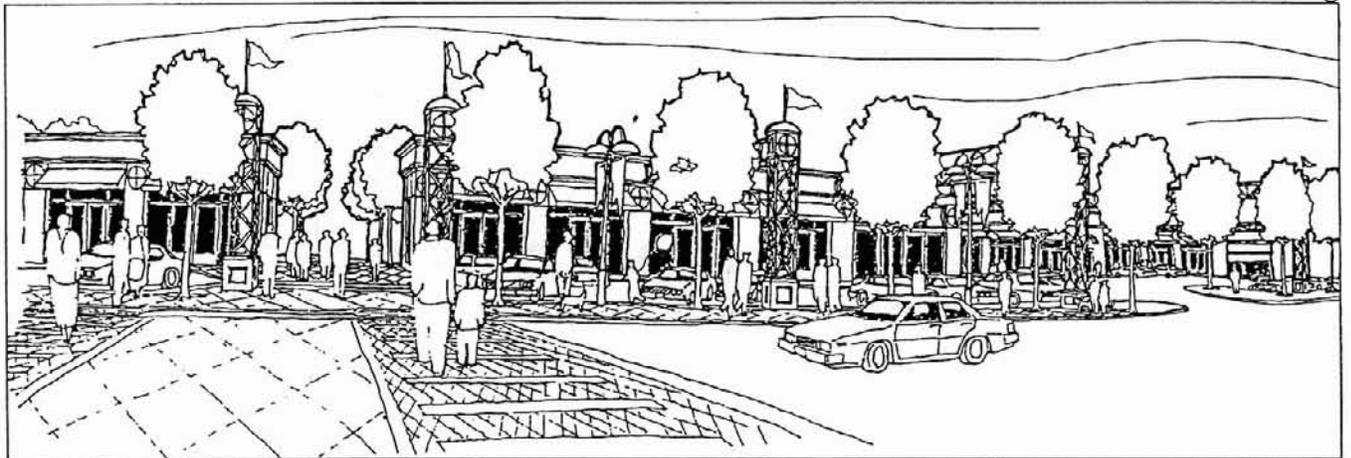


Figure 3. Possible Mid-Block Crossing Configurations

Credit: Stastny Architects

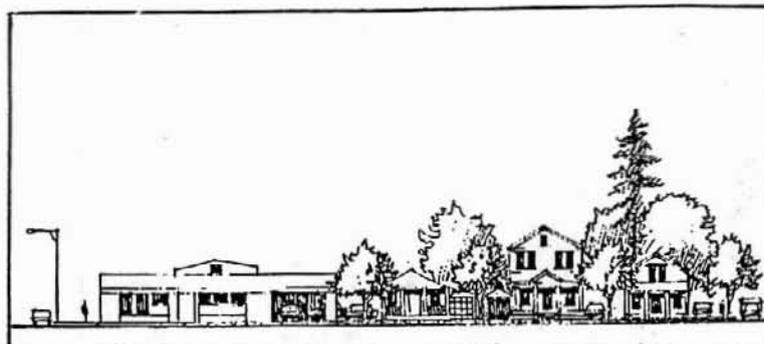
Hillsdale Steering Committee (HSC)

In November 1995, the Hillsdale Steering Committee (HSC) was established to complete the Hillsdale Plan. Members of the Hillsdale Vision Group as well as commercial and residential property owners determined that the Steering Committee should have broad representation from the neighborhood associations, the HBPA and commercial property owners. As the Hillsdale Neighborhood Association did not exist

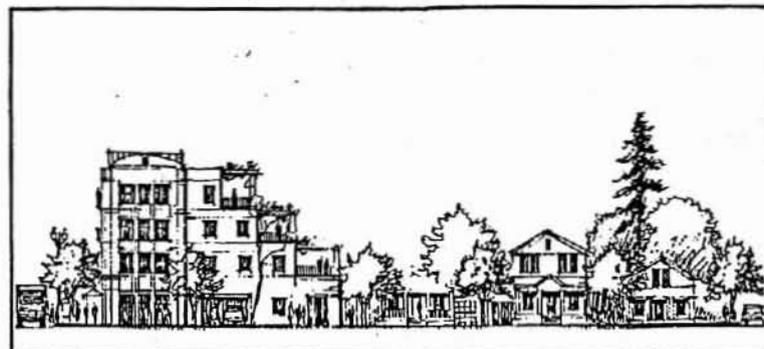
at the time of formation of the Hillsdale Steering Committee, two representatives from each of the applicable neighborhood associations (Bridlemile/Robert Gray Neighborhood Association and Wilson Neighborhood Association) were chosen. In addition, two representatives from the HBPA and two commercial property owners were chosen.

The role of each of these eight members was to report back to their constituency - neighborhood associations, commercial property owners or HBPA - on both the progress of the Hillsdale Plan and specific recommendations. All comments from these constituencies were reported back to the committee and incorporated into the *Hillsdale Town Center Plan*. The Steering Committee worked to achieve a broad base of consensus throughout the community.

The committee grew to include additional residents, property owners and business owners, who participated in the meetings, discussions and deliberations of the committee. Decisions of the committee were made through a process of consensus, incorporating the views and opinions of all of the participants at the meetings.



Before: Storefront commercial street (on left) — view along side street.



After: Housing above storefront "steps down" to existing homes.

Figure 4. Design concepts for incorporating density into existing development

Previous Planning Efforts

The *Hillsdale Town Center Plan* builds on the following plans and planning studies:

- 1) *Hillsdale Vision Plan*, Fall 1993
- 2) *Concepts for Growth: Report to Council, Metro*, June 1994
- 3) *Hillsdale Plan Process Document*, Portland Bureau of Planning, October 25, 1994
- 4) *Hillsdale Specific Development Plan: Report and Recommendations*, Tashman Associates, December 1995
- 5) *Capitol Highway Plan*, Portland Office of Transportation, January 1996

1. Hillsdale Vision Plan

In the first plan, neighborhood resident, Kim Isaacson, synthesized the many ideas generated at the two town hall meetings and at the subsequent meetings of the fledgling HVG. His design called for a plaza, safer pedestrian crossings, and a planted center median. Transit stops were emphasized to help form the lively central core.



Figure 5. Conceptual Plan for Hillsdale, Kim Isaacson, 1993

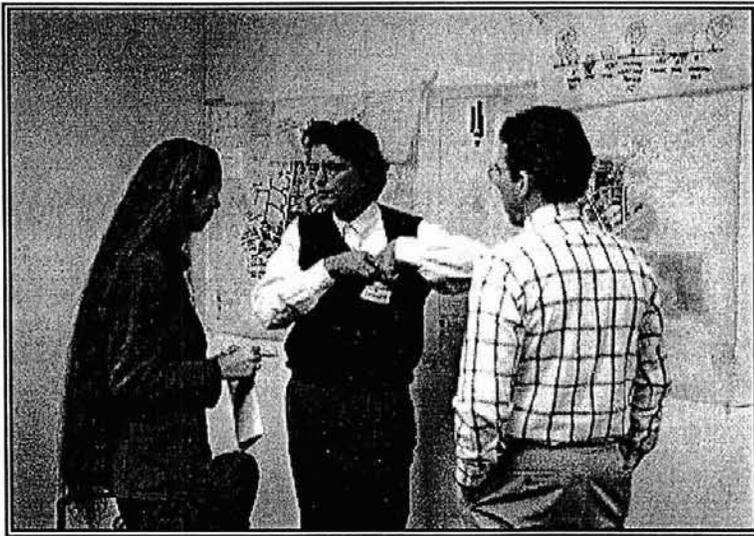
2. Concepts for Growth

Metro, the elected regional government for the Portland metropolitan region, contracted with Calthorpe and Associates of San Francisco to prepare different growth scenarios in the region. Metro chose Hillsdale to be a representative site in that study. The goal of the planning exercise was to create a vision for Hillsdale which emphasized a mix of uses, safety, and public open spaces.

The study used the following criteria:

- Forty-five percent of the region's new growth would be accommodated in centers and corridors with high transit levels.
- These centers would be designed with densities of at least 25 persons per acre.

Metro and Calthorpe and Associates worked closely with Hillsdale residents, businesses and property owners to prepare a series of sketches and urban designs based on Metro's regional growth concepts.



Above: Sarah ffitch, Peter Calthorpe,
Lewis Wardrip.
Right: Douglas Terrill, Wes Risher



Calthorpe envisioned that “the commercial hub of the area, along Capitol Highway, would have additional commercial uses. Its street width would be narrower because of building additions extended toward the street and because of road improvements that included a median strip and street trees...Traffic speed should be lower and walking across Capitol Highway easier and safer.”



Figure 6. Looking north near mid-block crossing over Capitol Highway

One dramatic concept was the addition of an open area stretching from Natures north to a new library. Though cars would be allowed, it would be much more pedestrian-oriented than at present. The area would also contain a mix of ground floor retail and offices, with housing above, none higher than three stories.

Based on the Calthorpe study, the Hillsdale Vision Group asked Metro to designate Hillsdale as a town center. The HVG request was specifically based on Calthorpe’s conceptual plan, as well as Calthorpe’s proposal to rezone sites in Hillsdale to accommodate an additional 200 households, using Concept B¹. Concept B, one of three growth concepts studied, aimed to accommodate all future growth within the region’s existing urban growth boundary.

3. Hillsdale Plan Process Document

The initial *Hillsdale Plan* process began in January 1994, when a city planner was assigned to support the planning activities of the Hillsdale Vision Group. This initial effort resulted in the *Hillsdale Plan Process Document*, dated October 25, 1994. The process document established a study area boundary and objectives for a future plan.

¹ Metro, *Concepts for Growth: Report to Council*, June 1994.



Michael Freedman Workshop

As part of this planning process, the Bureau of Planning and Hillsdale Vision Group sponsored Michael Freedman to assist residents, businesses and property owners define a vision and concept for the area.

4. Hillsdale Specific Development Plan

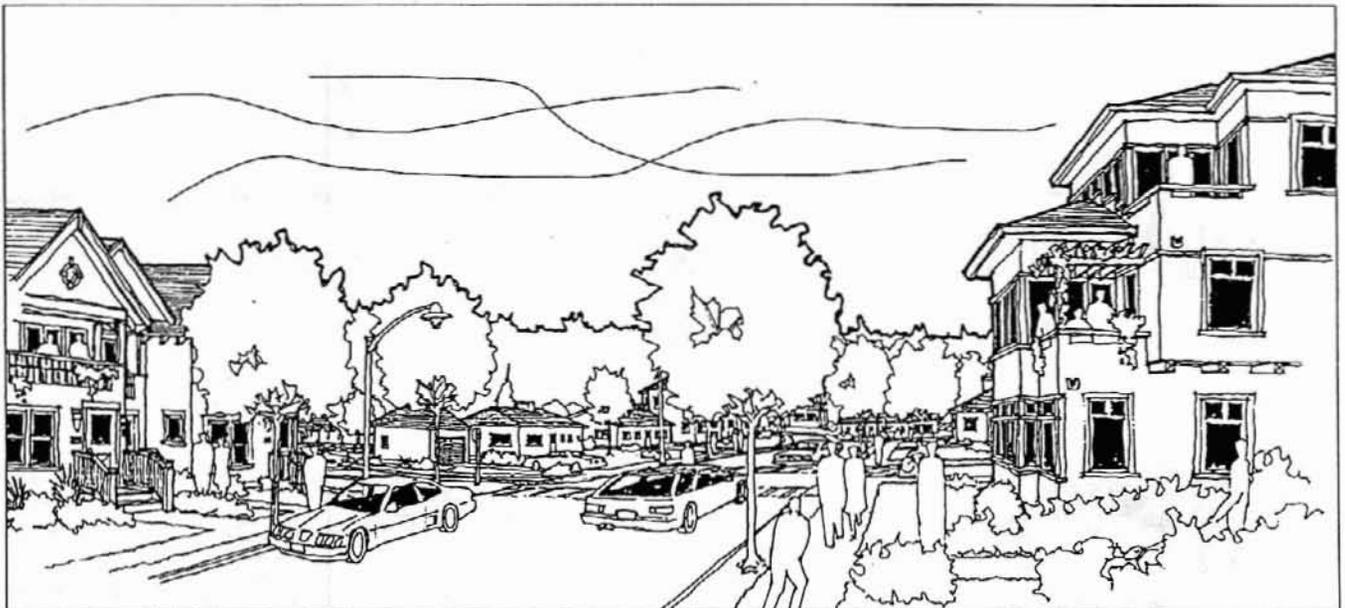
In 1994, through the efforts of Wes Risher, Jay Mower, Doug Terrill, and Jane Gordon, the Bureau of Planning received funding through a Transportation Growth Management (TGM) grant administered by the Oregon Department of Transportation to prepare a specific development plan for Hillsdale. The *Hillsdale Specific Development Plan Report and Recommendations* was completed in December 1995. This plan contains four parts:

- A statement of the community's land use, circulation and urban design objectives and principles;
- A redevelopment opportunities plan that sets out physical arrangement of land uses within the study area;

- An illustrative plan that shows a development pattern that responds to these objectives and principles developed during the course of the study; and
- An implementation program which identifies possible regulations and an agenda for public and private actions.

All drawings on pages 23 and 24 are courtesy of Stastny Architects and *Hillsdale Specific Development Plan: Report and Recommendations*, Tashman Associates Lead Consultant

Mixed Housing Types



View of Capitol/Sunset Intersection

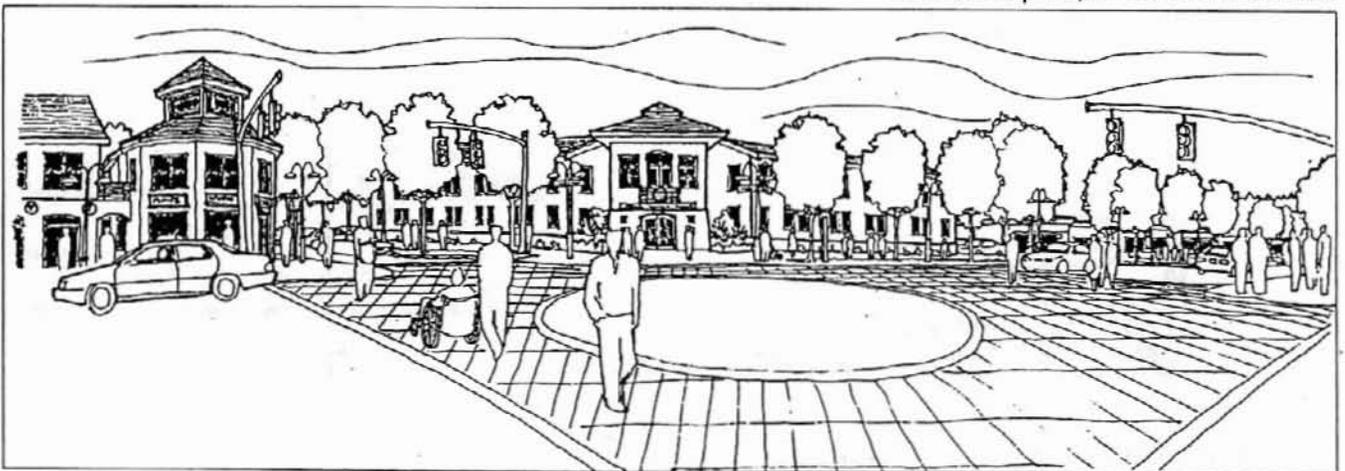
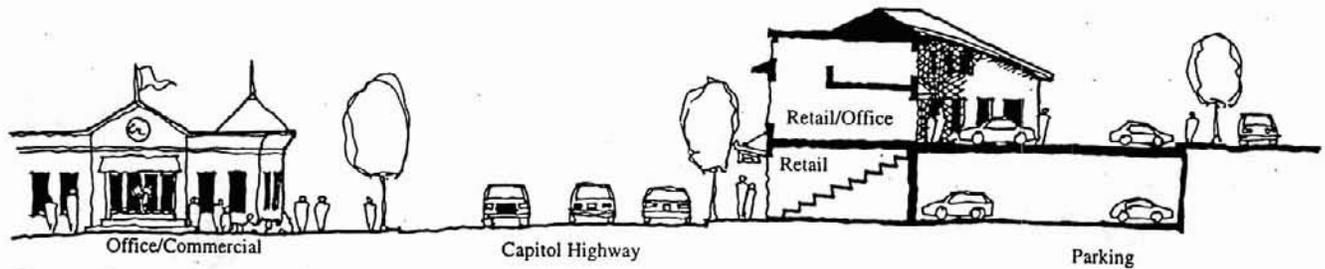


Figure 7. Representative drawings from *Tashman Report*

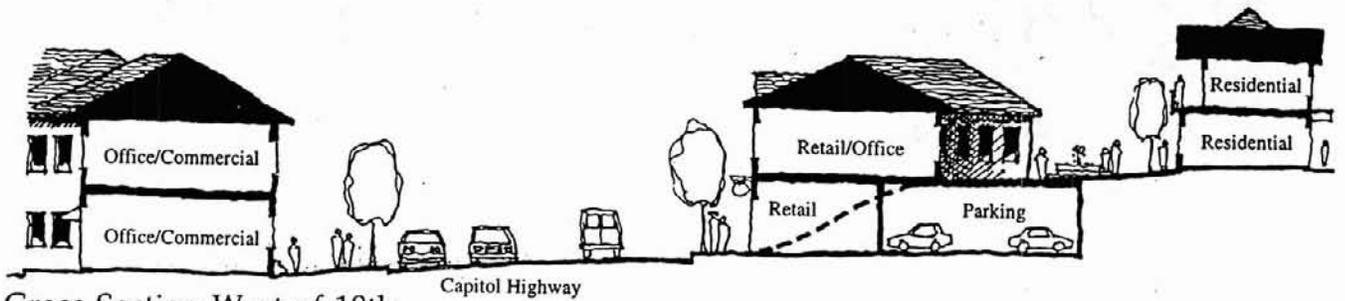
Continuation of drawings from *Hillsdale Specific Development Plan: Report and Recommendations*,
 Tashman Associates, Lead Consultant, Stastny Architects



Cross Section at Center Crossing



Cross Section East of 18th



Cross Section West of 18th



Cross Section West of Sunset Intersection

Figure 8. Representative drawings from *Tashman Report*

5. Capitol Highway Plan

The *Capitol Highway Plan* was adopted by Resolution 35490 passed by City Council on January 31, 1996. It is designed to increase transportation options for residents, property owners and other corridor users. Another goal is to enhance the existing feeling of community already present in many places along the corridor, and help other segments develop the unique characteristics and amenities that define a neighborhood.

The *Capitol Highway Plan* identifies seven segments along Capitol Highway, each with its own unique characteristics. Regarding Hillsdale, it says: "Hillsdale (between Cheltenham and Nebraska) has some 'town center' characteristics and is the focus of another major planning effort to enhance its role as a neighborhood center. Recommendations for this area include a variety of traffic management strategies, including realigning intersections, as well as sidewalk improvements and access management. Ultimately, community goals will not be met entirely until some of the parcels along the highway are redeveloped."

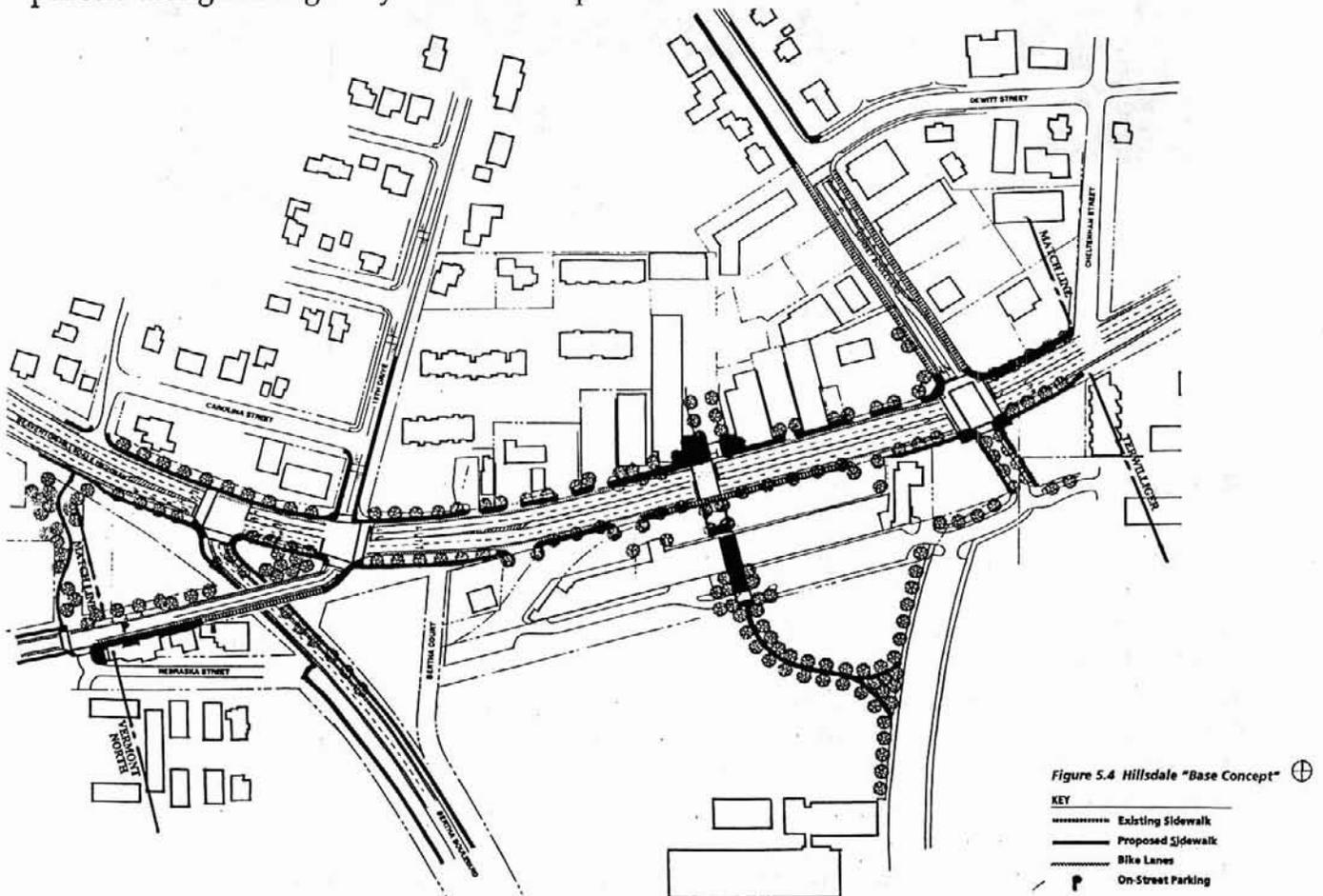


Figure 9. *Capitol Highway Plan* "Base Concept"

The *Capitol Highway Plan* description of the Hillsdale segment is included as Appendix D. The plan incorporates the above conceptual drawing of roadway and amenity configurations within the Hillsdale Town Center.

Lennertz • Coyle Concept Plan

In August 1996, the Hillsdale Steering Committee, with assistance from the Bureau of Planning, hired Lennertz • Coyle & Associates to prepare a conceptual plan for Hillsdale. As part of the contract, Lennertz • Coyle subcontracted with Gibbs Planning Group to work with Hillsdale business and property owners to identify a vision for the commercial area which could be carried forward into this planning process. Below is one of the conceptual sketches prepared by Lennertz • Coyle. Several more visual images prepared by Lennertz • Coyle are located throughout the document.

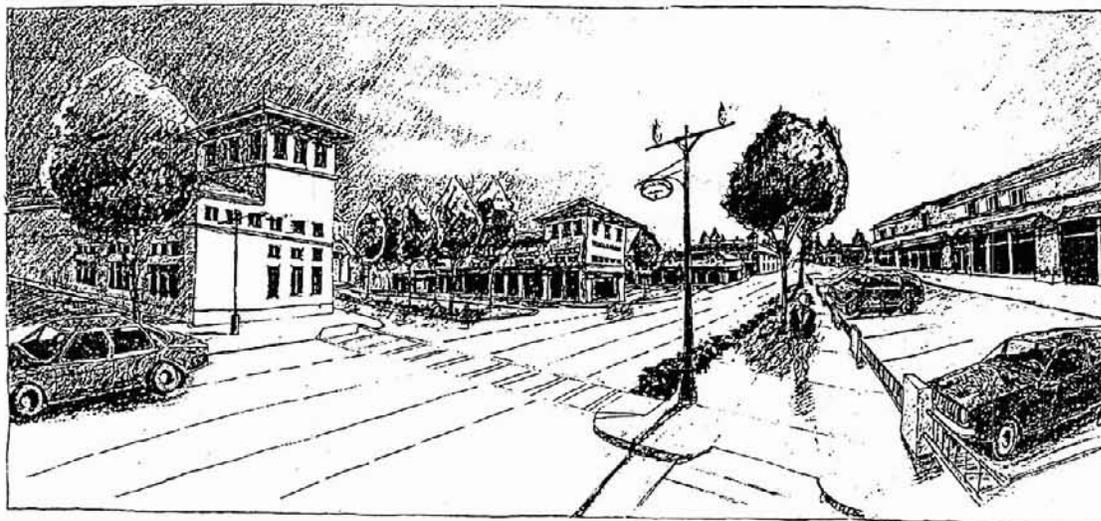


Figure 10. Conceptual sketch Capitol Highway, looking east from junction with viaduct. Buildings south of Capitol set back from the street. Prepared by Lennertz • Coyle, 1996

Relationship to Other Plans

Portland Comprehensive Plan

The *Portland Comprehensive Plan* is the overarching document that guides planning and land use in the city. It contains 12 goals, each with its own policies and objectives. There are also many neighborhood plans, most of which are part of the *Comprehensive Plan*. Most neighborhood plans also contain goals, policies, and objectives. Goals are broad statements, while policies provide more specific guidance on how to achieve the goals. Objectives are even more specific.

The *Comprehensive Plan*, which was adopted in 1980, governs the city's land use planning. The State of Oregon requires that each city and county have a comprehensive plan to guide growth and development. The State of Oregon requires that all cities and counties update their plans periodically. The plan ensures that community livability is protected and provides developmental certainty. The *Comprehensive Plan* and zoning map designations govern how land can be used.

Comprehensive Plan and zoning map designations govern how land can be used. Zoning determines where uses can locate, as well as height, building bulk, parking, site design, and landscaping. *Comprehensive Plan* map designations are for long-range land use. In the Hillsdale Town Center, most of the *Comprehensive Plan* map designations correspond with zoning designations.

Goal 6 of the *Portland Comprehensive Plan*, Transportation, is of particular importance to Hillsdale. The Transportation Element contains district policies and street classifications. The street classifications describe the types of automobile, transit, bicycle, pedestrian, and truck use that should be emphasized on each street and how future street improvements and public and private development relate to those uses. Below is the classification for each street within Hillsdale.

- Capitol Highway between Barbur and Beaverton Hillsdale Highway: Major City Traffic Street; Minor Transit Street; City Bikeway
- Capitol Highway west from Beaverton Hillsdale Highway: District Collector; Minor Transit; City Bikeway Street; City Walkway
- Sunset: Neighborhood Collector; Minor Transit Street; City Bikeway
- Bertha: Neighborhood Collector; Major City Transit Street; City Walkway
- Vermont: Minor Transit Street; City Bikeway
- All other streets: Local Service Streets

Southwest Community Plan

The City uses community and neighborhood plans to update its *Comprehensive Plan*. The *Southwest Community Plan* is the fourth community plan being prepared by the City of Portland. The first, the *Central City Plan*, adopted in 1988, covers Portland's commercial core, five square miles. The second, the *Albina Community Plan*, adopted in 1993, covers 19 square miles of Inner North-Northeast Portland. The third, the *Outer Southeast Community Plan*, adopted in January 1996, covers 28 square miles in the outer southeastern part of the city.

Hillsdale is geographically part of the *Southwest Community Plan* area, 19 square miles in Southwest Portland. The *Adopted Hillsdale Town Center Plan* and its *Comprehensive Plan* designations will be consistent with the *Southwest Community Plan* and its designations.

Metro Region 2040 Plan

Metro, the elected government responsible for urban growth management within the Portland metropolitan region, instituted its *Region 2040 Plan* process several years ago. The *Region 2040 Plan* contains several different components, each of which builds on the previously adopted element. Hillsdale was designated as a town center in Metro's *Region 2040 Growth Concept Plan*.

1. *Regional Urban Growth Goals and Objectives (RUGGOs)*: adopted 1991. Purpose: the goals and objectives which guide all future planning for the region.
2. *2040 Growth Concept*: adopted December 1995. Purpose: sets the course for how the region will grow during the next 50 years. Directives of importance to Hillsdale are:
 - a. Focus compact development into large and medium sized population and employment centers, such as a Hillsdale Town Center, which are served by frequent and accessible transit.
 - b. Promote a transportation system that accommodates alternate ways to travel, such as bicycling, walking and mass transit, as well as cars and which provides connections to, through, and within the region.
 - c. Encourage a range of housing types to promote diverse housing options.
3. *Urban Growth Management Functional Plan*: adopted in November 1996. Purpose: establishes requirements and tools for local governments to use until Metro adopts the *Framework Plan*. While all elements of the *Functional Plan* are important, the following are of particular importance to Hillsdale:
 - a. Cities and counties shall apply a minimum density standard to all zones allowing residential use.
 - b. Town centers: local retail and services will be provided in town centers with compact development and frequent and accessible transit service.
 - c. For town centers regionwide, the average density is recommended to be 40 persons per acre, which includes both residents and employees.
4. *Regional Framework Plan*: to be adopted by December 1997. Purpose: to specifically identify what changes the region must make to implement the growth management policy. The plan will contain specific guidelines for land use, transportation, water quality, natural areas and parks.

Plan Organization

This section explains how the *Hillsdale Town Center Plan* is organized and what parts have become part of the *Portland Comprehensive Plan*. Portions of the plan adopted by ordinance have been made part of the *Comprehensive Plan*. Items adopted by resolution have not. The parts of the plan are:

The **Vision Statement** is the statement of vision for the community. The vision statement was adopted as part of the *Portland Comprehensive Plan* by ordinance.

The **Introduction** includes a description of Hillsdale, a short history, descriptions of Hillsdale organizations and previous planning efforts, its relationship to other plans, plan organization, plan process and the use of this plan in land use reviews. This material is for the reader's information only.

Policies and Objectives were adopted as part of the *Portland Comprehensive Plan* by ordinance. The policies state Hillsdale's desires for land use, transportation, business growth and development, urban design, community, environment and recreation, and housing. The objectives detail ways in which to reach these policies.

Action Charts specify projects, programs and regulatory measures that carry out Hillsdale's policies. They are assigned a time frame and implementors to carry them out. Action charts were adopted by resolution.

The section, **The Next Steps**, identifies the priorities of the Hillsdale Steering Committee and the components necessary to link the Hillsdale Steering Committee to the Hillsdale Neighborhood Association.

Adopted *Comprehensive Plan* and zoning map designations have been incorporated into the City's zoning maps. Title 33.534, the Hillsdale Plan District, has been incorporated into the Zoning Code, Title 33.

Plan Process

The process leading to the *Hillsdale Town Center Plan* began in early 1993, when the Hillsdale Vision Group was born. The initial community-wide workshop, held in April 1993, was a combined meeting of the Hillsdale Business and Professional Association and Bridlemile/Robert Gray and Wilson neighborhood associations. From this meeting came the desire to convert the commercial core to a small town or village, while enhancing its economic success.

Between April 1993 and January 1997, much of the effort of the Hillsdale Vision Group and the Hillsdale Steering Committee was directed toward getting commitments necessary for the conversion to happen. The effort entailed evaluating how the

commercial center, infrastructure, and adjacent land uses actually function, how each might be improved, and how and when the improvements would be made and funded. The process engaged all parties with an interest in Hillsdale: residents, commercial property owners, business owners, the City of Portland, Metro, Tri-Met and Portland Public Schools. The Hillsdale Steering Committee, with inclusion in mind, worked by consensus rather than by voting.

As a result of extensive Hillsdale outreach, lobbying, and fund-raising, Metro chose Hillsdale as one of its Region 2040 growth scenarios, the Portland Office of Transportation began work on the *Capitol Highway Plan*, and the Bureau of Planning provided a planner to help complete the Hillsdale Plan as an independent, citizen-driven plan.

The *Hillsdale Plan Process Document*, published in October 1994 by the Bureau of Planning, identified the method to be followed for plan adoption. To formally start the process, the City and the Hillsdale Vision Group held a workshop in November 1994. Michael Freedman, an urban designer from San Francisco, helped participants identify what they liked, disliked and wanted in a future Hillsdale.

From this workshop came the Vision Group's decision to prepare a specific development plan for Hillsdale. With funds received through a Transportation Growth Management grant, the Vision Group and the City of Portland hired Tashman Associates. The Hillsdale Steering Committee was formed to guide the plan's development.

Between March and July 1995, Tashman Associates held four workshops on opportunities and constraints, alternative concept plans, transportation analyses, and a draft proposed plan. In addition, they met with business and property owners. In December 1995 Tashman Associates published a report and recommendations for a conceptual design and implementation actions for a specific development plan. Neither the report nor the recommendations were endorsed by all parties.

Meanwhile, in July 1994 the *Southwest Community Plan* (SWCP) process began. Because Hillsdale is located in Southwest Portland, the Bureau of Planning in late 1995 decided to fold the Hillsdale Plan into the SWCP process. In early 1996, however, the Hillsdale Steering Committee urged the City to complete the Hillsdale Plan as soon as possible, since the Hillsdale planning process had already been underway for almost three years. The Planning Bureau agreed. The Hillsdale Plan was extracted from the *Southwest Community Plan* and its process expedited.

The Discussion Draft of the Hillsdale Plan was published in September 1996. The Hillsdale Steering Commission Discussion Draft of the Hillsdale Plan was published in December 1996. Between May 1996 and February 1997, the Hillsdale Steering Committee met almost weekly to draft materials, negotiate with potential implementors, and review comments from the Technical Advisory Committee, Planning Bureau staff, residents, business and property owners, and members of the

newly formed Hillsdale Neighborhood Association. The *Proposed Hillsdale Town Center Plan* was published in February 1997. At that time, the name of the plan was changed from the *Hillsdale Plan* to the *Hillsdale Town Center Plan*.

The Planning Commission held a briefing on the *Proposed Hillsdale Town Center Plan* on March 11, at which staff were asked to answer 11 questions regarding the planning process and its relationship to the *Southwest Community Plan*. On March 25, Planning Commission held a public hearing on the *Proposed Hillsdale Town Center Plan*. On May 27, Planning Commission held a public hearing and work session on amendments to the proposed plan. At the work session Planning Commission approved the *Proposed Hillsdale Town Center Plan*, with the exception of plan district concepts. On August 12, Planning Commission held a public hearing on the plan district, after which the Commission approved the plan district.

Planning Commission directed the Planning Bureau staff to make revisions in the *Proposed Hillsdale Town Center Plan*. The result was the *Recommended Hillsdale Town Center Plan*.

City Council held a hearing on October 16 and 22, 1997, to receive public testimony on the Planning Commission's *Recommended Hillsdale Town Center Plan*. On October 22 1997, City Council adopted the *Hillsdale Town Center Plan* with Ordinance 171699 and Resolution 35649.

Using the *Comprehensive Plan* and the *Hillsdale Town Center Plan* in Land Use Reviews

The *Comprehensive Plan* and neighborhood plans serve several purposes. Each plan is a statement of desired character. In addition, the plans may be used in certain land use reviews. Some land use reviews, such as conditional uses for institutions in residential zones, require that the proposal be consistent with neighborhood plans. Some land use reviews also require that the proposal be consistent with the *Comprehensive Plan*.

Where a land use review requires a proposal to be consistent with a plan, the Bureau of Planning looks at certain aspects. Each plan contains a set of elements that should be considered and balanced, some requirements that must be met, and some that are guidelines but not required. Each goal and policy of the *Comprehensive Plan* and of this plan are designated as mandatory, balancing, or aspirational. **All of the policies of the *Hillsdale Town Center Plan* are balancing policies.**

Mandatory policies are required elements. They must be followed and met, and exceptions are not allowed. Mandatory policies are usually specific statements that include a clear directive. There are only a few mandatory policies in the *Portland Comprehensive Plan*.

Balancing policies must be considered, but, rather than being rigid requirements, they are carefully weighed and balanced with other balancing policies. Decision are made based on the cumulative weight of policy language and direction. A specific action may be approved even if it is not consistent with every applicable policy; the action may be approved if it is supported, on balance, by the greatest body of balancing policies.

Most policies in the *Comprehensive Plan* and neighborhood plans are balancing policies. They must be considered, but do not have to be individually met.

Aspirational policies express a public desire, but are guidelines only. They do not have to be considered, but may be used to help understand an area or issue, to develop more detailed policy, or to guide a neighborhood in creating an action plan. They are not binding on the City, property owners, or neighbors.

Because all of the policies of the *Hillsdale Town Center Plan* are balancing policies, they must all be considered against each other and weighed with the balancing policies of the *Comprehensive Plan*. They must all be considered, but do not have to be individually met.



*"Vision" Sketch of
Hillsdale*

"Never doubt
that a small group
of thoughtful,
committed citizens
can change the
world.
Indeed, it's the
only that
ever has."

Margaret Mead

Drawing courtesy of Judy Galantha

II. Policies, Objectives, and Actions

The following policies, objectives and actions are designed to help Hillsdale reach its vision.

The Hillsdale Town Center Vision Statement on page one and the following policies and objectives are included as part of Policy 3.6 in Portland's *Comprehensive Plan*. Certain future land use changes in Hillsdale, therefore, are required to conform with this portion of the *Hillsdale Town Center Plan*.

The actions are adopted by resolution only and are advisory. Their accomplishment depends on the ability of the implementors listed after them to carry them out. Circumstances may make this impossible or require that the actions be changed or replaced with others.

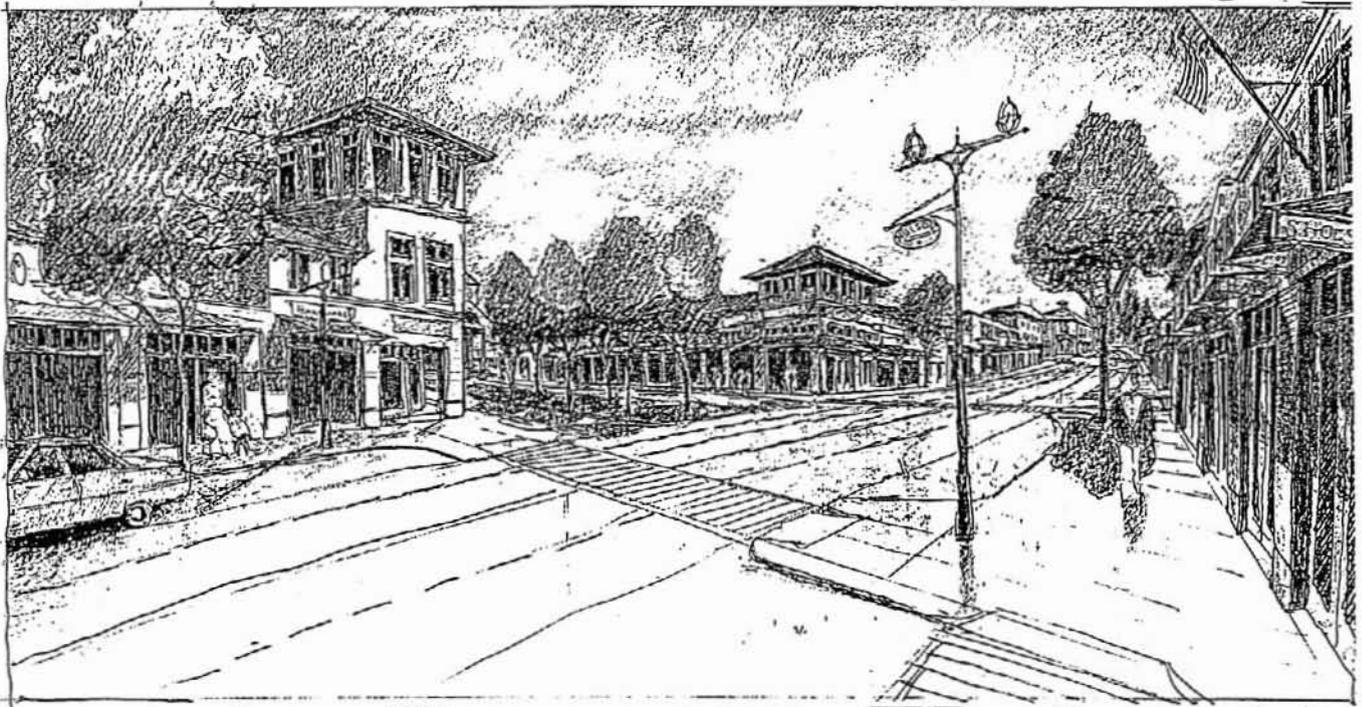


Figure 11. Conceptual sketch of Capitol Highway looking east from viaduct. Buildings on both sides of Capitol set up to street, allowing on-street parking. Prepared by Lennertz • Coyle, 1996

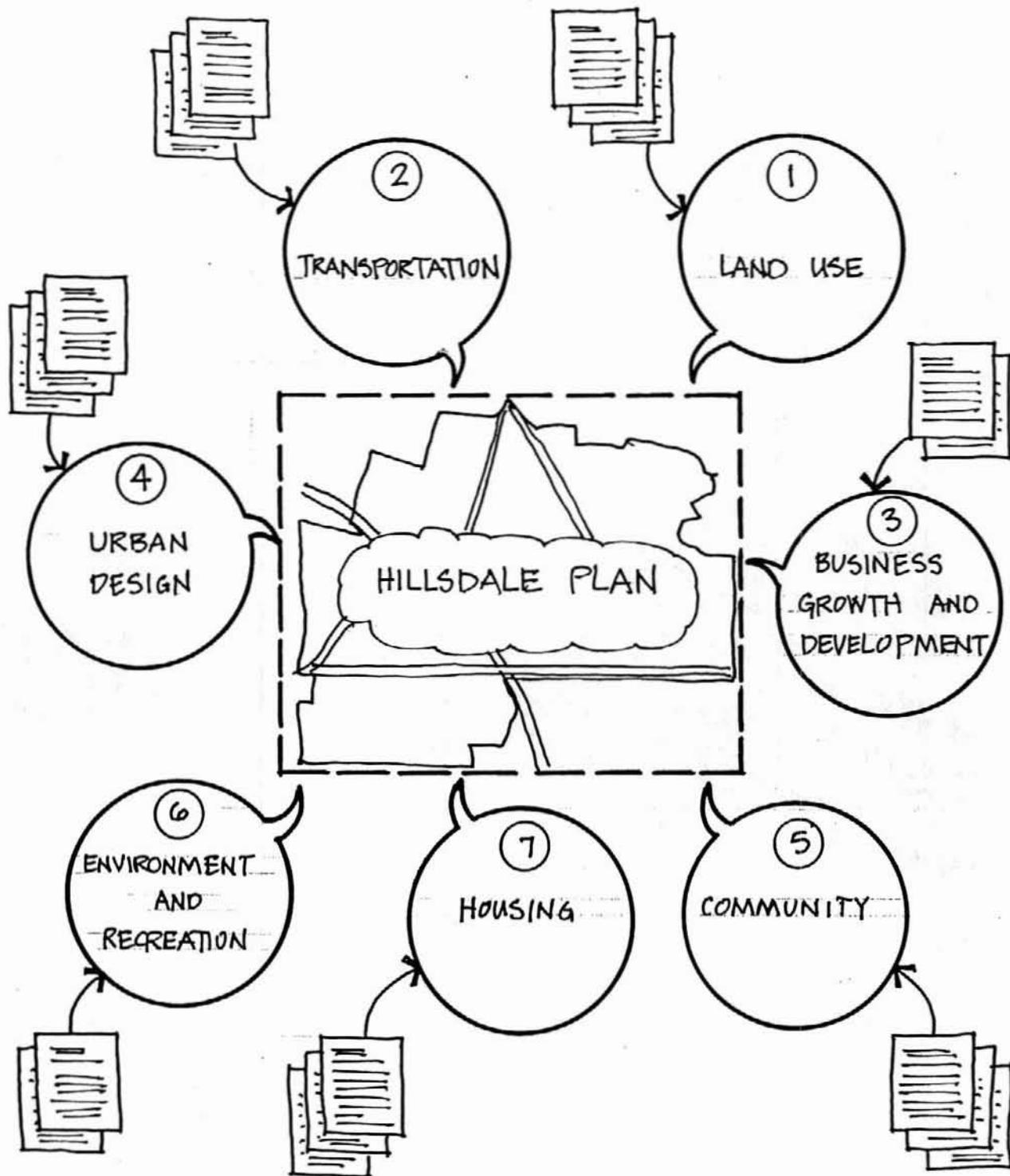


Figure 12. Hillsdale Town Center Plan Bubble Diagram. Prepared by Duane Hunting. Description of Diagram is on next page.

THE HILLSDALE TOWN CENTER PLAN BUBBLE DIAGRAM ON THE OPPOSITE PAGE BRINGS TOGETHER A "SENSE OF PLACE" (LAND USE), "TRANSIT RESOURCES" (TRANSPORTATION), "COMMERCIAL SERVICES" (BUSINESS GROWTH AND DEVELOPMENT), "VISUAL EXCELLENCE" (URBAN DESIGN), "NEIGHBORHOOD IDENTITY" (COMMUNITY), "NATURAL CHARACTER" (ENVIRONMENT AND RECREATION), "LIVABILITY" (HOUSING), AND "BALANCED DENSITY" (ZONING) INTO A UNIFIED SUSTAINABLE CONCEPT FOR OUR AREA OF PORTLAND.



VARIOUS "CONCEPT" PLANS FOR THE HILLSDALE TOWN CENTER ARE SHOWN THROUGHOUT THIS DOCUMENT. SEE THE END OF APPENDIX "B" FOR A LISTING OF COMMON "IMPORTANT ELEMENTS".

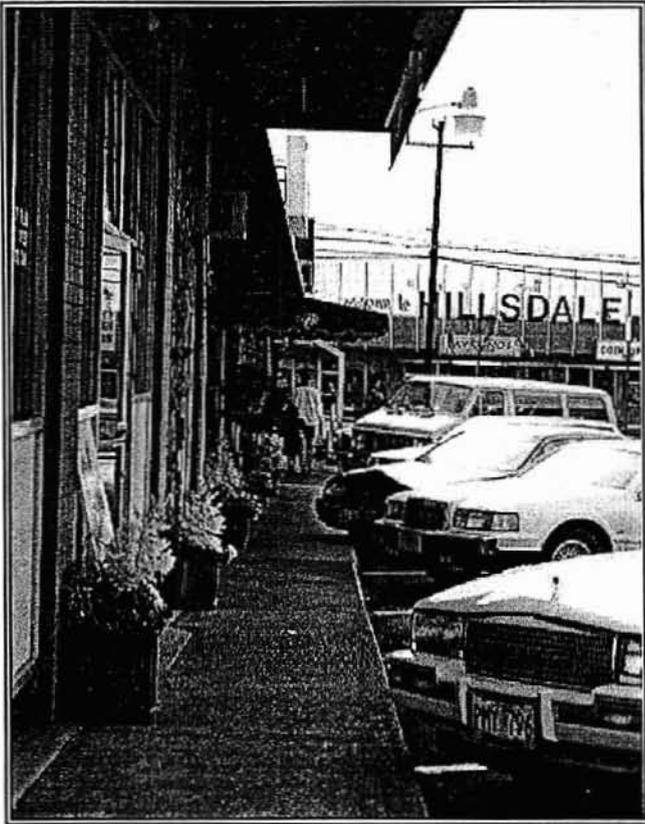


DESIRABLE OBJECTIVES FOR LAND USE, TRANSPORTATION, BUSINESS GROWTH AND DEVELOPMENT, URBAN DESIGN, COMMUNITY, ENVIRONMENT AND RECREATION, AND HOUSING ARE DESCRIBED UNDER THE INDIVIDUAL POLICY SECTION IN THIS DOCUMENT.

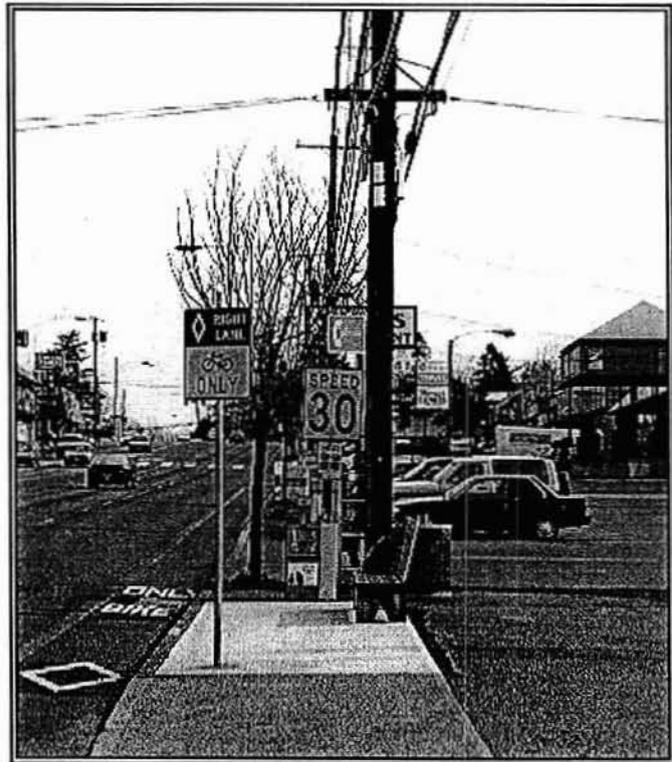


ACTION CHARTS DESCRIBING THE SPECIFIC PROJECTS AND PROGRAMS WITH IMPLEMENTORS TO MEET THE OBJECTIVES ARE OUTLINED AT THE END OF EACH POLICY SECTION. SPECIFIC TIME FRAMES FOR EACH ACTION ARE ALSO SHOWN.

AS SHOWN IN THE "WHAT DO WE NEED TO SUSTAIN OUR NEIGHBORHOOD?" DIAGRAM AT THE END OF THIS DOCUMENT, THE UNDERLYING HOPE FOR THE POLICIES, OBJECTIVES AND ACTION CHARTS IS TO FOSTER A MORE HOLISTIC VISION AND SENSE OF STEWARDSHIP FOR OUR AREA AS THE COMMUNITY CONTINUES THE PLANNING/DEVELOPMENT PROCESS OVER TIME. THE HILLSDALE TOWN CENTER PLAN TOTAL (SUM) IS GREATER THAN ITS INDIVIDUAL COMPONENTS (PARTS) DESCRIBED ABOVE.



Top: Hillsdale Shopping Center, north side.



Bottom: Hillsdale Shopping Center, south side

Policy 1. Land Use

Reinforce Hillsdale's identity as a vibrant town center that contains a diverse and vital mix of housing types, neighborhood commercial establishments, community services, open spaces, and places for community gatherings.

Objectives:

1. Encourage development that results in Hillsdale being a convenient and attractive place for individuals to walk, bike, socialize, commute from, and do business.
2. Encourage development that fosters a pedestrian and transit-friendly environment.
3. Create a pattern of small, inviting, inter-connected, and publicly-used spaces throughout Hillsdale.
4. Encourage development to be in scale with the desired character of Hillsdale.
5. Ensure that land use and transportation policies are coordinated in Hillsdale.
6. Coordinate the provision of infrastructure as additional growth and development occur in Hillsdale.



View east overlooking much of the Hillsdale commercial area

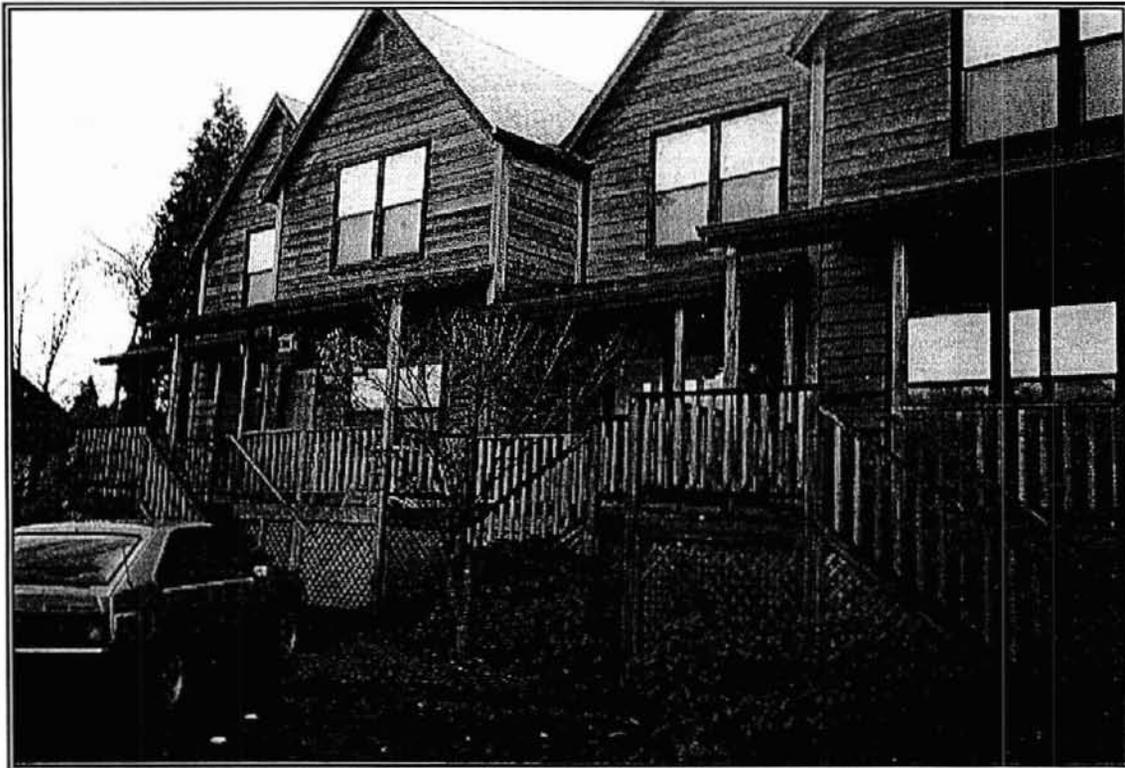




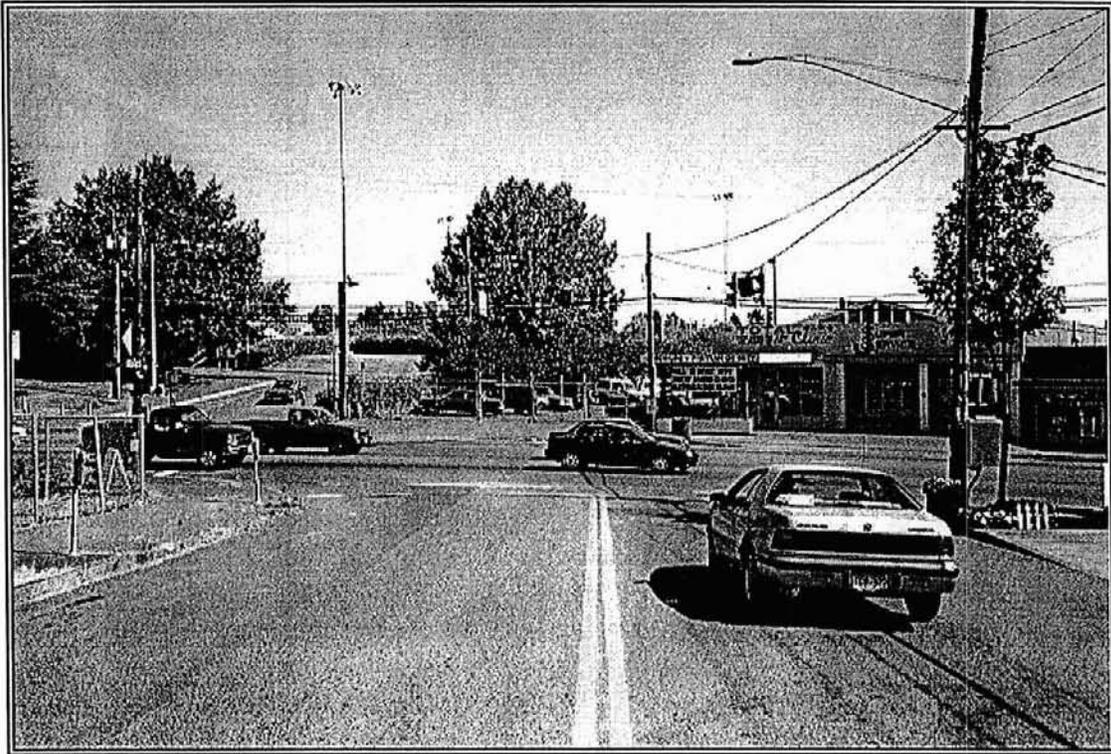
Action Chart: Land Use

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS					
LU1	Identify, design and implement a primary focal point within the Hillsdale community.			X		HNA, HBPA
LU2	Create a plan that further integrates the Wilson-Rieke campus into the Hillsdale Town Center.			X		HNA, PPS, Owners
LU3	Expand the policies, objectives and actions within the adopted <i>Hillsdale Town Center Plan</i> to include the entire Hillsdale Town Center.			X		BOP
LU4	Monitor the <i>Southwest Community Plan</i> in light of the adopted <i>Hillsdale Town Center Plan</i> .			X		HNA, HVG, HBPA
	PROGRAMS					
LU5	Seek partnerships on state and city properties for their enhancement of current uses.		X			HNA, ODOT, PDC
LU6	Coordinate to enhance Wilson and Mary Rieke properties.		X			HNA, PPS
LU7	Encourage mixed-use developments with ground floor retail and upper story housing and/or office on all commercially zoned lands.		X			HNA, HBPA, PDC, BOP, CPO
	REGULATIONS					
LU8	Create a plan district to: a. Modify setback standards in the R1 zone. b. Modify setback requirements along transit streets.	X				BOP
LU9	Add design review requirements to all R1, R2, and commercial zones within Hillsdale.	X				BOP
LU10	Adopt and implement the recommended Hillsdale zoning map that creates a zoning pattern that limits auto-dependence and fosters pedestrian-oriented land uses.	X				BOP
LU11	Use building design regulations (eg, setbacks, signage, and scale) and type of use to create a pedestrian and transit-friendly environment.		X			BOP
LU12	Apply design review to R2.5 zoned areas in Hillsdale.	X				BOP
LU13	Review and, as required, revise the <i>Comprehensive Plan</i> /zoning map to respond to new information and policies generated by the <i>Southwest Community Plan</i> .			X		BOP, HNA

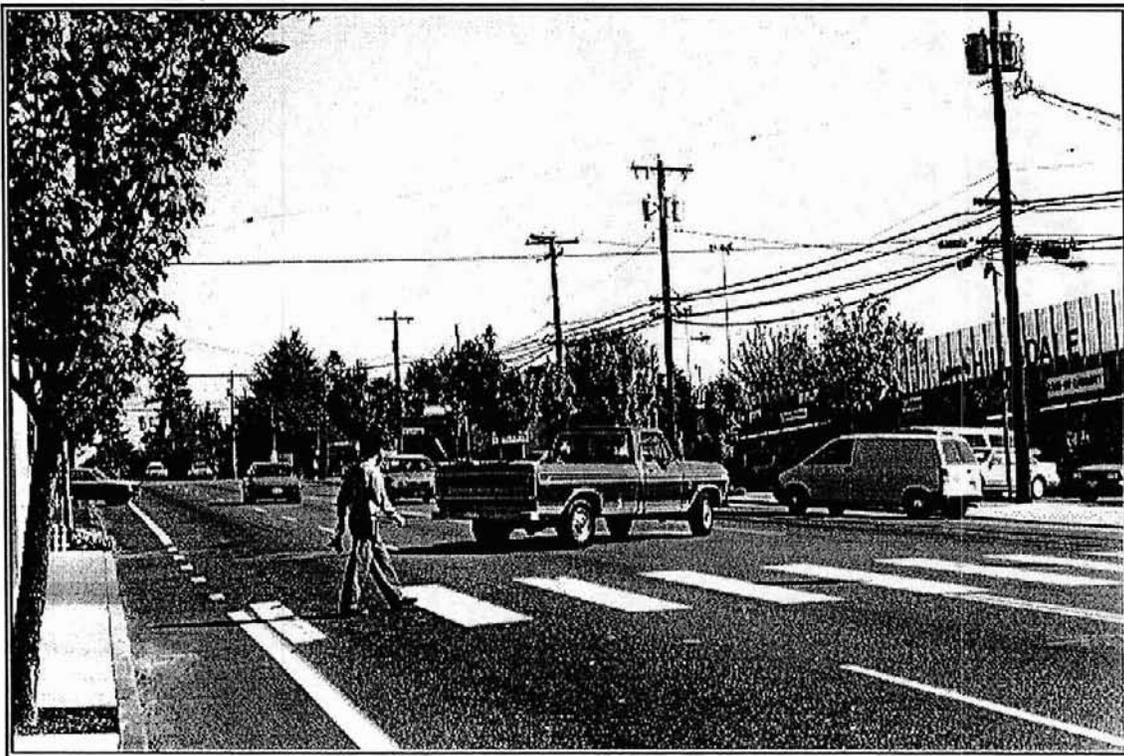
Note: Action Charts were approved by Portland City Council by resolution. They are a starting place. All actions have an identified implementor. They were adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.



Examples of acceptable rowhouse developments



Intersection of Capitol Highway and Sunset Boulevard looking east toward
Wilson High School



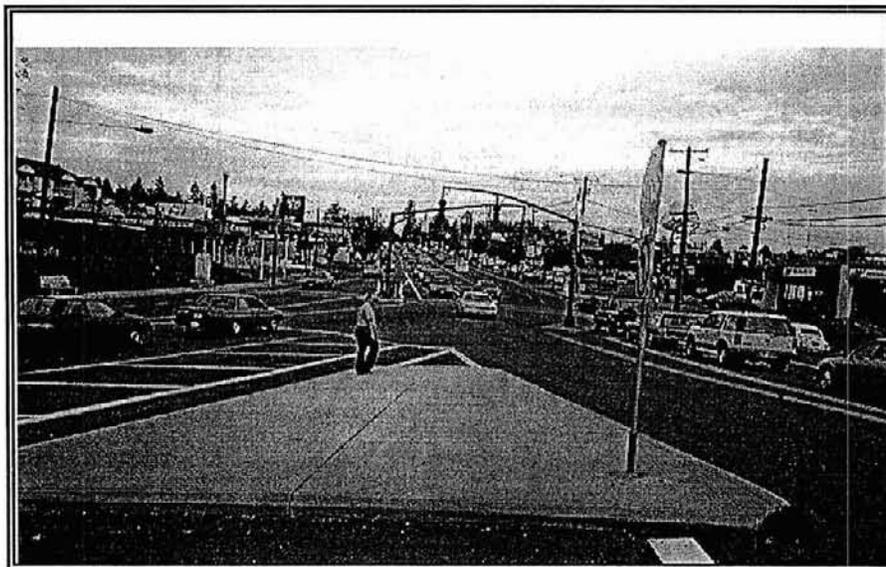
Capitol Highway with mid-block crossing in the foreground

Policy 2. Transportation

Create a safe, balanced, multimodal transportation system that fosters the success of Hillsdale as both a commercial and community center. Provide connections within and to surrounding neighborhoods and to the region.

Objectives:

1. Strengthen Capitol Highway as a unique, safe, and attractive community resource for Hillsdale.
2. Create a pedestrian-, bicycle-, and transit-friendly network to improve circulation and connections throughout Hillsdale.
3. Incorporate design elements which reflect the history and character of Hillsdale into the elements of the transportation system.
4. Enhance transit service to Hillsdale as growth creates increased demand.
5. Ensure that local service streets function as intended.
6. Ensure that parking is efficient, adequate, safe and attractive.
7. Encourage on-street parking where practical.



Looking east from intersection of Capitol Highway and
Beaverton-Hillsdale Highway

Action Chart: Transportation

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS					
T1	<p>Engineer, design, and develop, in conjunction with the Hillsdale Neighborhood Association, property owners, and other affected organizations, the following elements of the <i>Capitol Highway Plan</i>:</p> <p>a. Signalized mid-block pedestrian crossing;</p> <p>b. Realignment of the Sunset/Wilson/Capitol Highway intersection to create a clearly defined intersection, improve pedestrian access and safety, remove unnecessary driveways, improve entrance to Wilson High School, and optimize opportunity sites for development;</p> <p>c. Realignment of the Bertha/Beaverton-Hillsdale/Capitol Highway intersection to allow for more protected turning movements, improve pedestrian access and safety, slow traffic, and optimize opportunity sites for development;</p> <p>d. Reduction of number of curb cuts along Capitol Highway;</p> <p>e. Development of sidewalks along Sunset, 18th Drive, Capitol Highway, Bertha Boulevard, Beaverton-Hillsdale Highway, and at or near Bertha Court; and</p> <p>f. Creation of small public places on Capitol Highway.</p> <p>See notes on page 67.</p>					<p>PDOT, in conjunction with:</p> <p>CPO, HNA</p> <p>CPO, HNA, TM, PPS</p> <p>CPO, HNA, TM</p> <p>CPO</p> <p>Owners, HNA</p> <p>CPO, HNA</p>
T2	Construct safe, attractive pedestrian landings on both sides of the mid-block crossing.			X		CPO, PDOT, HNA, TM
T3	Identify pedestrian crossing opportunities in Hillsdale on streets in addition to Capitol Highway.		X			HNA
T4	Identify and designate pedestrian, bike, and vehicular connections from surrounding neighborhoods as part of Phase Two of the <i>Transportation System Plan</i> .			X		PDOT, HNA
T5	Initiate a neighborhood-generated multimodal transportation plan that identifies and develops a circulation system on public and private property. Consider including nonconventional elements.			X		HNA

Action Chart: Transportation

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
T6	Explore the feasibility of creating short and long term bicycle facilities.			X		CPO, Metro, TM, PPS
T7	Seek funds for and create an enhanced access for pedestrians and bicycles between Vermont and Capitol Highway across the Wilson - Rieke campuses, as shown on Map II-T on page 47.				X	HNA, PDOT, PPS
T8	Work with Tri-Met to improve transit service.		X			HNA
T9	Provide bus shelters and route information to enhance the experience of using transit.			X		TM, CPO
T10	Consider peak-time bus priority lanes on Capitol Highway.			X		PDOT, TM
T11	Pursue traffic calming projects on the following residential streets: <ul style="list-style-type: none"> • Vermont • Burlingame Ave. • Chestnut Street • Chestnut Drive • 18th 		X			HNA, PDOT
T12	Develop a strategy for promoting Capitol Highway as a scenic and historic resource.			X		FOTP, HNA
T13	Improve directional signage for vehicles, pedestrians, and bicyclists to and throughout Hillsdale.		X			PDOT



Drawings by Judy Galantha

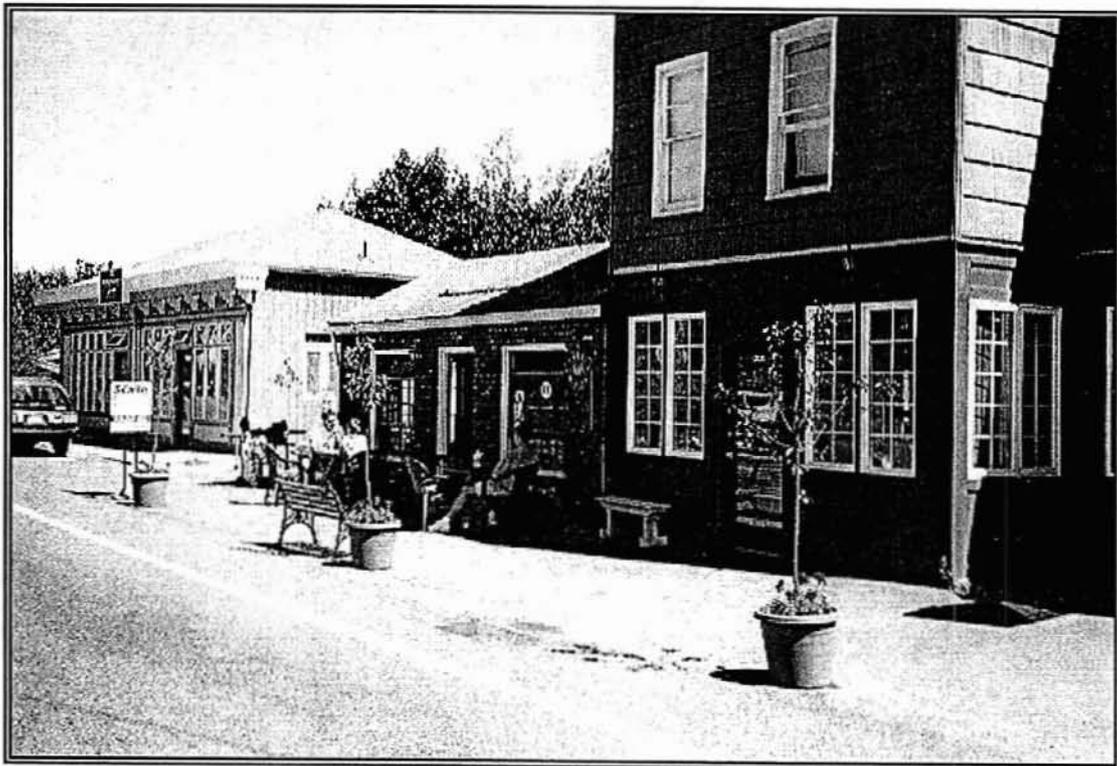
Action Chart: Transportation

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
T14	Identify and develop appropriate on-street parking locations and signage.			X		PDOT, CPO, HNA
T15	Explore on-street parking on Capitol Highway and test, if feasible.			X		PDOT
T16	Install ornamental street lights according to Map II-T on page 47.				X	HNA (lead), Owners, PDOT
T17	Complete the bicycle lanes on Bertha between Vermont and Beaverton-Hillsdale Highway.			X		PDOT
T18	Create a bicycle connection to link Bertha Boulevard west of Beaverton-Hillsdale Highway with Capitol Highway at 21st Avenue.			X		PDOT
T19	Synchronize lights on Bertha through to I-5.			X		PDOT
T20	Re-examine Sunset Blvd to determine the effects of the traffic calming project.			X		PDOT
T21	Examine the following during the <i>Southwest Community Plan</i> process for reclassification/redesignation and adoption as part of Phase Two of the <i>Transportation System Plan</i> , and Metro's <i>Regional Transportation Plan</i> . a. Bertha Boulevard from a Minor Truck Route to a Major Truck Route b. Bertha Boulevard from a Neighborhood Collector to a District Collector c. Capitol Highway from Bertha east to Barbur from a Major Truck Route to a Minor Truck Route d. Capitol Highway from Beaverton-Hillsdale Highway east to Barbur from a Minor Transit Street to a Major City Transit Street e. Vermont from Bertha to Capitol Highway from a Local Service Street to a Neighborhood Collector			X		PDOT, Metro, HNA, HBPA, BOP
T22	As large lots within the triangle redevelop, consider extending DeWitt St. west into the triangle.		X			HNA
	REGULATIONS					
T23	Revise boundaries of the Hillsdale Pedestrian District as shown on Map II-T on page 47. The district boundaries may be modified as part of the <i>Southwest Community Plan</i> .	X				PDOT, HNA

Note: Action Charts were approved by Portland City Council by resolution. They are a starting place. All actions have an identified implementor. They were adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.



Street activity in front of McMenamins along Sunset Boulevard



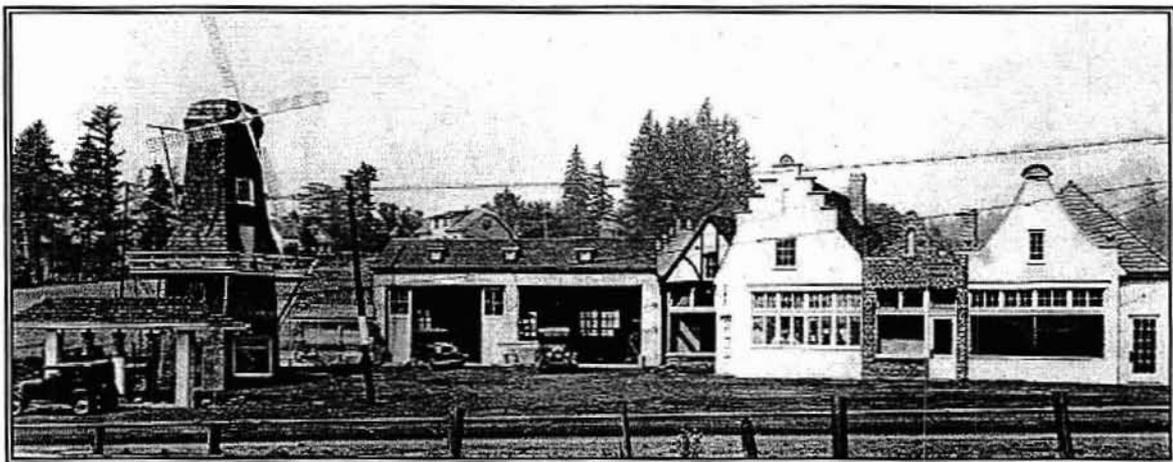
Bertha Station on Capitol Highway

Policy 3. Business Growth and Development

Foster a vital and attractive Hillsdale business district serving the surrounding area. Support commercial developments that are compatible with Hillsdale's scale and character. Provide local employment opportunities.

Objectives:

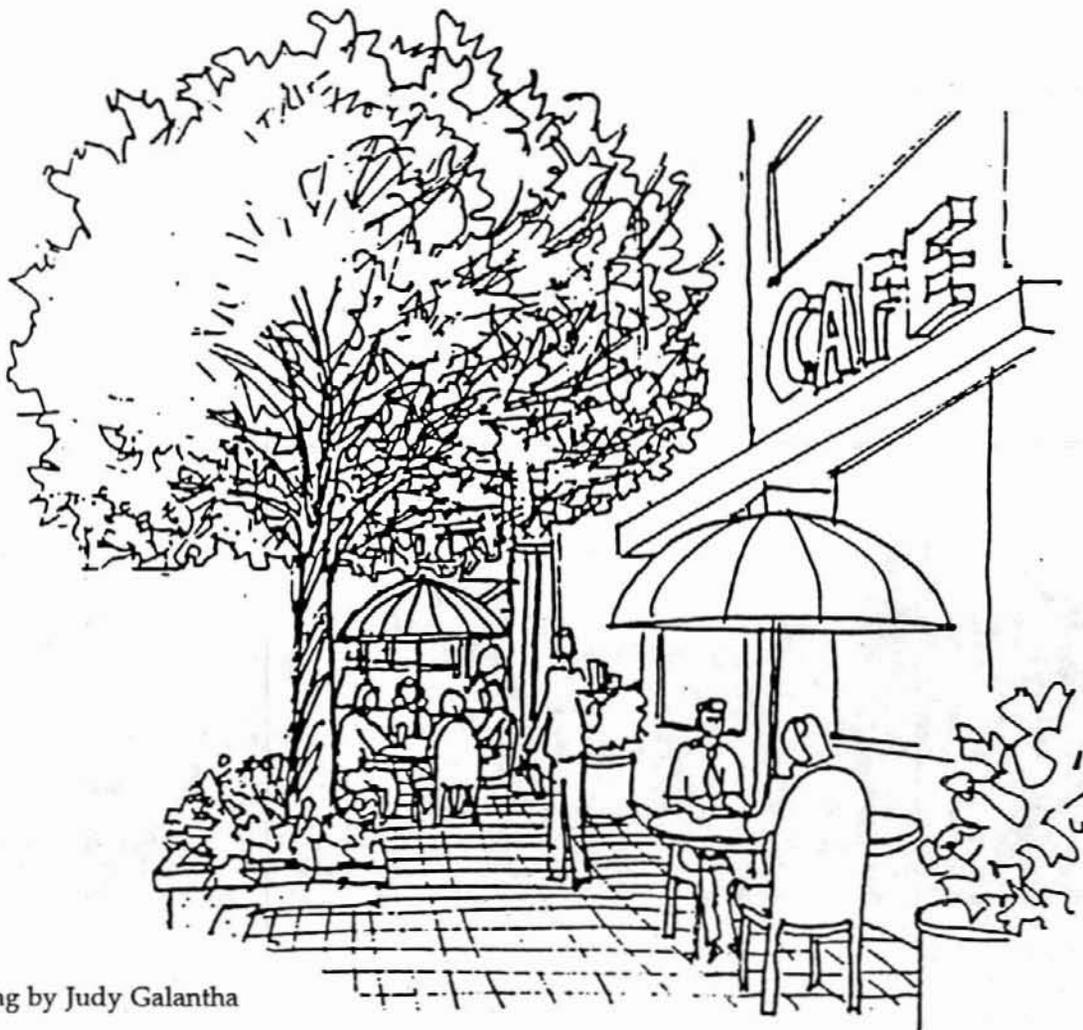
1. Promote the commercial success of Hillsdale.
2. Improve the appearance of Hillsdale's commercial area.
3. Attract investment that contributes to the range of retail, civic and community services in Hillsdale and that meets the daily needs of area residents and businesses, including home-based businesses.
4. Encourage locally owned and managed businesses and properties.
5. Create a unified, cohesive marketing identity for Hillsdale.



Hillsdale, circa 1920's. The Johnson Motors "Dutch Village" Chevrolet dealership and Shell Oil filling station, located near what is now 6357 SW Capitol Highway, the present site of Texaco. The building was destroyed by fire in 1961. (Oregon Historical Society #OrHi 39508)

Action Chart: Business Growth and Development

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS					
B1	Develop and implement voluntary design guidelines for the Hillsdale commercial district.		X			HNA, HBPA
B2	Establish a regular forum for business owners, property owners, the Hillsdale Steering Committee and the Hillsdale Neighborhood Association to discuss the goals and objectives of the Hillsdale community.		X			HBPA, HNA
B3	Develop and implement an organization similar to an Economic Improvement District to fund implementation programs and projects.			X		HNA, HBPA



Drawing by Judy Galantha

Action Chart: Business Growth and Development

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROGRAMS					
B4	Establish coordinated marketing and financing strategies by and for business and property owners in Hillsdale.			X		HBPA, APNBA
B5	Aggressively promote shared parking agreements to help achieve a more efficient use of land and create a more vibrant, compact district.			X		HBPA, CPO, PPS
B6	Continue to identify specific market niches for business investment.		X			HBPA, APNBA
B7	Reduce disruption and displacement of existing businesses when transportation changes occur.		X			PDOT, CPO
B8	Continue hanging flower baskets along Capitol Highway and Sunset Boulevard.		X			HBPA
B9	Continue the annual pancake breakfast and holiday fling.		X			HBPA
B10	Encourage the availability of restrooms for public use.		X			HBPA, CPO

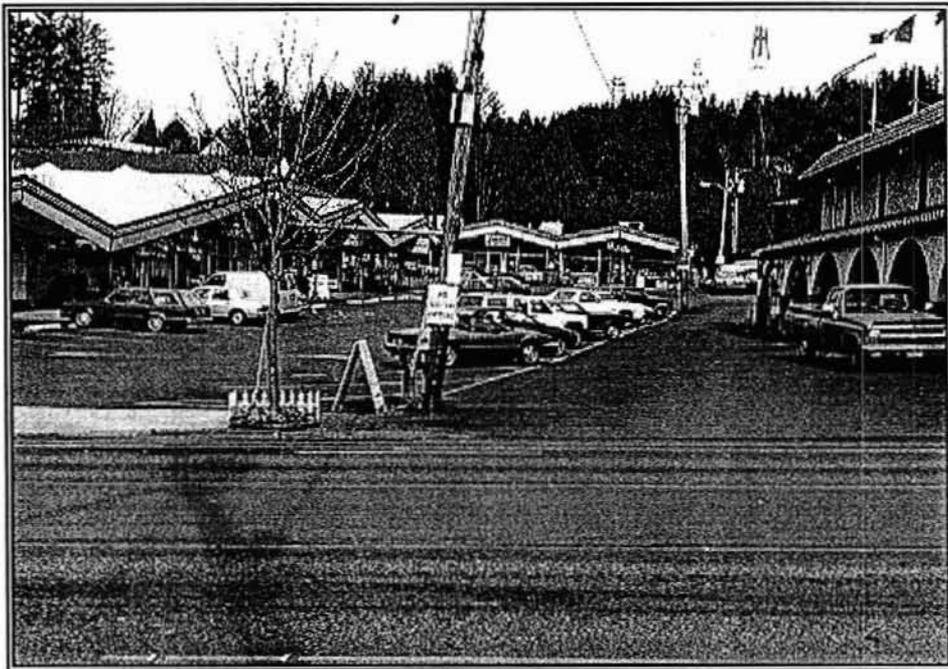
Note: Action Charts were approved by Portland City Council by resolution. They are a starting place. All actions have an identified implementor. They were adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to take action.



From *Southwest Connection*, December, 1996



Hillsdale Shopping Center, looking north. Early 1990s



Hillsdale Shopping Center, 1997

Policy 4. Urban Design

Enhance Hillsdale's character and livability as an attractive urban village by fostering urban design excellence.

Objectives:

1. Foster an individual character and sense of place for Hillsdale.
2. Develop public and privately owned spaces that are safe, attractive, and promote a sense of community.
3. Improve visual quality of the streetscape in Hillsdale.
4. Encourage improvements which create a safe, pedestrian-friendly environment.
5. Work to make Capitol Highway a unifying element within the Hillsdale commercial center.
6. Create works of art, historical markers, and other special design features that increase public enjoyment of Hillsdale.
7. Promote identification, signs and awnings as integral design elements of any development.
8. Ensure that developers, public agencies and the community work interactively on project design and signage so that new projects are compatible with existing commercial and residential neighborhoods and reflect the community and Hillsdale design guidelines.
9. Require design review in multifamily, R2.5, and commercial zones in Hillsdale.

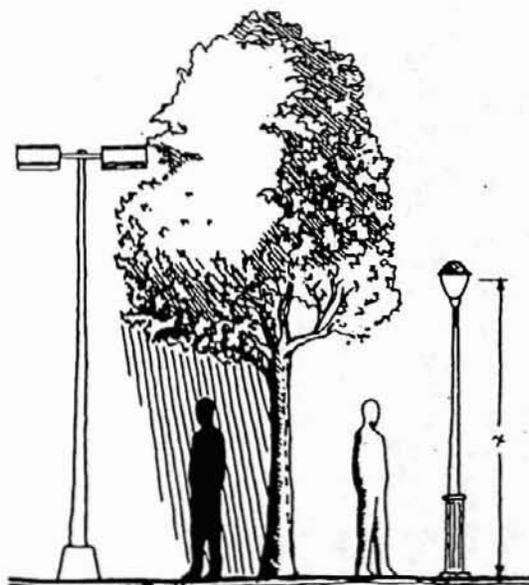
Action Chart: Urban Design

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
PROJECTS						
UD1	Identify, design and create gateways at the entrances to Hillsdale.			X		HNA, Owners
UD2	Create voluntary design guidelines for design elements not addressed in the <i>Community Design Guidelines and Community Design Standards</i> . Provide examples of the desired attributes of single family and multidwelling housing.		X			HNA
UD3	Identify elements that help achieve a safe, integrated, compatible, and diverse design. Include the following: a. street furniture, b. lighting design, c. landscape plants and materials, d. signage, e. stormwater and water features, and f. parking lot treatments.			X		HNA, BES, CPO, HBPA
UD4	Identify parking areas that may be used as open areas for informal gatherings and community events.			X		CPO, HNA, HBPA
UD5	Underground the utilities within Hillsdale.				X	HNA, Owners
UD6	Remove illegal physical impediments from sidewalks to increase the amount of space available for pedestrians.		X			HBPA, CPO, PDOT
UD7	Create a business and property owner - generated Local Improvement District (LID) for the purpose of: a. constructing sidewalks, b. undergrounding utilities, c. providing ornamental street lights, and d. providing other improvements, such as landscaping, benches, and plazas.				X	HNA, Owners
UD8	Create a plan to improve the appearance of the pedestrian-oriented entrance and signage into Wilson High School. See note on page 67.			X		HNA, PPS, CPO
UD9	Design and implement a street sign cap program.			X		HNA
PROGRAMS						
UD10	Encourage the use of public sidewalks, where adequate space for pedestrians can be maintained, and private small open spaces for cafes' outdoor seating and sidewalk vendors within Hillsdale.		X			HNA, HBPA, CPO

Action Chart: Urban Design

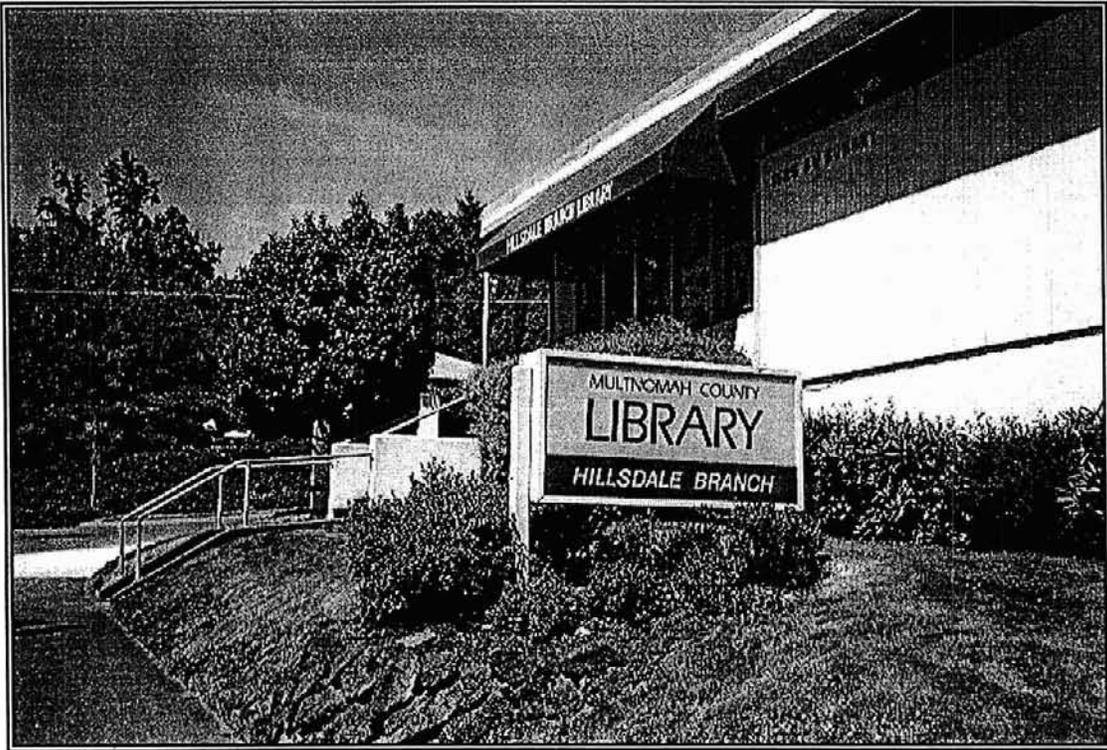
#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
UD11	Design residential developments to respect the scale, visual quality, privacy, security needs, and character of existing neighborhoods.		X			HNA, CPO, Developers
UD12	Encourage projects which function well, use suitable materials, and whose scale is appropriate and compatible.		X			HNA
UD13	Ensure that the location, design and clustering of cellular towers is compatible with the neighborhood.		X			HNA
UD14	Continue sign standards which preclude billboards in Hillsdale.		X			HNA

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Lighting on the right acknowledges that pedestrians, as well as autos, use the area

From Metro, *Main Street Handbook*, March 1996



Hillsdale Branch Library



Getting to know the neighborhood

Policy 5. Community

Foster a growing sense of community in Hillsdale.

Objectives:

1. Enhance the livability, identity and diversity of Hillsdale; promote social interaction and community events.
2. Encourage the use, development and expansion of community facilities and programs to meet the needs of people of all ages.
3. Provide opportunities for citizens to participate in implementing the *Hillsdale Town Center Plan*.



Tree-planting at Vermont and Bertha

Action Chart: Community

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS					
C1	Expand the Hillsdale Branch Library at the current location or at another location within Hillsdale.			X		HNA, MC
C2	Establish an office/storefront to assist the community in keeping informed about and implementing the goals and objectives of this plan.			X		HNA, HBPA
C3	Explore the feasibility, costs, and benefits of covering Wilson pool.		X			BPR, HNA
C4	Create places for teens to "hang out."			X		HNA
C5	Explore the feasibility of establishing a seasonal Farmer's Market in Hillsdale.			X		HNA (lead), HBPA, CPO
C6	Explore the concept of a Local Area Network or other electronic media among Hillsdale area businesses.			X		HNA, HBPA
C7	Develop a committee that creates events for the Hillsdale community.			X		HNA, HBPA
C8	Publicize community events, such as block parties, open markets, picnics, and annual events.		X			HNA, HBPA
	PROGRAMS					
C9	Develop an active partnership between the Hillsdale Business and Professional Association and the new Hillsdale Neighborhood Association aimed at making Hillsdale prosperous, pedestrian-oriented, transit-friendly, and a special place to invest, socialize and do business.		X			HNA, HBPA
C10	Improve communication between the community and public and private schools about community-related activities.		X			HNA (lead), HBPA
C11	Encourage year round community-oriented activities at Wilson High School and Mary Rieke Elementary School.		X			HNA, WB, HBPA
C12	Develop ongoing activities specifically for children, teens and seniors in Hillsdale.		X			HNA, HBPA
C13	Establish business and residential "Block Watch" programs that encourage personal interaction and promote safety.		X			HNA, HBPA, SWNI, Owners
C14	Hold cultural events in Hillsdale.		X			HNA, HBPA
C15	Create programs and activities to support the Wilson High School fine arts programs.		X			HNA, HBPA

Action Chart: Community

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
C16	Utilize community news media as means for dialogue, a source of information, and a resource for shopping.		X			HNA, HBPA, PTAs, SWNI
C17	Utilize the Internet to publicize community activities and events.		X			HNA, <i>SW Connection</i>
C18	Explore the option of creating community gardens in Hillsdale.				X	HNA
C19	Explore ways to celebrate Hillsdale's multicultural diversity.				X	HNA

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Residential and commercial developments:

What's here and what's possible...



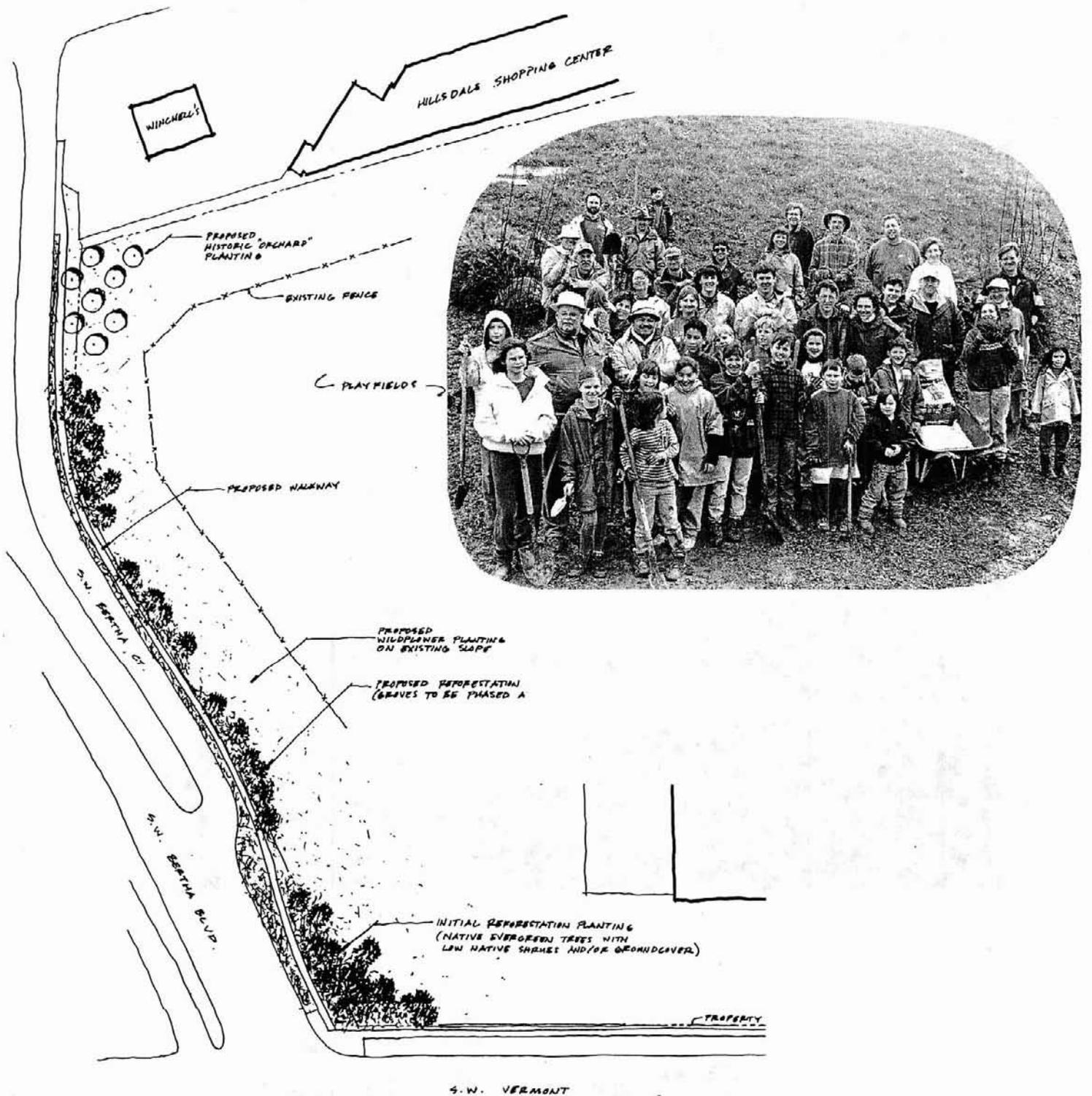


Figure 13. Mary Rieke Hill Reforestation-Environment Project: planting plan and participants

Policy 6. Environment and Recreation

Protect and enhance natural areas, trees, wetlands, watershed health, stream water quality, groundwater recharge, slopes, fish and wildlife habitat, views, and vistas. Provide the citizens of Hillsdale with passive and active recreational opportunities.

Objectives:

1. Retain Hillsdale's green and open character as development occurs.
2. Expand and complete the pedestrian trail system.
3. Encourage the use of plant materials to retain and enhance the natural character of Hillsdale with emphasis on native plants wherever possible.
4. Broaden the use and enjoyment of local parks and school campuses.
5. Promote awareness of human/development impacts on watersheds in Hillsdale, and develop community strategies to minimize the effects on water quality and slope stability as development occurs.
6. Promote awareness of Hillsdale's urban forest and proper tree care.

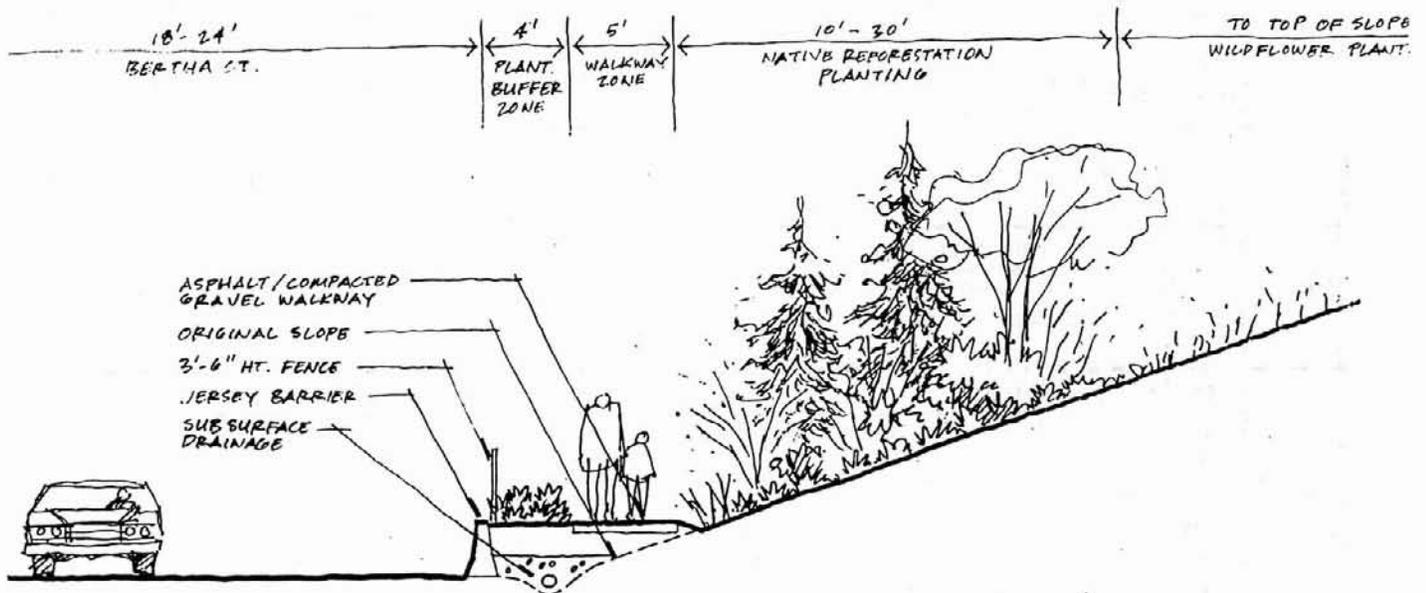


Figure 14. Mary Rieke Hill Reforestation-Environment Project: cross-section of slope

Action Chart: Environment and Recreation

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS: Signs					
ER1	Post signs to indicate the location of bike paths and pedestrian trails (i.e. Marquam Trail).			X		PDOT, BPR
ER2	Provide signs that identify natural features, such as creeks and significant plants.			X		HNA, BES, BPR
	PROJECTS: Trees					
ER3	Plant street trees along both sides of Capitol Highway from Burlingame to Vermont.		X			FOT, HNA, UFD
ER4	Encourage the City to develop standards for tree preservation for all development. Work with the City in developing those standards.			X		HNA, UFD, BES, BOB, BPR
ER5	Create a tree inventory and map for Hillsdale. a. Identify trees and recommend significant trees to the Urban Forestry Commission for Heritage Tree designation. b. Develop a planting plan to enhance tree deficient areas and locations in Hillsdale. c. Encourage business owners and residents to plant appropriate trees and other vegetation throughout Hillsdale. d. Educate the residents of Hillsdale about tree preservation and management practices.		X	X		HNA HNA, UFD, BES, BPR HNA, UFD, BES, BPR HNA, HBPA, UFD HNA, UFD, PPS, Libraries
ER6	Continue implementation of Mary Rieke Hill Reforestation-Environment Project.		X			HNA, PPS, BES
	PROJECTS: Water					
ER7	Pursue the development of alternatives to sidewalks and other impervious surfaces. Consider materials that reduce runoff.		X			PDOT, Owners, HNA, BES
	PROJECTS: Pedestrian					
ER8	Provide trail connections from Hillsdale to Terwilliger Parkway, Willamette Greenway and Fanno Creek.				X	HNA, BPR
	PROJECTS: Parks					
ER9	Identify and implement improvements to DeWitt Park.			X		HNA, BPR
ER10	Rename the Wilson Pool the Hillsdale Community Pool and establish appropriate signage. Obtain the policy and procedures necessary for renaming the pool.			X		HNA
ER11	Identify and consider the acquisition of new parks and open spaces.				X	HNA

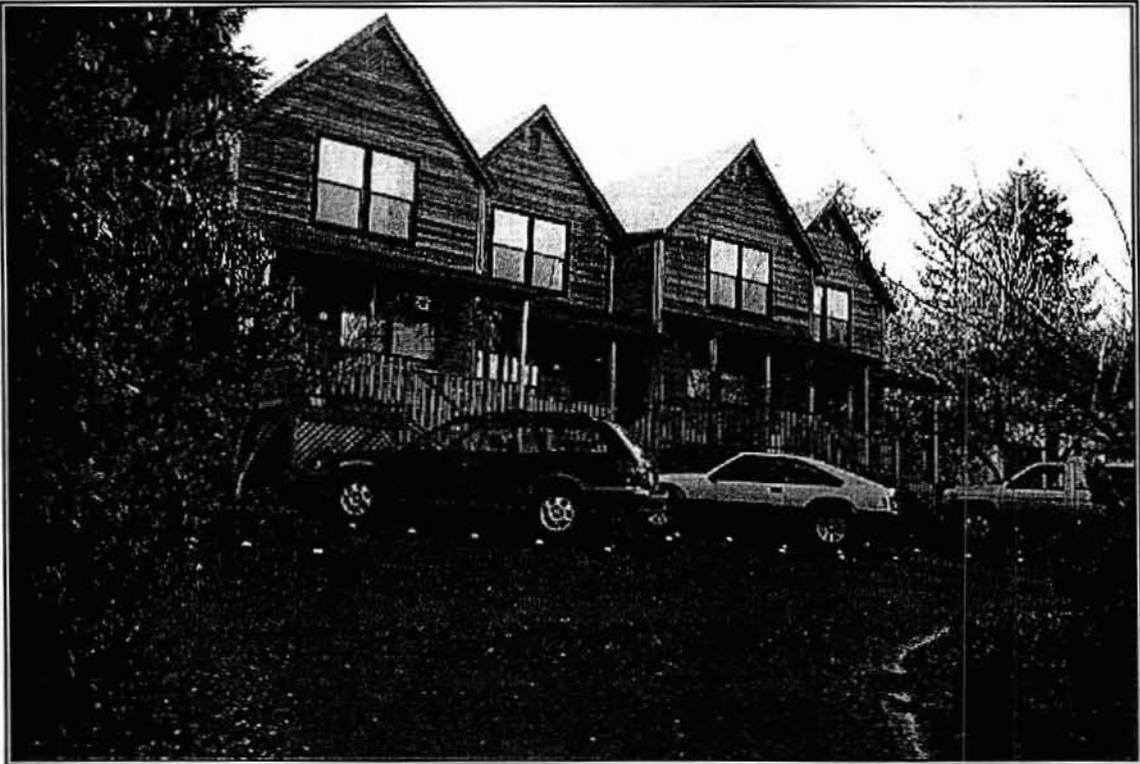
#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS: Environmental Education					
ER12	Develop a program that takes advantage of the educational opportunities associated with the Terwilliger Parkway and Marquam Trail.			X		HNA, FOTP, FOMNP
ER13	Develop local wildlife appreciation classes.				X	HNA
	PROJECTS: Views					
ER14	Identify and protect public views.			X		HNA
	PROGRAMS: Water					
ER15	Manage stormwater run-off and drainage areas to improve recreational/educational opportunities and enhance the environment.		X			BES, HNA
ER16	Encourage the integration of stormwater management (runoff) into the landscape.		X			BES
ER17	Water quality control is required in the Fanno Creek watershed. Encourage water quality facility approaches that enhance the aesthetics of Hillsdale (landscape).		X			BES
	PROGRAMS: Pedestrian					
ER18	Promote the use of pedestrian trails.		X			HNA, BPR
	PROGRAMS: Environmental Education					
ER19	Provide public forums to inform interested citizens about "native" landscaping and reduced water usage.		X			HNA, PWB, UFD, BES
	PROGRAMS: Parks					
ER20	Support the cooperative use of local parks and school campuses for public and private functions.		X			HNA, BES, BPR, PPS
ER21	Improve Rieke soccer field.			X		BPR

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Hopewell House and Apartments



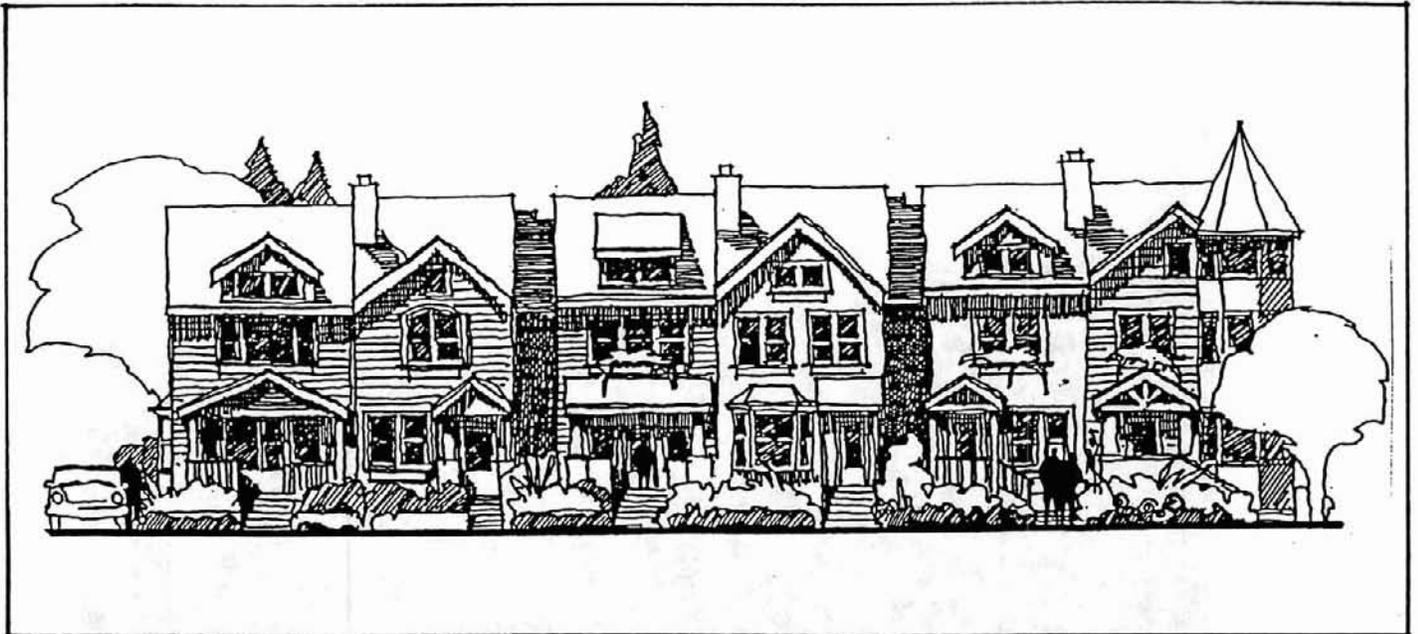
Rowhouses along Capitol Highway

Policy 7. Housing

Create a diversity of well-designed housing within and close to Hillsdale's commercial center.

Objectives:

1. Support housing types and densities that will ensure an adequate supply of safe, attractive and affordable housing.
2. Ensure that new housing contributes to Hillsdale's values as identified in the Urban Design Policy.
3. Encourage the development of housing above commercial spaces.
4. Provide homeowners with increased opportunities to add accessory units to their homes.



Action Chart: Housing

#	Actions	Time				Implementors
		Adopted with Plan	On-going	Next 5 Yrs	6 to 20 Yrs	
	PROJECTS					
H1	Establish a committee to develop and review proposals for affordable housing, including all aspects from location, financing options, plans, and construction.			X		HNA
H2	Promote transit-oriented residential development on Hillsdale commercial property.	X	X			HNA
	PROGRAMS					
H3	Fashion programs to integrate the Turning Point, Hopewell House and Apartments, and Vermont Springs projects into the Hillsdale community.		X			HNA, HBPA
H4	Publicize the opportunity to create accessory units.		X			HNA

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Turning Point Apartments

III. DESCRIPTIONS OF SELECTED ACTIONS

The following are detailed descriptions of several actions in the *Hillsdale Town Center Plan*. They are presented here in a level of detail provided by the Hillsdale Steering Committee acting either alone or in negotiation with identified implementors. Specific proposals are listed in order of their occurrence in the plan. Proposals are identified by the letter-numeric identification shown in the left-hand column of each action chart.

Policy 2 Transportation

T1 *Engineer, design and develop, in conjunction with the Hillsdale Neighborhood Association, property owners, and other affected organizations, the following elements of the Capitol Highway Plan: [Note: Items (a)-(f) are not listed here for purposes of brevity.]*

Items (a) - (f) are included in the *Capitol Highway Plan*, which City Council adopted by Resolution 35490 on January 31, 1996. They are included in the *Hillsdale Town Center Plan* in a greater level of specificity.

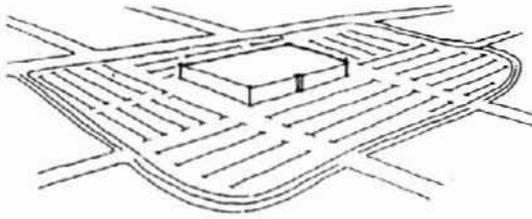
T22 *Install ornamental lights according to Map II-T.*
This note also refers to Map II-T on page 47.

The Portland Public Schools states that its current policy regarding lighting on campuses is to turn off all exterior lights at the conclusion of daily programs, events, and activities. Any pathway lighting will need to be reviewed in terms of district "lights-out" policy. The Hillsdale Steering Committee notes that the action is general and non-specific in terms of design, logistics, and procedures. They anticipate working closely and reaching consensus with Portland Public School on these elements of the project.

Policy 4 Urban Design

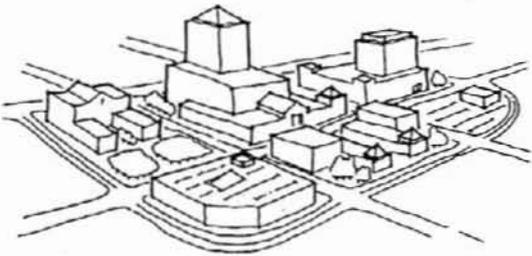
UD9 *Create a plan to improve the appearance of the pedestrian-oriented entrance and signage into Wilson High School.*

This action will not, nor is it intended to, increase automobile use or accessibility into this back side of the Wilson High School campus. The front entrance to the Wilson High School campus is and will remain on Vermont.



Evolution of a strip mall

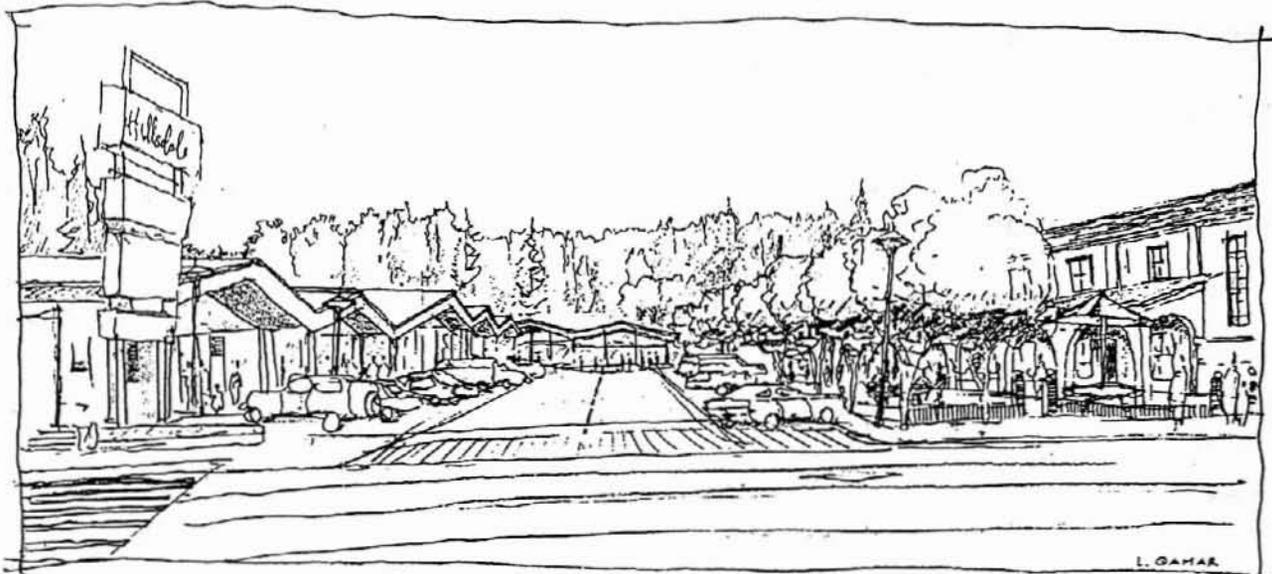
Main streets, like all built environments, naturally change and evolve over time. Malls are remodeled and may go through many different phases in our lifetimes. The recent demolition and reconstruction of Tanasbourne and Jantzen Beach Malls are illustrations of the short lives these retail venues sometimes have.



Growth in the region's population, along with rising property values, may make the land now used in large mall parking lots too valuable for automobile storage. The sketches at left illustrate how a strip mall with an abundant parking lot can evolve over time. Developers call this process "padding-up" referring to the development of additional building pads, or foundations.

Over time, parking lots can evolve to other land uses (illustration courtesy of Snohomish County Transportation Authority "Guide to Land Use and Public Transportation").

Figure 15. Evolution of a Strip Mall. From Metro, *Main Streets Handbook*, March 1996



HILLSDALE CENTER
PHASE ONE

Figure 16. Conceptual sketch of possible future design of commercial area, prepared by Lennertz • Coyle

IV. NEXT STEPS

Section IV identifies two elements which the Hillsdale Steering Committee considers important.

A. Relationship of the Hillsdale Neighborhood Association to the *Hillsdale Town Center Plan*

The Hillsdale Neighborhood Association was formed early in 1997 from two older neighborhood associations. One task of the Hillsdale Neighborhood Association, together with the Hillsdale Business and Professional Association, is to consider how to address ongoing planning and the issues of continuing community development.

The Hillsdale Steering Committee, the organization that developed this *Hillsdale Town Center Plan*, recommends the following actions to the new Hillsdale Neighborhood Association:

1. Determine the most effective means to address ongoing planning issues and community development.
Implementors: HNA, HBPA
Completion date: December 31, 1997
2. Work with the Portland Office of Transportation on the engineering and design plan for the Hillsdale portion of Capitol Highway. This refers to action item T1.

B. Priorities of the *Hillsdale Town Center Plan*

This list was compiled as a guide to the community leaders who will oversee the implementation of this document. While new leaders may find other priorities, the Hillsdale Steering Committee reached a consensus that the following items are to be given the highest priority among all action items listed in this plan. While this list represents the highest priority items, there is no particular order to these items.

- Action T1: Engineer, design, and develop, in conjunction with the Hillsdale Neighborhood Association, property owners, and other affected organizations, the following elements of the *Capitol Highway Plan*:
 - a. Signalized mid-block pedestrian crossing;
 - b. Realignment of the Sunset/Wilson/Capitol Highway intersection to create a clearly defined intersection, improve pedestrian access and safety, remove unnecessary driveways, improve entrance to Wilson High School, and optimize opportunity sites for development;

- c. Realignment of the Bertha/Beaverton-Hillsdale/Capitol Highway intersection to allow for more protected turning movements, improve pedestrian access and safety, slow traffic, and optimize opportunity sites for development;
 - d. Reduction of number of curb cuts along Capitol Highway;
 - e. Development of sidewalks along Sunset, 18th Drive, Capitol Highway, Bertha Boulevard, Beaverton-Hillsdale Highway, and at or near Bertha Court; and
 - f. Creation of small public places on Capitol Highway.
- Action LU2: Create a plan that further integrates the Wilson-Rieke campus into the Hillsdale Town Center.
 - Action LU3: Expand the policies, objectives and actions within the adopted *Hillsdale Town Center Plan* to include the entire Hillsdale Town Center.
 - Action T15: Explore on-street parking on Capitol Highway and test, if feasible.
 - Action T5: Initiate a neighborhood-generated multimodal transportation plan that identifies and develops a circulation system on public and private property. Consider including nonconventional elements.
 - Action B2: Establish a regular forum for business owners, property owners, the Hillsdale Steering Committee and the Hillsdale Neighborhood Association to discuss the goals and objectives of the Hillsdale community.
 - Action UD1: Identify, design and create gateways at the entrances to Hillsdale.
 - Action C5: Explore the feasibility of establishing a seasonal Farmer's Market in Hillsdale.
 - Action C2: Establish an office/storefront to assist the community in keeping informed about and implementing the goals and objectives of this plan.

WHAT DO WE NEED TO SUSTAIN OUR NEIGHBORHOOD?

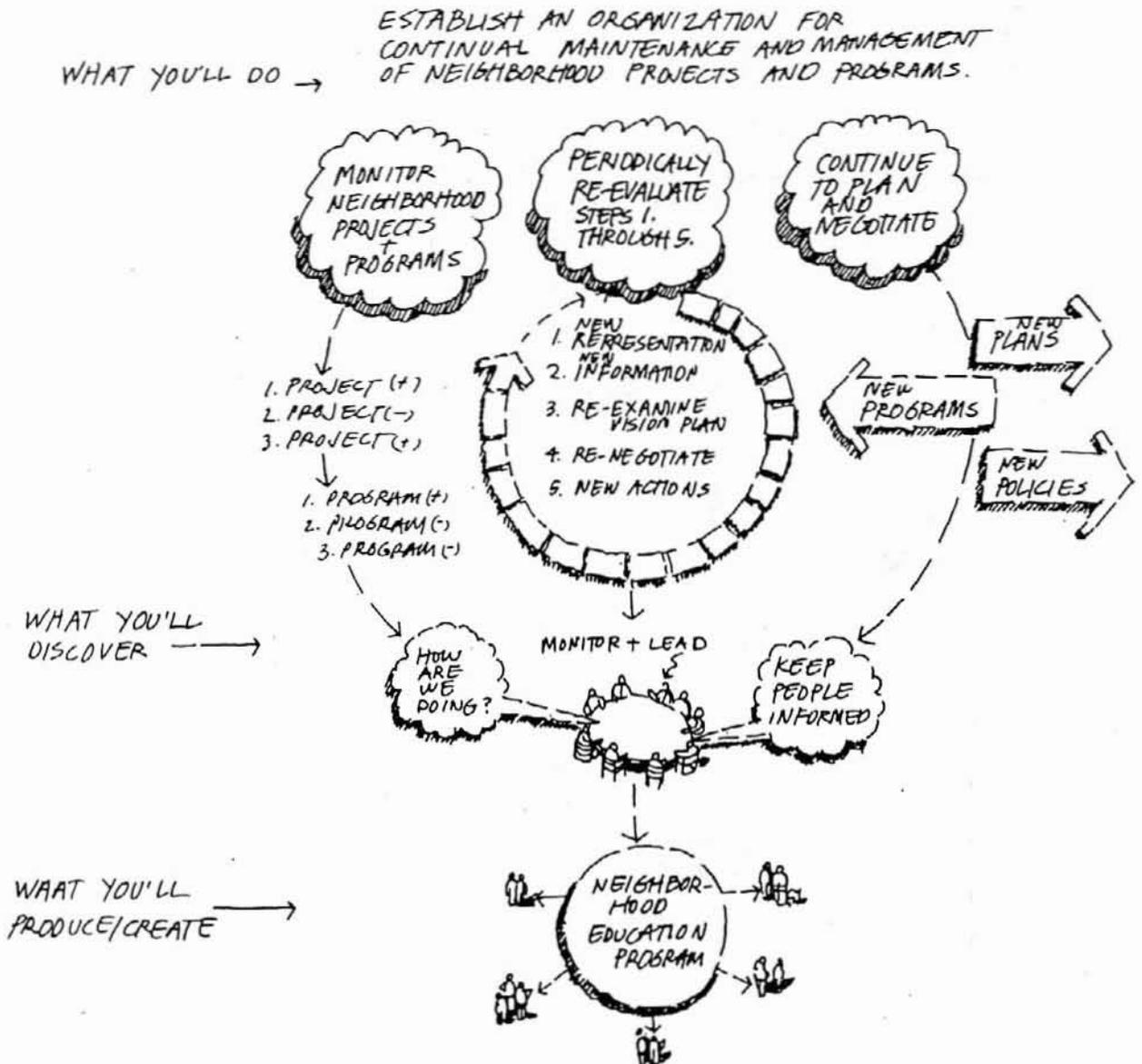


Figure 17: What do we need to sustain our neighborhood?

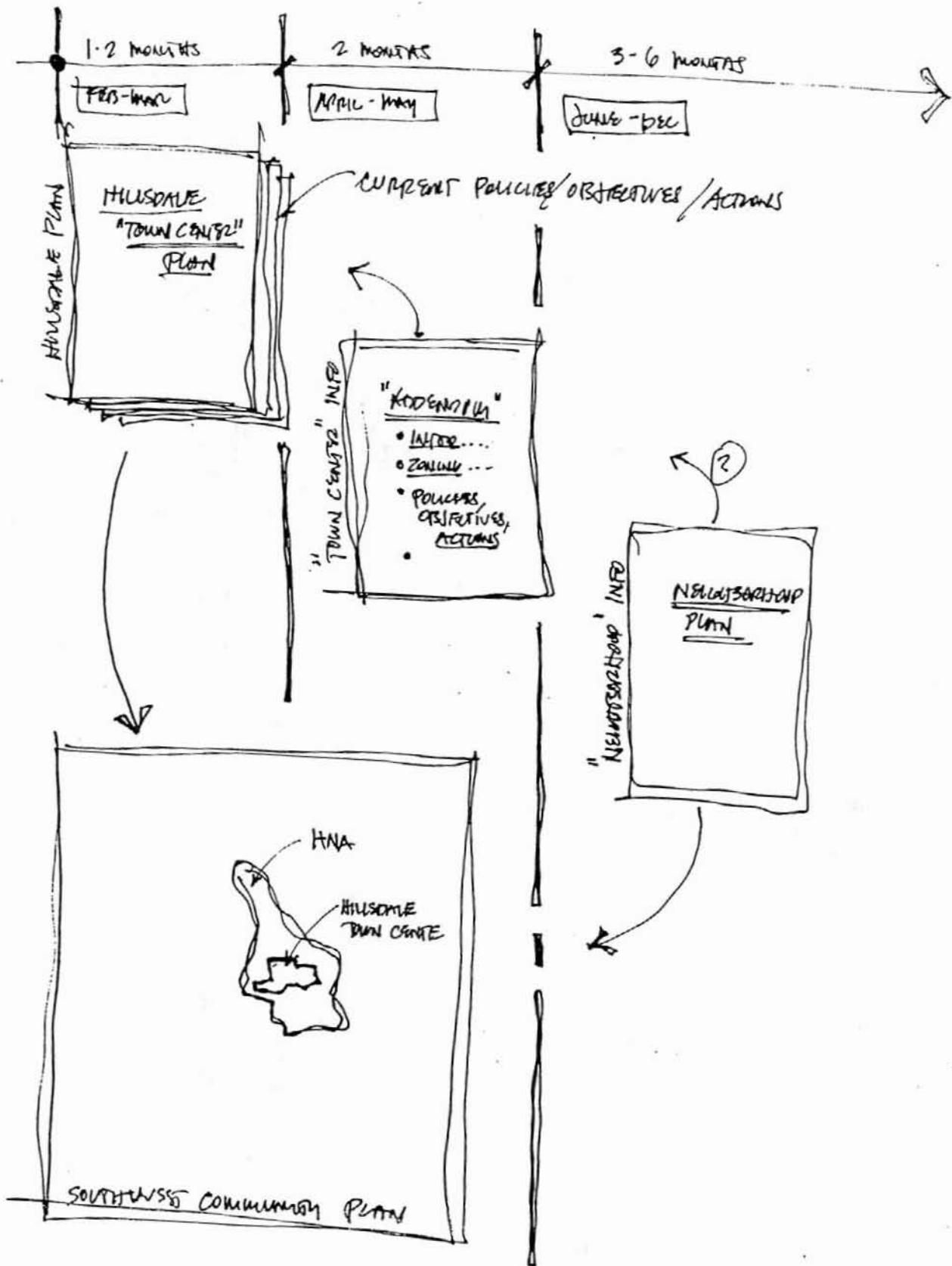


Figure 18: Graphic of Timeline

PLANNING DEPT 779
MAY 1991 7 30 53

171699

ORDINANCE NO.

Adopt and implement the Hillsdale Town Center Plan. (Ordinance; amend Code Title 33)

The City of Portland ordains:

Section 1. The Council finds:

1. Portland's Comprehensive Plan was adopted on October 16 1980, acknowledged for compliance with Statewide Planning Goals on May 3 1981 and updated as a result of periodic review in June 1988, January 1991, March 1991, September 1992, and May 1995.
2. Oregon Revised Statutes (ORS) 197.640 requires cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State laws. Portland is also required to coordinate its review and update of the Comprehensive Plan and land use regulations with State plans and programs.
3. Portland Comprehensive Plan Goal 10, Plan Review and Administration, states that the Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development.
4. Portland Comprehensive Plan Policy 10.2 (Comprehensive Plan Map Review) implements a community and neighborhood planning process for the review and update of the Portland Comprehensive Plan.
5. Portland Comprehensive Goal 3, Neighborhoods, calls for reinforcement of the stability and diversity of the City's neighborhoods while allowing for increased density. The Hillsdale Town Center Plan meets this goal by adjusting zoning to promote a more livable, pedestrian environment, increasing housing opportunities within walking distance of the commercial district, and creating an expanded pedestrian district.

6. Portland Comprehensive Plan Policy 3.6 (Neighborhood Plan) encourages the creation of neighborhood plans to address issues and opportunities at a scale which is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the City's Comprehensive Plan. The Hillsdale Town Center Plan's vision statement, policies, objectives, and zoning implementation measures will serve as a component of the City's Comprehensive Plan.
7. Neighborhood plans are intended to promote patterns of land use, urban design, circulation and services which encourage and contribute to the economic, social, and physical health, welfare, and safety of the neighborhood and the City.
8. The neighborhood plan is an advisory document for directing and managing change over time. The adopted vision statement, policies, objectives, and zoning implementation measures of the Hillsdale Town Center Plan will serve as an official guide to decision-making, public deliberation, and investments.
9. The Hillsdale Town Center Plan was developed by the Hillsdale Vision Group and Hillsdale Steering Committee with participation by residents from throughout the surrounding neighborhoods. The Hillsdale Vision Group initiated the citizen-based planning effort in early 1993 and obtained Bureau of Planning staff assistance in both January 1994 and May 1996. The resulting plan was approved by the Hillsdale Neighborhood Association in January 1997.
10. As part of its budgeting process for FY 1994-95, the City Council directed the Bureau of Planning to facilitate the development of citizen-based planning efforts and prepare such projects for City Council consideration. The Bureau of Planning provided staff support for the Hillsdale Planning process in FY1993-94, FY1994-95, FY1996-97, and FY1997-98.
11. Information used for the formulation of the policies and objectives of the Hillsdale Town Center Plan was based on Portland land use, natural resource, and public infrastructure inventories, economic analyses of Hillsdale businesses, at least 10 neighborhood-wide meetings and open houses, and over 50 committee meetings open to the public.

12. Of the Statewide Planning Goals, Goal 1 (Citizen Involvement), is most directly relevant to the adoption of neighborhood plans. Portland's notification procedures, attendance at and sponsorship of neighborhood meetings and open houses, and the Planning Commission and City Council public hearings maximized opportunities for citizen involvement throughout the plan development process in compliance with Goal 1. All public notification requirements have been met or exceeded.
- The Hillsdale Vision Group was formed in early 1993. A community-wide workshop which included representation from the Hillsdale Business and Professional Association and Bridlemile/Robert Gray and Wilson Neighborhood Associations was held in April 1993;
 - Between April and December 1993, committees formed to analyze the Hillsdale commercial core, infrastructure, and adjacent land uses. This process included Hillsdale residents, commercial property owners, business owners, Metro, TriMet, Portland Public Schools and the City of Portland;
 - In 1993, as part of the Region 2040 process, Metro chose Hillsdale to be studied by Calthorpe and Associates for ways to transform the strip commercial area into a mixed use area. The Portland Department of Transportation began planning to improve the multi-modal aspects of Capitol Highway;
 - In January 1994, the Bureau of Planning agreed to provide planning assistance to Hillsdale in order to develop a citizen-driven plan;
 - In October 1994, the Hillsdale Plan Process Document was published by the Bureau of Planning. A community workshop was held in November 1994;
 - In early 1995 the City hired Tashman Associates to develop an overall concept, including a specific development plan and agenda for action, for Hillsdale. The Hillsdale Steering Committee was formed to guide the specific plan's development.

- Between March 1995 and July 1995, four workshops were held to discuss opportunities and constraints, alternative concept plans, transportation issues and a draft proposed plan. Additional meetings were held with individual business and property owners;
- In December 1995, Tashman Associates submitted a report and recommendations for conceptual design and implementation actions to the City and Hillsdale Steering Committee;
- In May 1996 the Bureau of Planning assigned a planner to help the Hillsdale Steering Committee complete its plan;
- Between May and August 1996, the Hillsdale Steering Committee met weekly to prepare and refine policies, objectives and actions;
- Between September and December 1996, the Hillsdale Steering Committee continued to meet frequently to review comments, negotiate with implementors and prepare a discussion draft;
- On January 8, 1997, the newly formed Hillsdale Neighborhood Association met to discuss the Hillsdale Plan and the discussion draft was reviewed by potential implementors. The Steering Committee met several more times to consider citizen and technical comments and make revisions to the discussion draft;
- On March 11, 1997, the Portland Planning Commission held a pre-briefing meeting at which they asked staff to answer 11 questions regarding the plan, process and relationship with the Southwest Community Plan;
- On March 25, 1997, the Planning Commission held a hearing, at which they received a Draft Supplemental Staff Report answering the 11 questions;
- Between March 25 and April 22, the Planning Bureau received requests for amendments to the Proposed Plan. These plus oral testimony from the public hearing were compiled into the Amendments Report, which Planning Commission received on May 19, 1997;

- On May 27, 1997 the Planning Commission heard public testimony on the Amendments Report and held a work session on the Proposed Plan. At that meeting Planning Commission approved the Proposed Hillsdale Town Center Plan, with the exception of plan district concepts. Planning Commission directed staff to prepare plan district language for a public hearing;
- On August 12, 1997, the Planning Commission held a public hearing on the proposed plan district, which they then approved; and
- On October 16, 1997, the Portland City Council is scheduled to hold a public hearing on the Planning Commission's Recommended Hillsdale Town Center Plan.

Other potentially relevant Statewide Planning Goals are addressed in the Hillsdale Town Center Plan Findings Report, attached and incorporated as Exhibit C.

13. A Technical Advisory Committee (TAC) composed of representatives from public service providers, city agencies, and other governments and organizations participated in the systematic and periodic review of components and drafts of the Hillsdale Town Center Plan throughout its formulation. Members of the TAC are: Bureau of Buildings, Bureau of Environmental Services, Bureau of Fire and Emergency Services, Housing Authority of Portland, Bureau of Housing and Community Development, Bureau of Parks and Recreation, Bureau of Water, Metro, Multnomah County, Office of Transportation, Oregon Department of Transportation, Oregon State Parks, Police Bureau, Portland Development Commission, Portland Public Schools, the Office of Neighborhood Associations, Office of Fiscal Administration and Tri-Met.
14. The Hillsdale Town Center Plan is a citizen-based and initiated effort supported by private, institutional and public sectors of the community. Other organizations whose future action agenda is reflected in the Hillsdale Town Center Plan include the Friends of Terwilliger Parkway, Friends of Trees, and Southwest Neighbors, Inc.
15. Hillsdale Town Center Plan provisions reinforce community development efforts by encouraging the involvement of residents, businesses, and organizations into activities which benefit the Hillsdale commercial center and its surrounding neighborhood.

16. Hillsdale Town Center Plan provisions provide a basis for integrating new housing, residents, and commercial uses into the neighborhood; transportation linkages within and beyond the neighborhood; and development opportunities. The Plan incorporates action charts which ensure that plan policies and objectives will be achieved through comprehensive and realistic implementation programs which involve committed implementors from the public and private sectors of the community.
17. Hillsdale Town Center Plan vision statement, policies, objectives, action charts, changes to the Zoning Code, changes to the Comprehensive Plan and Zoning maps, and its planning process are consistent with the criteria established to evaluate neighborhood plans in the Community and Neighborhood Planning Program adopted by the Portland City Council in May 1994.
 - a. The planning process ensured that all members and organizations of the Hillsdale Neighborhood had the opportunity to participate in each phase of the planning program.
 - b. Over eighty percent of the action chart items have neighborhood and community based organizations as implementation partners.
 - c. The Land Use and Urban Design policies call for the integration of new residential and commercial establishments into the overall framework of the neighborhood and development of a compatible streetscape.
 - d. The Transportation policy stresses the importance of Capitol Highway and of pedestrian, bicycle, and transit accessibility within the Hillsdale Town Center.
 - e. The primary focus of the Environment and Recreation policy is to protect and enhance natural areas and to ensure passive and active recreational opportunities.
 - f. The Housing policy encourages a greater variety and diversity of housing options close to the Hillsdale commercial center.
 - g. The Community policy emphasizes the livability, identity, and diversity of Hillsdale.

18. The Hillsdale Town Center Plan recommends provisions that implement City-wide Region 2040 Goals, Transportation Planning Rule, Livable City, and Comprehensive Housing Affordability policies and strategies.
19. Incorporation of the recommended Hillsdale Town Center Plan into Policy 3.6 of the Portland Comprehensive Plan is consistent with the use of neighborhood plans to address localized issues, concerns, and opportunities within the framework of the City-wide Comprehensive Plan. The Hillsdale Town Center Plan provisions are consistent with the Portland Comprehensive Plan. Issues and opportunities shared by Hillsdale Town Center and Hillsdale Neighborhood with its neighbors are addressed in the Southwest Community Plan and will be addressed through on-going dialogue with adjacent neighborhood associations and business associations.
20. The Hillsdale Town Center Plan is made part of Policy 3.6. Neighborhood Plans, of the Portland Comprehensive Plan.
21. The Hillsdale Town Center Plan includes action charts which are adopted by resolution. These action charts represent a commitment from public and private groups to help the neighborhood implement the policies and objectives of the Hillsdale Town Center Plan. Every listed implementor has agreed to the assigned action item by verbal consent or by submitting a letter of support.
22. On March 25 and August 12, 1997, the Planning Commission held public hearings on the Hillsdale Town Center Plan and Hillsdale Plan District, and, after approving several amendments, recommended approval of the vision statement; policies, objectives, and implementation action charts relating to land use, transportation, community, environment and recreation, housing, urban design, and business growth and development; and amendments to comprehensive plan map designations, official zoning maps, and zoning code for implementation as part of the Comprehensive Plan.
23. The recommendation of the Planning Commission of the Hillsdale Town Center Plan is in conformance with Portland's Comprehensive Plan and the Statewide Planning Goals as more fully set forth in the Hillsdale Town Center Plan Findings. The Findings for the Hillsdale Town Center Plan are contained in Exhibit C. Exhibit C is attached and incorporated by reference as part of this Ordinance.

24. The Notice of Proposed Action and three copies of the Recommended Hillsdale Town Center Plan were mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610 on August 29 1997.
25. It is in the public interest that the recommendations on the Hillsdale Town Center Plan be adopted to direct and manage change in the Hillsdale Town Center.

NOW THEREFORE, The Council directs:

- a. Ordinance 150580 is amended to incorporate as part of the Comprehensive Plan's vision statement, the Hillsdale Town Center Plan Vision Statement, as shown in Exhibit A.
- b. Ordinance 150580 is amended to incorporate the Hillsdale Town Center Plan policies 1 through 7 relating to land use, transportation, housing, environment and recreation, urban design, community, and business growth and development and the objectives associated with each policy, as shown in Exhibit A, into Portland's Comprehensive Plan.
- c. Policies and objectives of the Hillsdale Town Center Plan will be used as balancing policies, that it is mandatory to weigh and balance the Hillsdale policies and objectives with other applicable policies and objectives in the Comprehensive Plan in future legislative changes to planning and zoning provisions of the Comprehensive Plan related to Hillsdale, and that in future quasi judicial cases in the Hillsdale Town Center area that require compliance with Comprehensive Plan goals and policies, that the policies be used as mandatory balancing policies, that it is mandatory to balance these policies with the other policies in the Comprehensive Plan.
- d. The Official Zoning Maps of the City of Portland are hereby amended to reflect the Zoning and Comprehensive Plan Designations shown in Exhibit B (attached to this Ordinance). The amended maps replace pages 75-79 in Exhibit A. The amended quarter-section maps included in Exhibit B are incorporated into this Ordinance by this reference.
- e. Title 33, Planning and Zoning, of the Municipal Code of the City of Portland, is hereby amended to incorporate all Code amendments approved by the Council in Exhibit A. These include a new Chapter entitled Hillsdale Plan District shown on pages 82 - 84 in Exhibit A.

- f. The Transportation Element of Portland's Comprehensive Plan adopted by City Council in 1992 (Ordinance No. 165851) and as later amended is amended to reconfigure the Hillsdale Pedestrian District boundary, as shown on the Pedestrian District Map on page 53 of the Hillsdale Town Center Plan, attached hereto and incorporated by reference as Exhibit A.
- g. Based on the Recommendations of the Planning Commission and the findings of this ordinance, Policy 3.6 (Neighborhood Plan) of the Portland Comprehensive Plan is amended to add the Hillsdale Town Center Plan to the list of neighborhood plans adopted by the City Council.
- h. The Hillsdale Town Center Plan Findings Report, attached hereto as Exhibit C, is hereby adopted and incorporated by a reference as findings which are a part of this ordinance.

Passed by the Council, **OCT 22 1997**

Commissioner Hales
Ellen C. Ryker
October 1, 1997

Auditor of the City of Portland
By

Bette Olson Deputy

35649

RESOLUTION NO.

Adopt the Implementation Action Charts of the Hillsdale Town Center Plan (Resolution)

WHEREAS, the Hillsdale Town Center Plan is a citizen-initiated plan covering the policy areas of Land Use, Transportation, Business Growth and Development, Urban Design, Community, Environment and Recreation, and Housing; and

WHEREAS, Hillsdale Town Center households, businesses, institutions, public and non-profit service providers, and community-based organizations and associations have participated in the Hillsdale Town Center planning process since May 1996 and worked together to develop a shared vision for the town center's future, identify public and private resources for implementation of the plan's policies and objectives, and coordinate strategies among implementors to achieve the town center's envisioned future; and

WHEREAS, the Hillsdale Town Center Plan was systematically reviewed and is supported by the Bureau of Buildings, Bureau of Environmental Services, Bureau of Fire and Emergency Services, Bureau of Housing and Community Development, Bureau of Parks and Recreation, Bureau of Water, Metro, Office of Transportation, Police Bureau, Portland Development Commission, Portland Public Schools, Tri-Met, Office of Neighborhood Associations, and Housing Authority of Portland; and

WHEREAS, the Hillsdale Town Center Plan has been approved by the Hillsdale Neighborhood Association; and

WHEREAS more than eighty percent of the actions listed in the action charts have as implementors community-based organizations and associations such as the Hillsdale Neighborhood Association, Hillsdale Steering Committee, Southwest Neighbors, Inc, Hillsdale Business and Professional Association, Friends of Trees, Friends of Marquam Nature Park, Parent-Teacher Associations, and Friends of Terwilliger Parkway; and

WHEREAS, the action chart implementation framework of 20 years is timed and phased to take into account the incremental achievement of plan policies

and objectives within the limited resources available to identified voluntary plan implementors over time; and

WHEREAS, identification of an implementor for an action item in an action chart is an expression of interest and support with the understanding that circumstances may affect an implementer's ability and timing to take action; and

WHEREAS, the attainment of the vision statement, policies and objectives of the Hillsdale Town Center Plan are dependent upon the coordination of independent actions carried out by private interests, non-profit organizations, area institutions, public service providers and community-based associations over the 20 year period of the Hillsdale Town Center Plan;

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council adopts the implementation action charts of the Hillsdale Town Center Plan which was adopted by the Council as Ordinance No. 171699 on October 22, 1997. It is understood that the action charts which specify the projects and programs are a starting place. Implementors, through their listings in the action charts, demonstrate their interest and support for the Hillsdale Town Center Plan with the understanding that circumstances may affect their ability to take action at the specified time. It is also understood that future circumstances, resource capabilities, and plan performance may require further refinement, replacement, or substitution of existing action chart items and timelines.

Adopted by the Council, OCT 22 1997

Commissioner Hales
Ellen C. Ryker
September 30, 1997

Auditor of the City of Portland
By

Betta Olson Deputy

Appendix B

Abbreviations

BPR	Bureau of Parks and Recreation
BES	Bureau of Environmental Services
BOP	Bureau of Planning
CPO	Commercial Property Owners
FOMNP	Friends of Marquam Nature Park
FOT	Friends of Trees
FOTP	Friends of Terwilliger Parkway
HBPA	Hillsdale Business and Professional Association
HNA	Hillsdale Neighborhood Association
HSC	Hillsdale Steering Committee
HVG	Hillsdale Vision Group
MC	Multnomah County
Metro Owners	Metro (formerly the Metropolitan Service District) Property owners
PDOT	Portland Office of Transportation
PBF	Portland Bureau of Fire, Rescue and Emergency Services
PDC	Portland Development Commission
PPB	Portland Police Bureau
PPS	Portland Public Schools
PTAs	Parent-Teacher Associations for both Wilson High School and Mary Rieke Elementary School
PWB	Portland Water Bureau
SWNI	Southwest Neighbors Inc.
TM	Tri-Met
UFD	Urban Forestry Division (Bureau of Parks and Recreation)
WB	Wilson Boosters

Appendix C Concept Plans Considered for Hillsdale

The driving force of the *Hillsdale Town Center Plan* has been the Hillsdale commercial area. This area generally includes the commercial establishments in the area shown on the next page. In all the earlier plans described on pages 19 through 26, this area was evaluated in terms of its economic viability, its transportation network, and the way the area functions for those who use, live near, or pass through it.

From these evaluations came the following:

1. Businesses are economically successful under the current situation.
2. Capitol Highway is a major thoroughfare between downtown Portland and Beaverton.
3. Pedestrians feel unsafe walking along and crossing Capitol Highway.
4. Bicyclists feel unsafe biking this portion of Capitol Highway.
5. Residents of surrounding neighborhoods would like the area, which has the look and feel of a 1950s mall, to transition from one which functions well as an auto-oriented place to one in which people feel safer and more comfortable.

It is the desire to take this area from its current configuration to an economically successful, community centered village upon which the entire Hillsdale planning process hinges. Between 1993 and 1996, one resident and three consulting firms prepared a series of conceptual ideas and designs to improve the functioning of the Hillsdale commercial center.

Many of these ideas centered on Capitol Highway. Ideas ranged from restriping to allow for bicycle lanes to a landscaped center median, express transit lane, and on-street parking. Some ideas are embraced by all concepts: better sidewalks on both sides of the highway, for example, and a pedestrian pathway through the northern commercial area, perhaps with a public space in the midst of the buildings.

These conceptual drawings are depicted on the following pages in the order prepared and are characterized by the sketches primarily on pages 23 and 26. For various reasons, none of these plans or sketches was endorsed in its entirety by the Hillsdale Vision Group, Hillsdale Steering Committee, Hillsdale Business and Professional Association, nor commercial property owners. While no particular conceptual plan is recommended here, each conceptual plan contains important elements which are desired by residents, property and business owners of Hillsdale. These important elements include:

- * safe pedestrian and vehicle circulation
- * a unified center of mixed uses
- * balanced transportation modes
- * building concentrations at intersections
- * improved transit facilities
- * trees and plantings
- * public gathering places
- * vehicular parking
- * multilevel structures
- * a common identity
- * a safe mid-block crossing

These desirable elements, which form the Vision for the *Hillsdale Town Center Plan*, will be pursued in the future. It is through the policies, objectives, actions, zoning amendments, and plan district requirements in the *Hillsdale Town Center Plan* that the desired transition will occur.

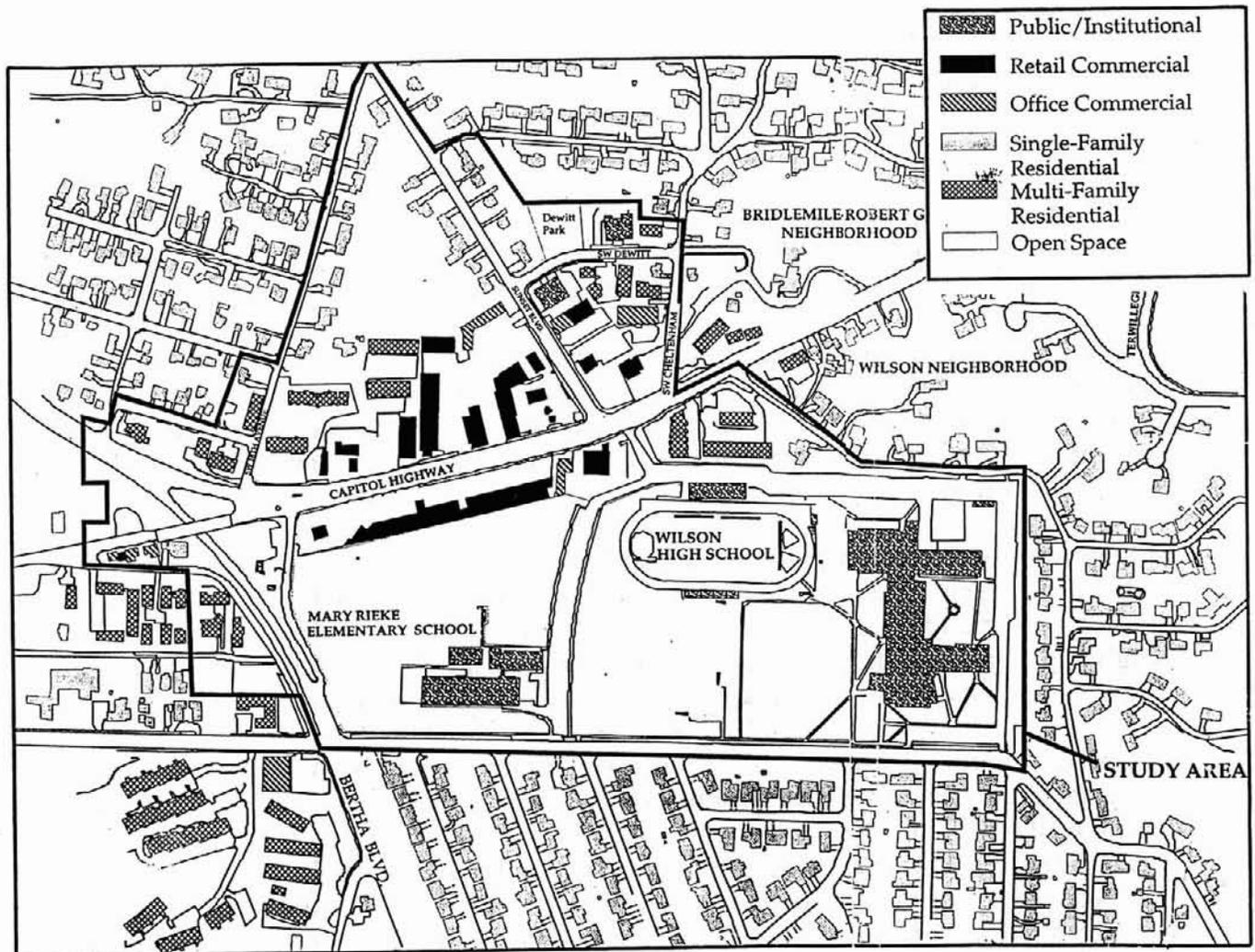


Figure C-1: Current situation: illustration from *Hillsdale Specific Development Plan Report and Recommendations*, Tashman Associates, lead consultant

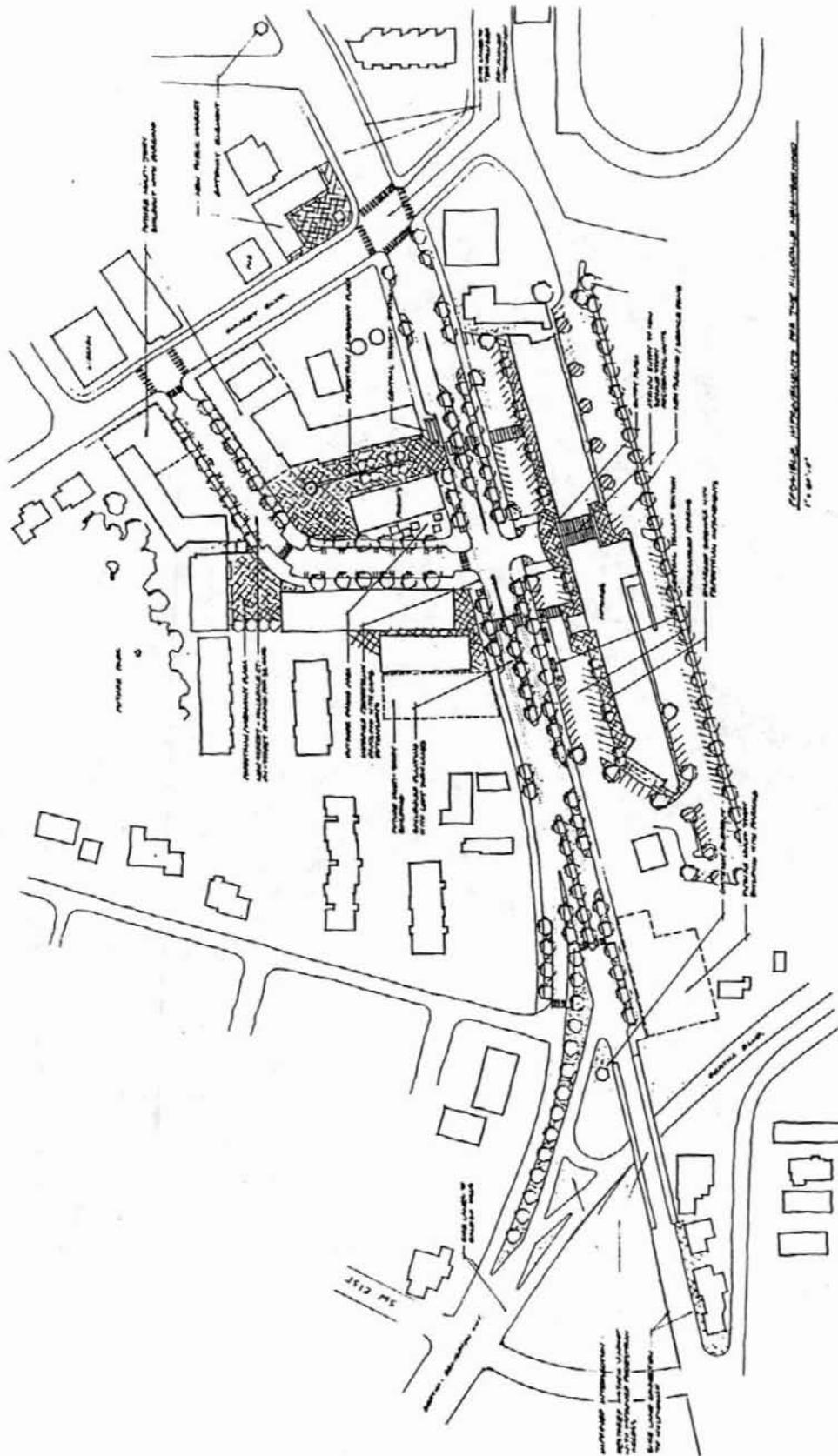


Figure C-2: Concept Plan prepared by Kim Isaacson, resident of Hillsdale

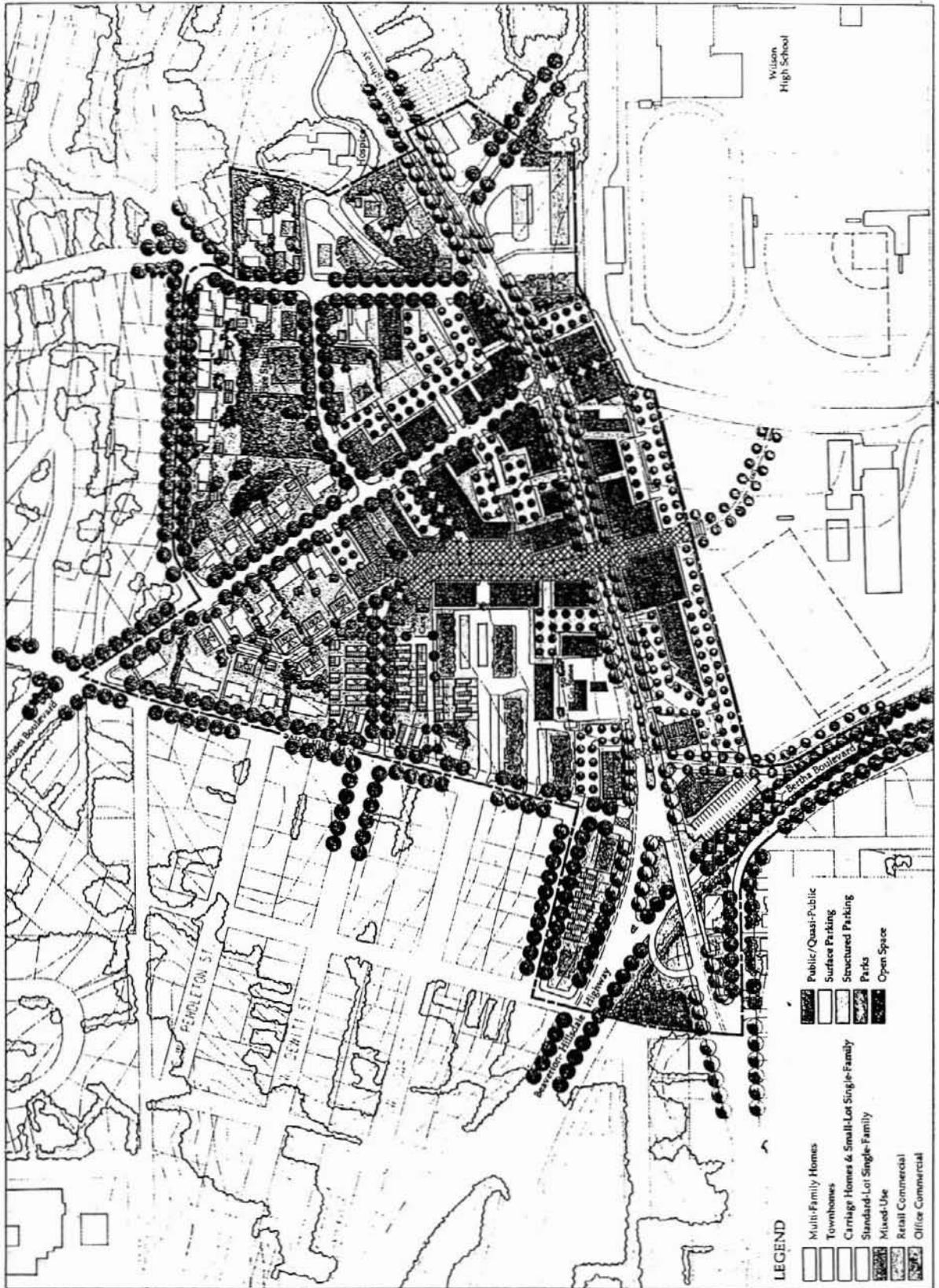


Figure C-3: Concept Plan prepared by Calthorpe & Associates as part of Metro's Design Images

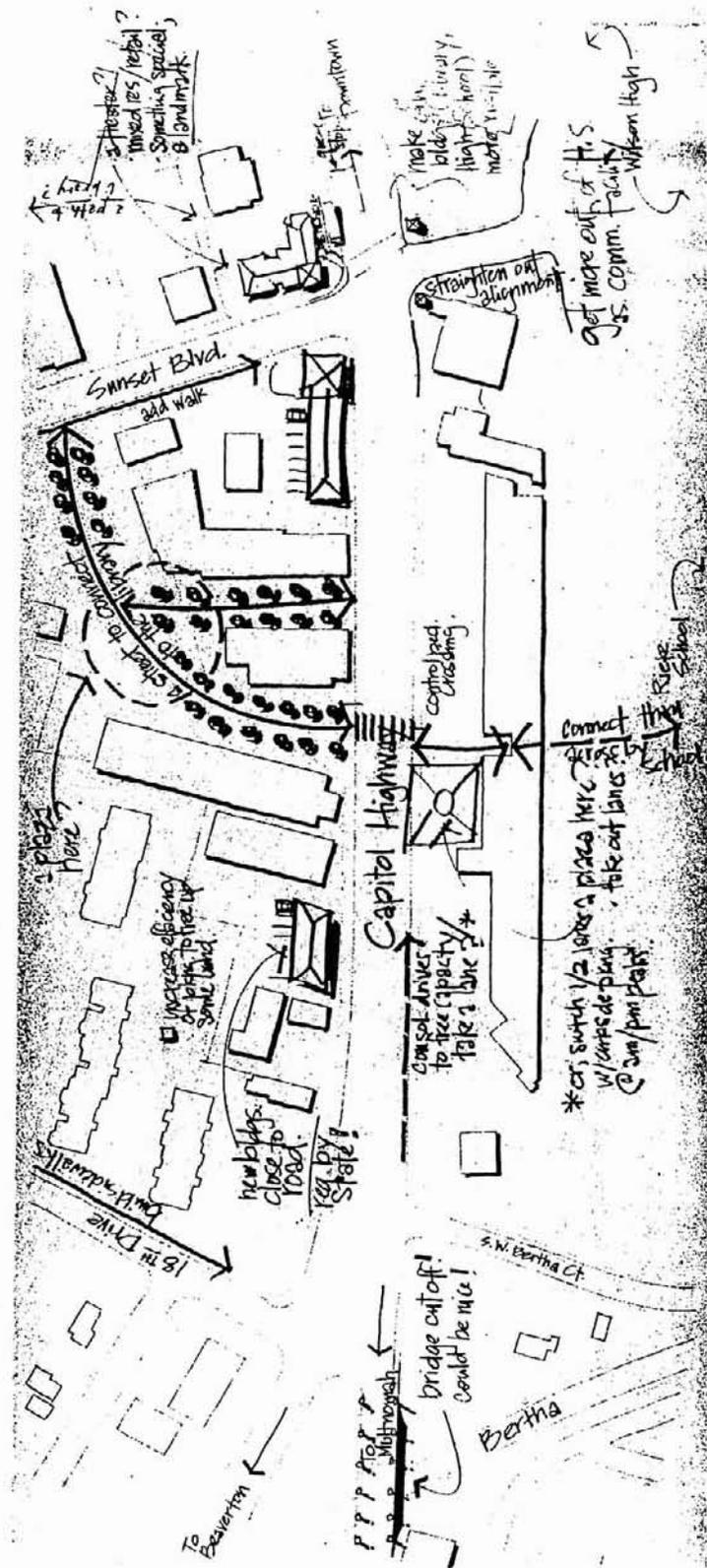
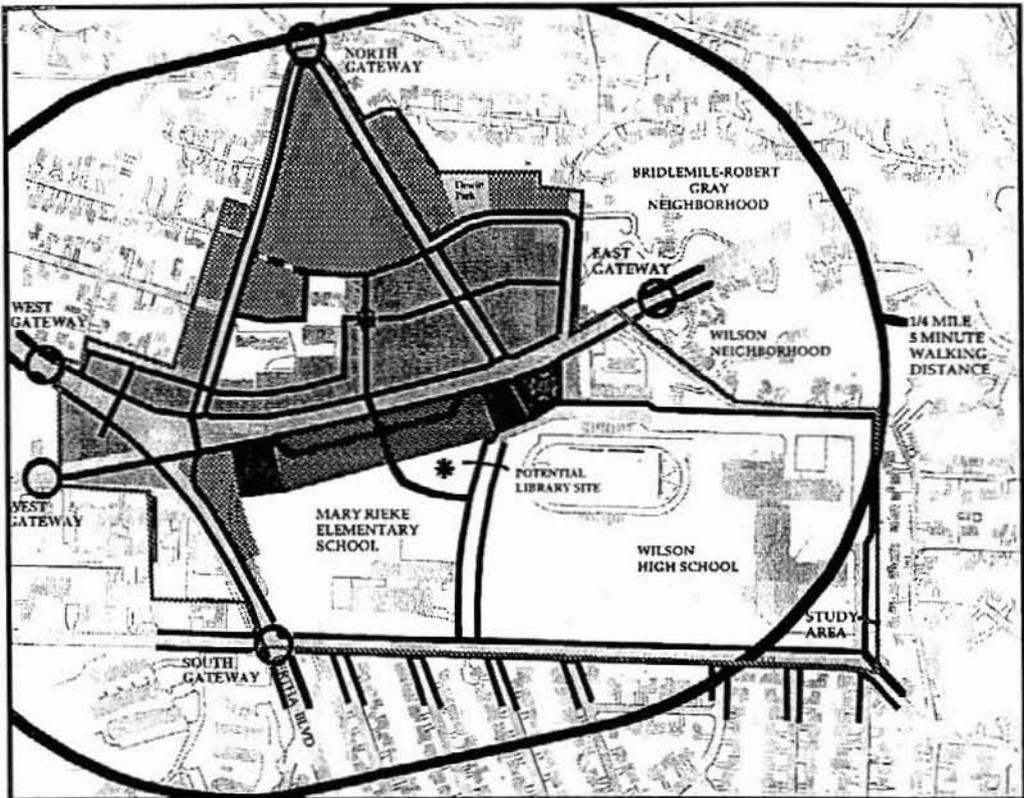
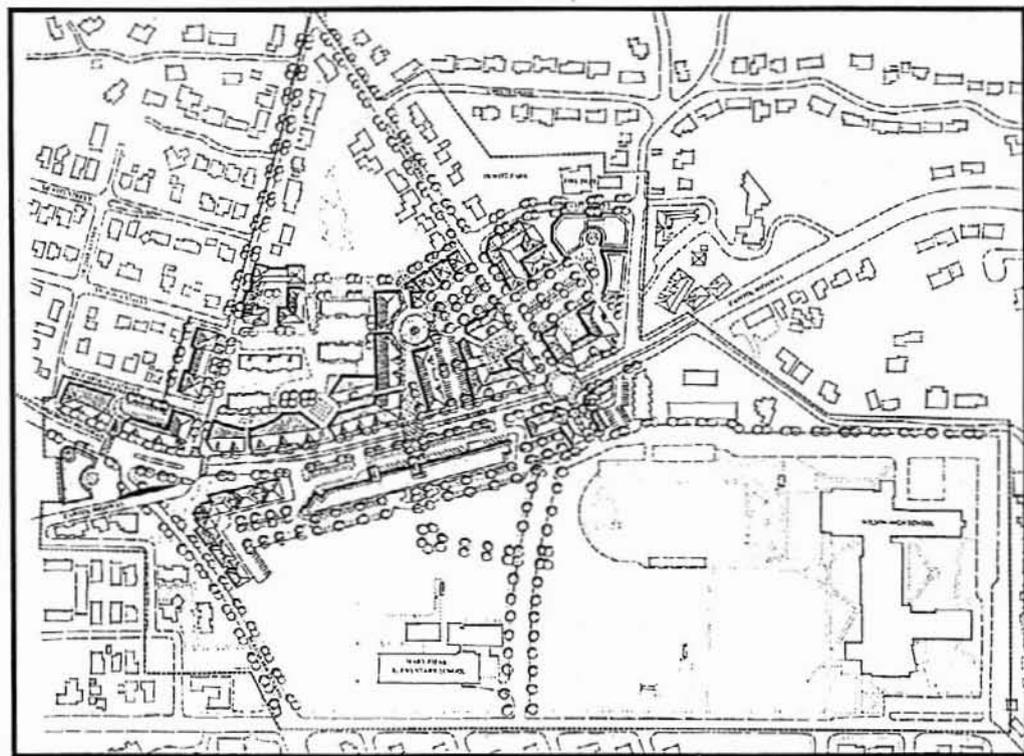


Figure C-4: Conceptual ideas from Michael Freedman's Workshop, November, 1994



Redevelopment Opportunities



Illustrative Plan

Figure C-5: Redevelopment Opportunities and Illustrative Plan, from *Hillsdale Specific Development Plan Report and Recommendations*, Tashman Associates, lead consultant

The following three conceptual design plans were prepared by Lennertz & Coyle, in conjunction with Gibbs Planning Group:

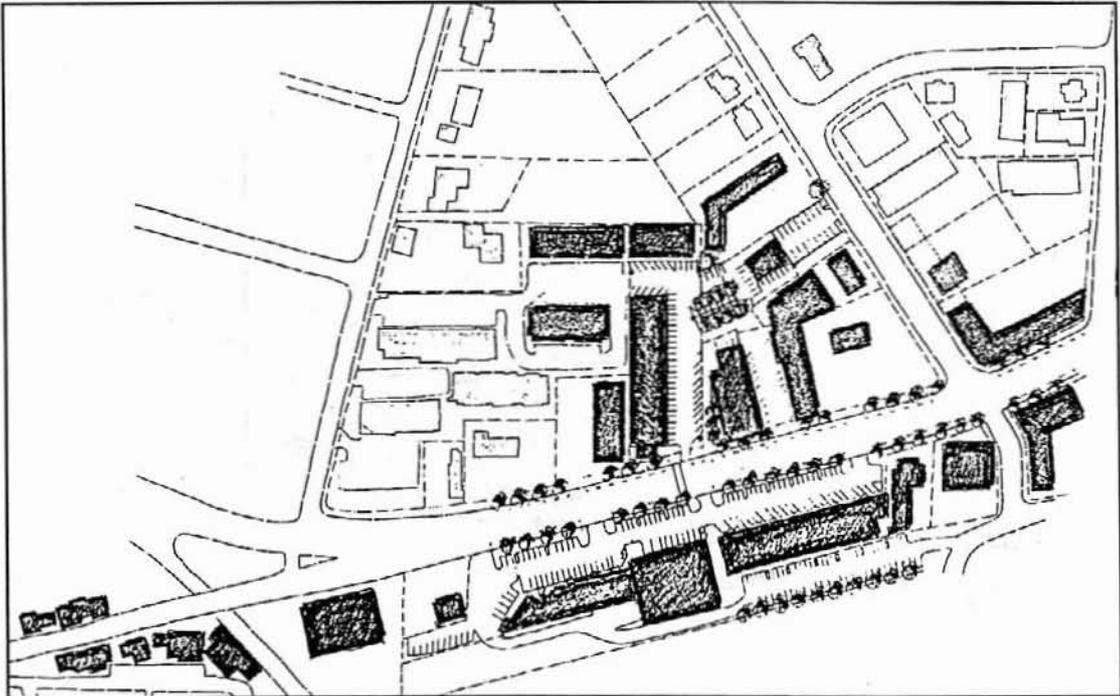


Figure C-6a: Conceptual sketch. No on-street parking.
Parking similar to existing situation

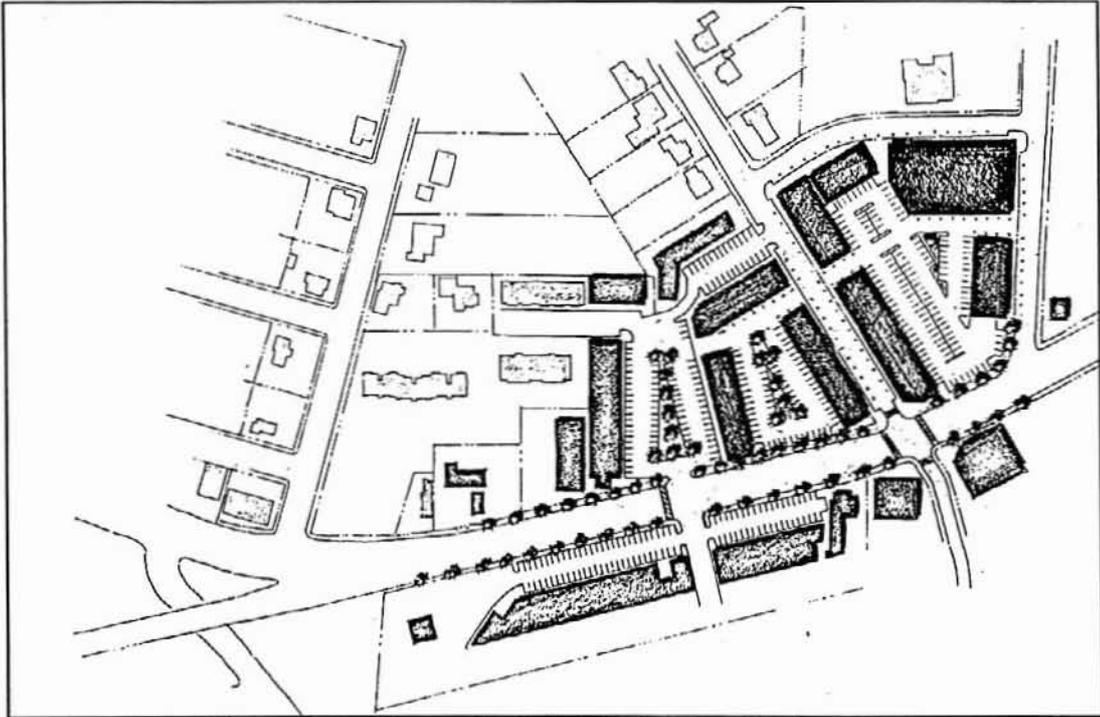


Figure C-6b: Conceptual sketch. No on-street parking.
Orientation moving toward Sunset Blvd.

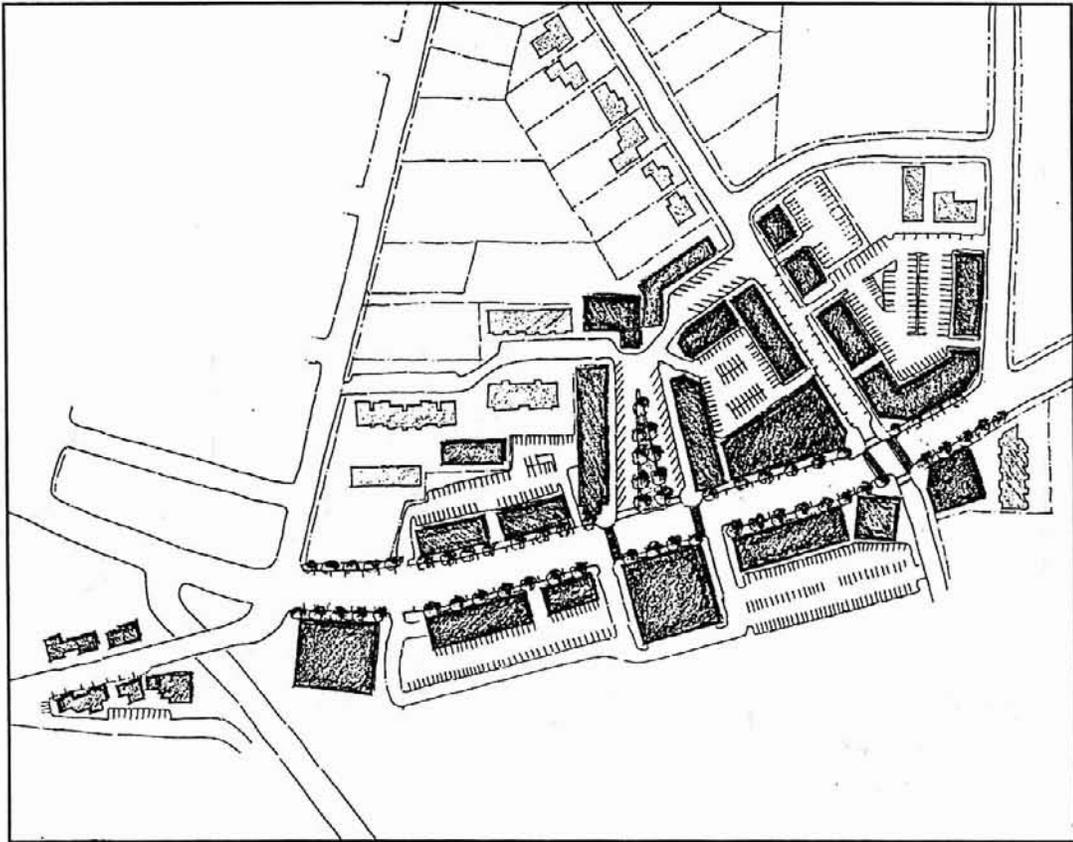


Figure C-6c: Conceptual sketch. On-street parking.
Orientation to both Sunset Blvd and Capitol Highway

Appendix D Capitol Highway Transportation Improvements

The material in Appendix D is taken directly from the *Capitol Highway Plan*, published in January, 1996 by the City of Portland, Office of Transportation. The plan was adopted by the Council on January 31, 1996.

Vision Statement

Capitol Highway is, and will continue to be, a vital linkage within the Southwest Community. We envision a future for this important connection which strengthens its position as a unique community resource. Pedestrians and bicyclists will be able to travel safely and enjoyably along the tree-lined roadway, and motorists will drive slowly and respectfully, creating a safer environment for Capitol Highway's multiple users. This experience will include enhanced crossing opportunities, affording users safe, welcoming connections to Capitol Highway destinations and transit stops.

The physical environment of Capitol Highway will reflect its dual nature: it is a continuous thread through the community as well as a series of unique and interesting components. The rural character of the roadway will link active urban villages, providing for a varied and exciting rhythm. Streetscape elements such as trees, lighting, benches, signage, banners and bus shelters will reflect the history and values of the community, and tie the overall environment together with a language of common elements. In the end, Capitol Highway will be strengthened through its individual components, and will begin to assume a new identify: Capitol Parkway.

5.1.2 Hillsdale

Hillsdale is unique among corridor sectors in that the community participated in a land use and transportation plan for the Hillsdale area concurrently with the Capitol Highway planning process. This provided an opportunity for the City and the Hillsdale community to fully explore the relationships between land use and transportation, and to ensure that the redevelopment proposed for both sides of the right-of-way line would be coordinated and support community goals.

The Bureau of Planning hired a consultant team to coordinate an intensive, eight-month effort. This process included the formation of a steering committee composed of Hillsdale property owners, residents, and business owners, as well as representatives from Metro, Tri-Met, Portland School District, and the City of Portland Bureaus of Planning and Transportation. Also, the planning team held seven public forums at which the Hillsdale community discussed the plan and established priorities.

The end product of the Hillsdale plan coordinates the relationship between transportation improvements and land use concepts in a way that supports Metro's 2040 plan. The specific elements of this plan are recorded here and represent solutions for providing improved pedestrian access while maintaining and enhancing the viability of the Hillsdale commercial core.

The most dominant issue of the Hillsdale planning process was improvement of pedestrian access to the commercial core. The most obvious pedestrian barrier is Capitol Highway itself, which carries approximately 24,000 vehicles a day through the heart of Hillsdale's business district. Not surprisingly, many residents felt that the solution to the

pedestrian problem would be found in removing Capitol Highway as a barrier to pedestrians.

To address this concern, the planning team hired a transportation consultant to explore options for managing traffic through Hillsdale on Capitol Highway. The results of this study are published in a separate appendix to the Capitol Highway Plan (Appendix A: Capitol Highway Traffic Alternatives Analysis), but the basic findings are described here.

In general, Capitol Highway traffic is regional in nature; i.e. it is most heavily used by motorists traveling along Beaverton-Hillsdale Highway to and from the downtown area and OHSU. From a historic perspective, this explains the commercial development pattern in Hillsdale. For the most part, Hillsdale land uses are geared to a mixture of transportation functions: those making regional trips (e.g. gas stations) and neighborhood oriented uses (dry cleaners, bank branches).

The study's purpose was to look for alternative ways of accommodating traffic that flows through the Hillsdale town center. The consultant presented a series of recommendations for the community to consider. These are documented in Table 5.1.

The plan presented three options for the Capitol Highway. The first, called the "Base Concept", describes a series of improvements to enhance Hillsdale as a Town Center while maintaining the existing cross-section (five lanes: two westbound, two eastbound, and a two way left turn lane). The base concept also includes a mid-block signalized pedestrian crossing; sidewalk improvements along Capitol Highway; improvements to the Sunset/Capitol/Wilson and Bertha/Capitol/Beaverton-Hillsdale intersections; and neighborhood sidewalk improvements (figure 5.4).

Hillsdale Specific Development Plan - Transportation Concepts

	Project Elements	Options	Next Steps	Phasing
Base Alternative	Mid-block Pedestrian signal		Location Driveway consolidation	Proceed with next steps
	Provide Wider Pedestrian Facilities along Capitol	<ul style="list-style-type: none"> • ROW acquisition • Parking removal 	Preliminary design Property impacts	Proceed with next steps
	Local Access Improvements	<ul style="list-style-type: none"> • Sidewalks on Sunset, 18th, B-H Highway, Bertha, and through school property • Bike lanes on Sunset and Bertha • Crosswalk - Sunset at Library 	Preliminary Design	Proceed with next steps
	Signalize Bertha/B-H (Eliminate Bertha Court, Transit Queue Bypass)	<ul style="list-style-type: none"> • Reconfigure B-H/ Capitol 	Preliminary design/ feasibility Property access Redevelopment concepts	On hold if Alternative 1B is pursued; Proceed with next steps if Alternative 1A is pursued
	Realign Sunset/ Wilson	<ul style="list-style-type: none"> • With east crossing • Without east crossing • Remove buildings • Retain buildings 	Preliminary design Thru-trip prevention Commercial access Redevelopment Concepts	On hold if Alternative 1B is pursued; Proceed with next steps if Alternative 1A is pursued
Alt. 1A	"Base Alternative" plus remove one eastbound travel lane (maintain extg. cross section)	<ul style="list-style-type: none"> • Transit queue bypass (dedicated transit lane) • Transit priority (signalization) 	Diversion prevention/mitigation Transit stop locations/design Preliminary design	Proceed with Next Steps
Alt. 1B	"Base Alternative" plus remove one eastbound travel lane (narrow extg. cross section)	<ul style="list-style-type: none"> • Pedestrian improvements 	Diversion prevention/mitigation Transit stop locations/design Preliminary design	Further analysis required Hold off on Sunset & Bertha until complete
Alternative 2	"Alternative 1" plus remove one westbound travel lane	<ul style="list-style-type: none"> • Transit queue bypass (dedicated transit lane) • Transit priority (signalization) • Pedestrian improvements 	Regional planning analysis Broad public involvement	Unacceptable impacts - Do not proceed

Alternative 1 includes all of the elements of the Base Concept, and describes a four lane section, removing one lane in the eastbound direction. The resulting extra space can be used for either a transit-priority lane (Alternative 1A) or for wider pedestrian facilities (Alternative 1B). Alternative 2 also includes the elements of the Base Concept, but removes one eastbound and one westbound lane, resulting in a three lane cross section for Capitol Highway.

The final analysis of these three alternatives yielded some interesting results. Alternative 2 was deemed infeasible because of the projected impact on the transportation network in Southwest Portland. If one westbound lane were to be removed, traffic would back up onto Barbur Boulevard, causing unacceptable delays and diversion through West Hills neighborhoods.

The findings for Alternative 1, by contrast, were more optimistic. Removing one eastbound lane would impact the morning peak rush hour, though the removal of this lane would not adversely affect the function of Capitol Highway as part of a regional transportation link. However, the consultants predicted that the removal of an eastbound lane would cause some diversion to neighborhood streets to avoid delays on Capitol Highway or Beaverton-Hillsdale Highway. Among the possible diversion routes are Dosch Road, 30th Avenue, Patton Road, Capitol Highway/Vermont Street, and Bertha Boulevard.

While this diversion issue is not necessarily a fatal flaw for removing one eastbound lane, it points to a critical need: residents of roadways where diversion may occur must be involved in the planning process. The city may consider implementing some measures to discourage such diversions. However, any strategies must be developed within the context of the City's existing transportation policy. That policy does

not permit diversion from a higher classified facility (Capitol Highway/Beaverton-Hillsdale Highway) to a lesser classified facility (Dosch Road or Bertha Boulevard).

Ultimately, the community strongly supported moving ahead with the Base Concept as the prime solution for Hillsdale transportation issues. Some people expressed interest in Alternative 1A (removing one eastbound lane and replacing it with a transit priority lane), which could be addressed as part of the Southwest Community Plan over the next two years. Regardless of the outcome, Alternative 1A does not affect the overall design of the Base Concept.

5.1.2.1 Hillsdale "Base Concept"

As described earlier, six major components make up the Base Concept (Fig. 5.4) for Hillsdale: a mid-block signalized pedestrian crossing; sidewalk improvements on the north and south sides of Capitol Highway; reconfiguration of the Sunset/Wilson/Capitol intersection; reconfiguration of the Bertha/Beaverton-Hillsdale/Capitol intersection; access management between Cheltenham and the viaduct; and development of pedestrian and bicycle connections in the surrounding neighborhoods.

The combination of these elements can truly transform Hillsdale into a successful pedestrian district while maintaining the vitality of the existing businesses. Pedestrians will be able to walk along and cross Capitol Highway safely and comfortably. They will also be able to walk into the Hillsdale core much more easily with the development of sidewalks leading into Hillsdale and the removal of pedestrian impediments at the eastern and western intersections. Each of these elements is described in more detail below.

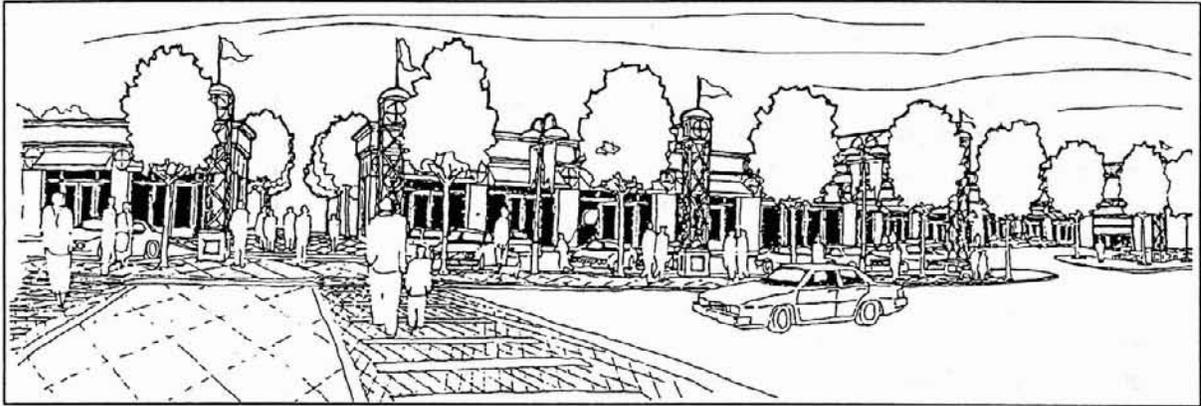


Figure 5.5. Mid-Block Crossing Credit: Stastny Architects

Mid-block signalized crossing

The mid-block crossing of Capitol Highway will remain in approximately the same location as it is now (Figure 5.5). However, this crossing will now have a traffic signal to stop traffic along Capitol Highway and give pedestrians a protected crossing. The details of how the signal will operate (push button or timed; amount of delay, etc.) have not been worked out yet. However, the goal is to provide pedestrians with as much safety, comfort and convenience as possible.

In placing the mid-block crossing it will be very important to consider the existing land uses on either side of Capitol Highway, as well as current and future pedestrian circulation patterns. Currently, the commercial buildings on the south side of Capitol Highway block pedestrian access from neighborhoods south of the Wilson High School/Rieke Elementary School campus. By opening the middle of the building to pedestrian access, pedestrians will be able to travel through the school campus and link directly to the mid-block crossing. On the north side, the crossing directs people to the sidewalk in front of the Key Bank building, providing a connection into the center of the north side commercial area.

Some driveways — those that currently open on to Capitol Highway where the crossing

meets the curb — will have to be closed to safely accommodate pedestrians. On the north side, this is simply a matter of moving the parking entrance to the east about 20 feet and eliminating the driveway that currently functions as the fire lane. While the fire lane would be maintained, a mountable curb would replace a driveway entrance to force motorists to use the parking entrance only.

On the south side, the driveway in front and just east of Nature's would be closed, allowing for a clear connection through the commercial buildings on the south side (Figure 5.6).

A major element in the concept for the mid-block crossing is the placement of "landing areas" on both sides of the crossing. These are small plazas that allow for a comfortable and safe landing zone for pedestrians crossing the roadway. These areas would require removal of 2-3 parking spaces on the north side of Capitol. However, the driveway closure on the south side would not cause any parking to be lost.

Improved sidewalks on the north and south side of Capitol Highway

One of the major impediments to pedestrian travel in Hillsdale is the lack of adequate sidewalks in the core area, especially on the north

side of the roadway. The north side currently has between zero and two feet of public right-of-way available for pedestrians, meaning that pedestrians are currently travelling on private property. In addition, the existing sidewalks vary in width, quality and safety, providing a surface that does not serve any user well.

The Base Concept calls for construction of a 15' wide pedestrian zone on the north side of Capitol Highway (Figures 5.6, 5.7). This will provide adequate space for pedestrians, as well as adding consistency to the pedestrian environment. Currently, two buildings (Poncho's and Bank of America) sit within this 15' zone, and the sidewalk will simply become narrower in these locations. However, if these two properties are redeveloped, the new buildings must be set back, as described in City of Portland Ordinance #152147 so that the 15' sidewalk is maintained along the property frontage (Figure 5.8).

Figure 5.6. North Side Sidewalk - Option A

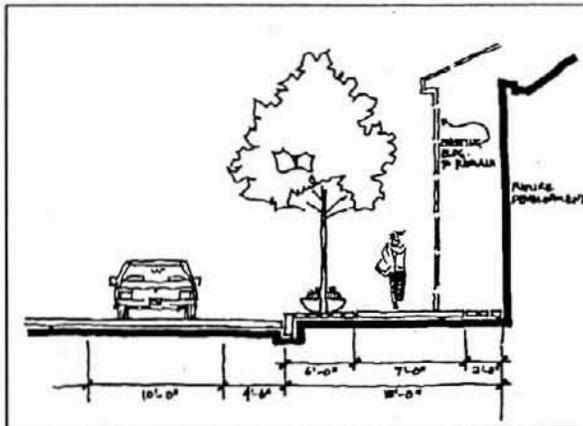
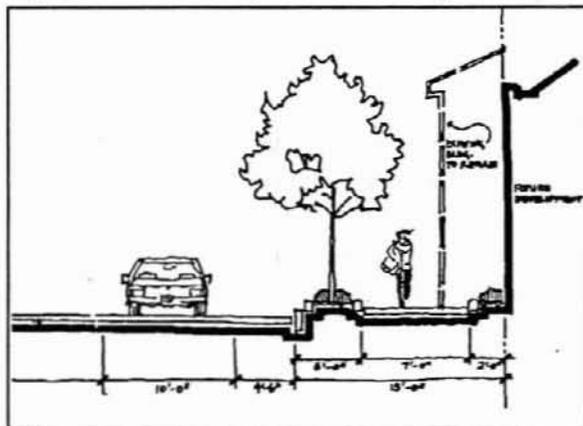


Figure 5.7. North Side Sidewalk - Option B



The south side offers little opportunity to provide better sidewalks without affecting the existing parking areas. This is especially true of the sidewalk in front of the eastern half of the Hillsdale Shopping Center, where there is no flexibility to take space from the parking lot to create sidewalks.

However, in front of the western end of the center, there is the opportunity to narrow the existing parking area from 75 to 60 feet (a standard width for two-way parking lots) and to use this extra 15 feet to enhance the sidewalks along Capitol Highway, as well as in front of the shops.

Obviously, the enhancement of the sidewalks in the core area can only occur through cooperation of the property owners on both sides of Capitol Highway. However, the overall concept of providing these facilities should have minimal impact on the existing uses, as parking and access will be maintained at current levels.

Figure 5.8. North Side Sidewalk - Sketch



Sunset/Wilson/Capitol Highway Intersection Realignment

This intersection is a major gateway into Hillsdale and is also the location of the most heavily used transit stops. Of particular concern is better pedestrian connection between Wilson High School and Rieke Elementary School on the south side and the transit stops along Capitol Highway. Currently, pedestrians are prohibited from crossing on the eastern leg of the intersection, which prevents a direct connection between the school campus and the new transit stop on the northeast corner of Capitol and Sunset.

The intersection concept extends Sunset approximately 150 feet south of Capitol Highway. This will not only provide for a clearer intersection and better pedestrian crossing opportunities, but it will also provide access from neighborhoods north of Capitol Highway into the Wilson/Reike campus. Also, removal of the driveway in front of Nature's for construction of the mid-block crossing will require that access for deliveries and employees be accommodated at this intersection.

This proposal presents some important opportunities beyond the extension of the Sunset roadway. First, the new leg of the intersection would provide for redevelopment opportunities on both the east and west sides of the new

street. This could set a tone for the kind of redevelopment the community would like to see in the Hillsdale commercial core (Figure 5.9).

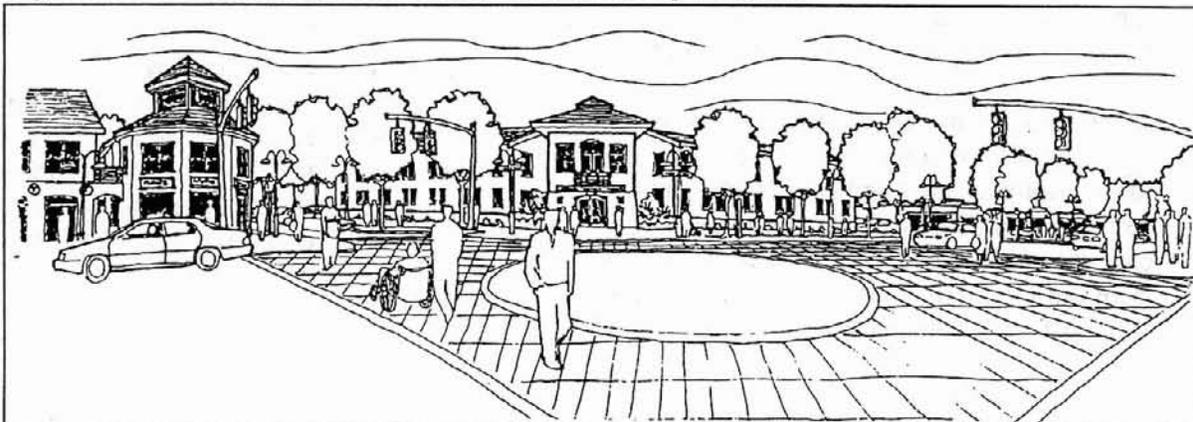
Another opportunity is to create a gateway into the Hillsdale town center. The intersection lies at the high point of the commercial area and is very visible as one enters or exits Hillsdale. Even if redevelopment does not occur immediately, there is an opportunity to create a gateway feature in this location. This could take the form of a pocket park, especially on the southeast corner of the intersection, where the property is owned by the school district.

Bertha/Beaverton-Hillsdale/Capitol Highway Intersection Realignment

Anyone who has tried to walk or bike through this complex intersection knows the obstacles it presents. The primary reasoning that led to the proposed reconfiguration is to simplify traffic patterns in a way that are more understandable to motorists, bicyclists and pedestrians.

The proposed design for this intersection (Figure 5.12) "cleans up" the movements of all users by bringing Bertha Boulevard and Capitol Highway perpendicular into Beaverton-Hillsdale Highway. This allows for more protected turning movements to be

Figure 5.9. Sunset/Wilson Intersection. Credit: Stastny Architects



made at the intersections (e.g., left from Capitol Highway at the viaduct to westbound Beaverton-Hillsdale Highway).

Beyond the benefits to cars, however, are some key benefits to pedestrians. Currently, pedestrians who attempt to walk along the south side of Beaverton-Hillsdale Highway into the Hillsdale core must negotiate very wide expanses of roadway. Neither motorists nor pedestrians have a good indication or signage as to where pedestrians should be walking. Squaring Bertha Boulevard and Capitol Highway allows pedestrians to cross a much shorter distance and forces cars to slow down when turning at these intersections. Also, motorists expect to see pedestrians at intersections such as these, and therefore will be more aware of pedestrians trying to cross the roadways.

Both intersections would have traffic signals, allowing for protected pedestrian crossings as well as automobile turning movements. This would allow vehicles travelling north on Bertha Boulevard to turn left with the aid of a signal, a situation that does not currently exist.

One major benefit to the Hillsdale town center by this improvement is the elimination of Bertha Court. Elimination of this leg of the intersection will clarify turning movements and help the intersection function more efficiently. The realignment will also free up the land currently used by Bertha Court. This parcel and other state-owned land present a sizable redevelopment opportunity. Like the Sunset/Wilson intersection, this can provide an opportunity for a new development that promotes the community's vision for the town center.

A few issues remain to be explored as part of the intersection realignment. One is the need to determine if any additional traffic will use 18th Drive as a result of the realignment. Some concepts may be applied to discourage drivers from using 18th as a shortcut. These include making 18th a right-in/right-out only intersec-

tion; making it a one-way street; or prohibiting access from Capitol Highway/Beaverton-Hillsdale Highway. These issues must be explored with the residents of Bridlemile/Robert Gray and 18th Drive as the design for this intersection becomes more definitive.

Another option for this intersection, which will continue to be explored when funding is provided for the realignment, is to remove the viaduct over Bertha Boulevard and create an at-grade intersection. This arrangement would also help town center redevelopment by eliminating Bertha Court and providing development opportunities at the west end of Hillsdale. However, a few issues need to be worked out with both concepts before a decision is made, including costs, impact on the environmental zones along Bertha Boulevard and Beaverton-Hillsdale Highway, historic resources, and traffic impacts.

Access Management

One of the primary causes of congestion on Capitol Highway through Hillsdale is the number of access points for properties fronting the roadway. Each turning car adds friction to Capitol Highway traffic, and each turning movement creates an opportunity for an accident.

Because of the current property and building arrangements, however, most of these access points are necessary. The number of curb cuts in Hillsdale will only be reduced as property redevelops. To that end, access should be limited to one curb cut for every 300 feet of property frontage along Capitol Highway. When combined with the land use concepts identified for the commercial area, a policy of limiting access points will encourage property owners to design shared driveways and parking behind, rather than in front of, buildings that front on Capitol Highway.

Neighborhood Pedestrian and Bicycle Connections

Part of the solution to making Hillsdale a true pedestrian district is to develop facilities for walking and biking. The Base Concept calls for sidewalks leading into Hillsdale along Sunset Boulevard, 18th Drive, Capitol Highway (from both directions), Bertha Boulevard, and Beaverton-Hillsdale Highway. Also, pedestrian and bicycle access should be maintained at or near Bertha Court when that street is redeveloped, and pedestrian access through the school property and Hillsdale Shopping Center (as described in the mid-block crossing) should be provided.

Bicycle access should be developed along Bertha Boulevard to link bike lanes on Beaverton-Hillsdale to the Bertha Boulevard bike lanes south of Vermont Street. Also, bike lanes should continue to be developed along Capitol Highway and Sunset Boulevard to provide critical connections to the surrounding neighborhoods.

Recommendations:

Mid-block signalized crossing:

- New pedestrian signal, crossing remains in existing location (approximately)
- "Landing areas" on the north and south sides of Capitol
- Pedestrian connection through the Nature's block on the south

Improved sidewalks on the north and south sides of Capitol Highway:

- 15 foot wide pedestrian zone on north side of Capitol
- Improved sidewalk environment throughout Hillsdale

Sunset/Wilson/Capitol intersection realignment:

- Extend Sunset south of Capitol approximately 150 feet
- Direct pedestrian crossing for students - Wilson to new bus stop location on NE corner of Sunset/Capitol
- Enhanced access to schools/commercial properties

Bertha/Beaverton-Hillsdale/Capitol Highway intersection realignment:

- Look at two options during design phase (with and without viaduct), involving Hillsdale community in design process.
- Enhanced crossings for pedestrians at all intersections - shorter crossing distances, slower travel speeds
- Eliminate Bertha Court

Access management:

- One curb cut for every 300 feet of property frontage along Capitol Highway

Neighborhood pedestrian and bicycle connections:

- Bike Lanes: Bertha Boulevard, Capitol Highway (west of viaduct), Sunset Boulevard
- Sidewalks: Sunset Boulevard, 18th Drive, Capitol Highway east and west of Hillsdale, Bertha Boulevard, Beaverton-Hillsdale Hwy

5.1.3 Vermont

Between Hillsdale and Multnomah lies the highest housing density within the Capitol Highway corridor, as well as some important institutions (Mittleman Jewish Community Center, Hillsdale Community Church, Crestwood Convalescent Center) and commercial nodes ("Hoot Owl Corner"). This area is remarkable for its potential for walking or biking to and from homes and destinations within the sector, and this potential emphasizes the need for adequate facilities to encourage use of these transportation modes.

The Vermont segment also links the two activity centers of Hillsdale and Multnomah. It presents a number of unique opportunities and challenges to providing more adequate and appropriate transportation facilities.

Planners divided this segment into three sub-areas based on the existing characteristics: 1) The area from Hillsdale to Vermont has no sidewalks or bike lanes, and storm drainage is provided by a ditch on the south and east side of the road. 2) The area from Vermont to 30th has sidewalks and underground storm drainage, as well as a fairly wide (44') cross section. 3) The area from 30th to Miles (the "narrows") has no sidewalk or bike lanes and runs

through an extensive cut in the hillside. The proposed plan for the Vermont segment illustrates a different approach for each of these different areas.

5.1.3.1 Hillsdale to Vermont

Between Hillsdale and Vermont, sidewalks and bike lanes are proposed for both sides of the roadway. The recommendations also include intersection improvements to increase safety for all users (Figure 5.10).

The south side of the roadway between Nebraska and Vermont is currently bordered by a ditch, and a 3'6" - 4'0" wall lies along a portion of this stretch approximately 5'0" behind the back of the ditch. A sidewalk will be built in this five foot zone adjacent to the wall (Figures 5.11, 5.12).

Approaching the intersection with Vermont, the south side sidewalk would continue on the alignment described above. However, the Vermont intersection poses a safety problem not only to pedestrians who try to make their way across the fairly wide expanse of pavement, but to automobiles as well.

Figure 5.11. Idaho to Nebraska, South Side - Sketch

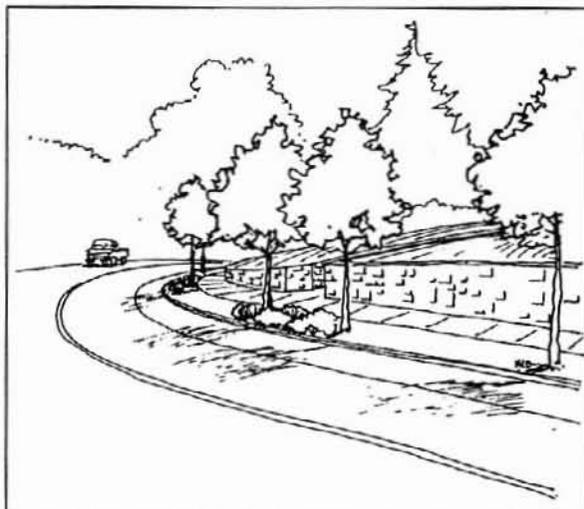
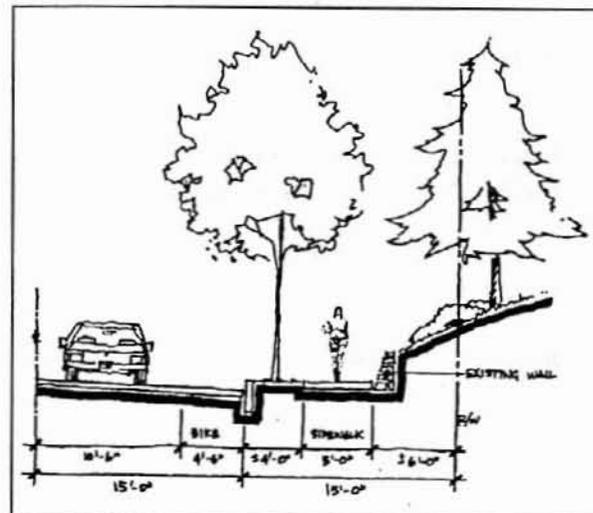


Figure 5.12. Idaho to Nebraska, South Side - Section



Appendix E Glossary

In this plan, terms have the following meaning:

Development: Refers to all new and redevelopment

Woonerf: Shared-space streets; that is, streets which give equal priority to pedestrians, bicycles, and automobiles

Appendix F Participants since 1993

The following persons have participated in the process of planning for Hillsdale since 1993. Some were involved in the initial Hillsdale Vision Group, some participated in the Calthorpe charettes, some in the Tashman workshops, and some in the most recent planning process. All have contributed to the enhancement of this exciting and interesting part of Portland.

Stan Amy
Bob and Jan Baldwin
Tovey Barron
Ardys and John Braidwood
Jeff Brown
Beth Buskirk
Cynthia Chilton
Gail Curtis
Kay Durtschi
Helen Farrens
Marianne Fitzgerald
Leonard Gard
Jim Gardner
Jane E. Gordon
Karla Green
Dave Hawkins
Mike Hryciw
Kim Isaacson
Wendy Kahle
Karen Kelly
Gail Lembke
David Lezak
Thomas Linehan
George K. Merz
John Narizny
Judy Parry
Duncan Porter
Chris Reid
Mike Roach
Frank and Susan Rudloff
Miguel Salinas
Shelly Shultz
Beverlee Smith
Ginny Stromer
Forest Sullivan
Gregg Tenney
Virginia Tribe

Don Baack
Ann Bakkensen
Sylvia Bogert
Glenn W. Bridger

Laura Campos
John Crooks
Dan Deurwaarder
Andre and Joan Edmunds
Sarah ffitch
Brigid Flanigan
Dana Gardner
Richard Garfinkle
John and Sally Gould
Diana Harris
Betty Hedberg
Duane R. Hunting
Les R. Jevning
Lloyd Keefe
Mike Klopton
Celeste Lewis
Sidney and Muriel Lezak
Dan and Gina Maloney
Jay M. Mower
Sharon Nelson
Fred and Marcy Pfaffle
Sarah Prowell
Wesley C. Risher
Robinn Rudd
Sam Sadler
Rick Seifert
Ronald Simpson
Richard Stein
Deborah Stryker
Bill Summerfield
Douglas and Leslie Terrill
Tom Unsicker

Jill Van de Water
Bill Wilson
Katherina M. Woodward

Mary Weber
David Withers
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