

ULI Technical Assistance Panel Recommendations

City of Hillsboro - Downtown Redevelopment





ULI Northwest

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- Encourage the collaboration among all domains public and private – of the real estate industry.
- Build consensus among industry and public leaders who influence land use, transportation, environmental, and economic development policies.

City of Hillsboro

Hillsboro is the fifth-largest city in Oregon and is the county seat of Washington County. Located in the Tualatin Valley on the west side of the Portland metropolitan area, the city hosts many hightechnology companies, such as Intel, Genentech, Salesforce, and Epson, which comprise what has become known as the Silicon Forest. The city's population is 97,480.

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ULI Technical Assistance Panel Recommendations

City of Hillsboro

EXECUTIVE SUMMARY

In the last five years, Hillsboro has gained momentum in realizing a vibrant, sustainable downtown area that can attract a new generation of long-term residents and families. As the City of Hillsboro and its partners make decisions in 2016 and beyond about how to invest in the short and long term, there are important strengths to build on.

The city has the advantage of an intact Main Street corridor, with historic buildings and storefronts, and formal open space around a busy government center.

The downtown core is on the TriMet's light rail Blue Line, connecting with Portland and other suburbs. At the same time, Hillsboro is located near the western edge of the Portland Metropolitan Urban Growth Boundary. This puts the



downtown core in a unique position near rural land and expanses of natural open space. These could be advantages in city planning and identity, along with the following strengths:

- A burgeoning technology sector, with employment centers nearby, which has brought a wave of job growth to the immediate area
- A large Latino community, which adds cultural richness and diversity to the city
- A well-supported arts sector and a young destination theater district
- Nearby single-family neighborhoods that offer affordable, traditional housing choices for families

• An older industrial area south of the center of downtown Hillsboro with spacious older structures that can be adapted for new industries and technology tenants



Key Recommendations

In the near term, the City of Hillsboro and its partners would do well to continue concentrating on the city's core by focusing planning efforts and investments on the centers of the Health & Education District and the Main Street Area, and creating strong connections between the two. Emphasis should be on building a better pedestrian environment, through overall policies and key interventions and improvements.

Health & Education District. The growing daytime population in the Health & Education District must be encouraged to venture outside institutional walls into adjacent streets and beyond, not only during the day but in the off-hours. Creating a better street environment with nearby destinations should be a high priority. Areas of concentration include:

• **Eighth Avenue**. Much depends upon creating a calmer and more appealing streetscape for pedestrians, especially along Southeast Eighth Avenue. Partial closure should be studied, but traffic calming goals could be achieved through other strategies.

• Hank's site. The site occupied by the now-closed Hank's Thriftway store is in a key position to become a critical link between the Health & Education District and the Main Street Area.

The mix of uses and the pedestrian environment on and around this block will have a catalyst effect in the redevelopment of downtown Hillsboro. The city's support of a market-driven plan for the redevelopment of the site will help to attract investment in other parts of the city. The city can provide the greatest value in planning for the interconnectivity of the site to the rest of downtown, and to adjacent rights-of-way.







Overall recommendations. The City of Hillsboro and its partners are in the process of achieving a revitalized downtown area, beginning with the preservation of the historic Main Street. Combined into a study area interconnected through Southeast Washington Street and the Hank's site, overall recommendations for the Main Street Area and the Health & Education District include the following elements:

• **Catalyst sites.** Once key sites for redevelopment are identified, financial tools can be applied. Hillsboro's Vertical Housing Development Zone should provide a place to start, where mixed-use projects get a 10-year property tax exemption.





• **TIF.** Tax Increment Financing will be an important tool for redevelopment and a strong basis for new and ongoing programs.

• **Code change.** Hillsboro should make plans to follow the example of other cities and eliminate requirements for integrated parking in residential structures.

• **Business recruiting.** Based on identified sites and feasibility study, hand-picked businesses such as a local restaurateur or hotelier might be recruited under the Economic Improvement District to move to Hillsboro.

• **Parking Management.** Both street parking and city-owned structured parking should be used more strategically, as part of an overall parking management plan. To ensure that street parking is convenient for retail customers, it should be metered. Structured parking can be used as part of incentive packages for new and recruited businesses. Street parking and parking structures should be treated as a unified public portfolio and managed as such. Management includes incentive and disincentive mechanisms to optimize use.

• **Open space.** Because downtown Hillsboro lacks any significant amount of open space not in the right-of-way, planning for incorporating open space into infill areas is timely. A park could serve as a venue for large community events, seasonal celebrations or open-air markets, without street closure.

• **Create food destination.** Celebrating diversity and increasing food service choices for the Main Street Area could begin with a code change that allows food trucks in certain locations. The lower startup costs that come with food carts and trucks equate to potential for more entrepreneurs and aspiring



"Downtown has that ring of authenticity that you can't build. Proximity to light rail, to a pleasant neighborhood fabric, and great form." entrepreneurs to invest in downtown Hillsboro.

• **Multiple acquisition and disposition tools.** To attain overall goals, it will be important to adopt a portfolio management approach to key real estate. Using some of the tools typically used by large institutions and private developers for acquisition and disposition, it is possible to ensure development aligns with community needs, while shifting risky capital investments to the private sector.

BACKGROUND

Hillsboro, Oregon, a city of 97,480, is the fifth largest in the state. The seat of Washington County, it lies in the Tualatin Valley to the west of Portland, at the edge of the Metropolitan Urban Growth Boundary. It is also on Portland's TriMet light rail system, and the terminus of the west-reaching Blue Line is within Hillsboro's limits.

Downtown landmarks include the Washington County Courthouse, which is part of a complex that includes historic structures and modern landscaping.

With over 25 square miles inside its boundaries, the City of Hillsboro spreads over a large area. The coexistence of several unconnected commercial centers within the city give it a confusing lack of civic orientation, despite the presence of an attractive, intact Main Street and historic downtown that includes authentic brick structures and signage.

The city has experienced rapid growth in the last two decades as part of a booming technology sector, which has grown almost entirely within its boundaries. But despite the growth of jobs centers and hospitality projects within its formal limits, demand for marketrate housing has not kept up—especially in and near the traditional downtown.













Orenco Station, a closer-in stop on the Portland-centered light rail line and the site of significant greenfield transitoriented development in the 1990s, has seen significant increases in housing demand in the last decade and concurrent land value increases. This should lead to higher demand all along the line, but demand around other stations, including the ones in downtown Hillsboro, has lagged behind, and developers have been slow to invest in market-rate housing and storefront retail around the downtown core.

Like many other suburban cities around the nation, Hillsboro is engaged in a search for identity and livability in a future that is more dense, more urban, and more multi-modal when it comes to transportation habits and preferences. As it does so, it must leverage its housing affordability with its mix of authentic experiences and conveniences to lure a new generation of residents that are determined to be less car-dependent than members of older generations.

Hillsboro has made strides in this direction.

The community has supported a number of arts and cultural venues, including the Glenn and Viola Walters Cultural Arts Center, the Venetian Theatre & Bistro, the HART Theater and the Sequoia Gallery. There are several long-standing yearly festivals and market events downtown. Thousands turned out in 2015 for the 11th annual Latino Festival in downtown Hillsboro. Hillsboro's first professional theater group, Bag & Baggage Theatre Company, has established itself in Hillsboro, producing original works and attracting a young adult demographic highly sought after in the theater world.

The Downtown Framework Plan was adopted by the City Council in 2009, identifying the priority of creating a healthy, stable and sustainable downtown. A Downtown Urban Renewal District was adopted in May of 2010. The 1,108 acres within its bounds contains the city's traditional Main Street, a designated Health & Education District, and the city's original industrial areas. It also contains the Baseline/Oak, 10th Avenue, 1st Avenue and light rail corridors, the southwest industrial area and portions of downtown area residential neighborhoods.





The Main Street Area encompasses 20 city blocks, all 400 feet by 400 feet, all zoned Station Community Commercial-Downtown Zone. There are two TriMet light rail stops, bus and pedestrian connections. The intent of the zone is to create a "vibrant and active place with shopping and dining, entertainment venues, arts and cultural experiences, civic activities... and gathering places supported by existing and new residents, employees and students living and working in and around the historic core."

There are some restaurants with limited retail and many office users. Permitted uses include retail, office, neighborhood services, lodging, food service, schools, hospitals and major institutions. Residential uses include apartments and attached multiple dwelling structures.

The Downtown Urban Renewal District has supported a storefront improvement program and a loan that helped to purchase property on Main Street as a permanent home for Bag & Baggage Theater Company.

4th Main, a 71-unit mixed-use apartment building in the Main Street Area, was completed in the spring of 2014 with the help of \$2.2 million in combined federal, state and city subsidies.



"Institutions are doing pretty well, but money is leaving."

The property was originally purchased in 1998 using transit-oriented grant funding from the Federal Transit Association. 4th Main was fully occupied by the end of 2014.

An Economic Improvement District (EID) was established in 2015 to fund a full-time executive director for the Hillsboro Downtown Partnership (HDP) and non-infra-





structure projects. Downtown property owners contribute to the EID through an assessment, and the EID invests in an enhanced level of services for downtown that includes business recruitment, downtown marketing and promotion, downtown beautification, and project management.

A strategic partnership between Tuality Healthcare, Pacific University's Health Professions Campus, the City of Hillsboro, the Virginia Garcia Memorial Health Center and Portland Community College point to the creation of a vital Health & Education District in Hillsboro. Institutional expansion is planned, with concurrent increases in staff and student populations.

The City of Hillsboro is continually challenged to find a way to invest resources for maximum returns for the city and all of its residents, present and future. Envisioning that future is essential to focusing those resources. The following geographic and financial priorities are meant to guide smart investment, and make it a bridge from existing strengths into a desired future.

District focus. Hillsboro's best opportunity for nearterm and long-term development lies in finding design and development opportunities within a barbellshaped focus area containing about sixteen blocks and linked by east-west running Washington Street. It includes much of the Main Street Area on the west side, with historic blocks around Southeast Washington and East Main Streets, between First and Sixth Avenues (see area outlined in red). On the east side is the heart of the Health & Education District, bounded

on the east and west by Southeast Sixth Avenue and Southeast Tenth Avenue and on the north and south by Southeast Washington Street and Southeast Oak Street. The Health & Education District contains institutional facilities owned by Pacific University and Tuality. Southeast Eighth Avenue is a key corridor for development here. Natural synergies exist between the east and west sides of the study area.



Health & Education District

The Health & Education District, with institutional partners that include Pacific University, Tuality Community Hospital and Tuality Healthcare, provides an expanding employment base in downtown Hillsboro. Students add to the daytime population. This demographic is a natural market for food and beverage businesses and services within the District and in the Main Street Area. More convenient connections to local amenities and attractions will encourage the daytime population to venture off site at lunchtime and after hours for mixing and entertainment, and to consider housing options in the area.

Strategies for development should be based on building a better pedestrian environment, through overall policies and key interventions and improvements.

Creating a calmer, more appealing streetscape, especially along Southeast Eighth Avenue should be a high priority, encouraging Pacific University personnel to cross the street, linger outdoors in good weather or continue on the right of way to nearby amenities and food





services. Partial street closure should be considered, to permanently establish this connection and signal a more welcoming and accommodating public realm. At the same time, occupants of the District could be engaged, along with business and civic leaders, to identify and provide nearby services and amenities for institutions. The shortage of nearby fitness facility, for instance, might be all that is standing between the Health & Education District daytime population and greater demand for market-rate housing in the immediate area.

Hank's site. Redevelopment of the site occupied by the now-closed Hank's Thriftway, a longtime center of the Hillsboro community, will be critically important to the success of the Main Street area as well as the Health & Education District. The block where it is located, at 661 Southeast Baseline Street at the boundary of the Health & Education District, lies just next to the Main Street Area along the linking arterial, Southeast Washington Street. On this block, there is an important opportunity for collaboration among a developer, Tuality, Pacific University, and the City of Hillsboro. Market-rate housing makes sense here, and ground level retail and amenities could attract health staff and students from neighboring facilities. Pedestrian activity could reach a critical mass, to help revitalize the entire area. Design focus on the streetscape, both on site and continuing in east and west directions, will pay off in the form of a larger and more vital commercial core.



Hank's Thriftway grocery store site before redevelopment.



OVERALL RECOMMENDATIONS

Due undoubtedly to its enduring architectural quality and historic appeal, Hillsboro's Main Street Area has seen significant community support and smart investment. But there is more to be done to achieve a critical mass of 18-hour activity and a comfortable pedestrian environment that creates a vibrant downtown. Connecting the Health & Education District with the Main Street Area is a fundamental strategy, and should guide planning decisions, especially around the Hank's site. Overall strategies also include the following:

Choose catalyst sites. There are key sites for redevelopment within the Main Street Area. Once these are identified, the work of securing control and assembling these sites can and should begin. There are likely to be some for which financial tools can be applied as the city continues to create a critical mass for contiguous revitalized areas.

Use TIF. Tax Increment Financing is an important tool for achieving redevelopment of key sites. The bond revenues resulting from Tax Increment Financing create a more significant financial resource than those previously used, and provide a strong basis for ongoing programs.

Make parking code changes. As the city of Hillsboro moves forward, it will become important to reconcile the code with ultimate development goals, and let the market determine the need for additional parking in Hillsboro on a case-by-case basis. As in other cities, this generally means eliminating the requirement for integrated parking in residential structures. This change has the added advantage of making pedestrian-oriented development more feasible. There are a number of parking solutions that can satisfy needs while supporting pedestrian connections, including inner-block or wrap-around parking, or off-site structured parking that is shared with the city or other users.

Incubate a food destination. A food incubator would provide economic opportunity and celebrate the diversity of the Hillsboro community, while complementing current economic development activities of the city, such as the expansion of the theater district. It could begin

with a code change that allows food trucks in certain locations. It might provide shared resources, such a community commercial kitchen or leasable equipment. It could also emphasize local produce and farm-to-market fare.





Recruit. The city should consider actively recruiting specific businesses from the greater area, under the leadership of the Economic Improvement District. This could be a particularly good strategy for opening up options for higher-end dining in Hillsboro. A unique, meeting-friendly hotel would also be an asset to downtown Hillsboro, and the city would do well to conduct a feasibility study, identify sites, and actively recruit potential hoteliers.

Develop parking management strategy. There is currently a surplus of parking in the Main Street Area. At the same time, free parking on the streets is being used for long-term parking. The only known way to encourage turnover of street parking and make it available for retail customers is to charge for it, and the city should consider this as a part of an overall parking management plan in the Main Street Area. Space in the existing garage should be used strategically, with signage, for downtown events and as part of incentive packages for new and recruited businesses. The city should also be open to exploring the possibility of partnering with developers to satisfy their parking requirements, perhaps through leas-





ing space in public structures. Street parking and parking structures should be managed as a single portfolio, with incentive and disincentive mechanisms to optimize use. In the same vein, the city can dispose of assets like parking structures if they do not serve the city's broader strategy, so that capital is freed up for higher-value investments.

Make use of Vertical Housing Development Zone. With its 10-year exemption from property taxes, the Vertical Housing Development Zone should be a potent tool for spurring desired multi-family, mixed-use, market rate development within the downtown core, including the Health & Education District. The convenience of transit should yield increasing demand, and nearby Orenco Station offers proof that investment in transit-related development attracts residents and encourages further investment.

Add a park. Usable, well-situated open space is critical to livability in the center of a city, and Hillsboro has opportunities to secure open space prior to infill development. Integrated with infill development and standing independent of government structures, the park can work for a variety of community purposes, both active and passive. In order to animate the park, a limited range of food-related commercial uses could be incorporated into its design (see "Incubate a food destination," above).

Adopt and use multiple acquisition and disposition

tools. In order to make the best use of a limited budget and follow through on overall revitalization strategies and development of catalyst sites, it will be advisable and even



necessary to adopt new approaches for acquisition and control of real property that are more typically used by institutions or private companies. These tools might include options contracts, property swaps, promissory notes, long escrow periods, and acquisitions of controlling interest. Combined with best practices for portfolio management and fiduciary responsibility, including pricing and return on investment, these tools can be used to set the course for development. For example, the city might secure a multi-year option agreement for long term control of a property, then assign the contract to private developers. Such a tool could have the following multiple benefits:

- Attracting private investment into the community.
- Ensuring development aligns with community needs.
- Shifting some large and risky capital investments to the private sector.
- Maximizing upside returns while capping downside risk.

Untapped potential

While they are not the specific subjects of this study, the City of Hillsboro clearly has much to gain from taking advantage of these enormous assets.

Community diversity. Hillsboro has a spectrum of diversity that is especially wide. It has a large Latino community that brings much to the civic table. The energies, cultural richness and long-term investments of these groups have not been fully tapped in terms of civic outreach and leadership, and participation in the mix of business enterprises in the Main Street Area. Increasing participation in business and cultural life there will signal a civic culture that is receptive to new ideas, people, and businesses.







Jackson Bottom. Historically undevelopable land has now become a scenic and ecological asset for the City of Hillsboro, and this asset is as yet largely untapped. Pedestrian and bicycle connections from downtown to Jackson Bottom, an intact remainder of an ancient open grassland, could become a regional draw for a young, environmentally conscious generation seeking housing options. It could also become a tool for promoting the city as a destination at the end of the light rail line.

Industrial buildings. Hillsboro has a large number of legacy industrial buildings on the southwest side of the city. There are some steps that could better align this area with city goals:

• **Repurpose older structures.** With good design, older industrial structures can be an architectural asset to the

community and a source of pride and value for the owner.

• Make use of large floor plates. The long spans and large floor plates of industrial structures make their uses inherently adaptable and flexible. This means that they lend themselves to reuse by a mix

of companies or as an incubator. Small retail, services and amenities can be built into the mix.

• Curate user mix. Through its recruiting capacity, the City of Hillsboro might curate the mix of users among industrial buildings in key areas. Among other city priori"Go for a home run and settle for a double. Get something going even if it's not the ideal."

ties, this might serve to soften existing conflicts between industrial properties and residential neighborhoods.

• Attract regional offices of national firms. Without changing the industrial zoning, the actual use of industrial blocks could become friendlier to residential and commercial neighbors and reduce traffic burdens on the community by shifting emphasis to conference and office occupancies.

Residential neighborhoods. Hillsboro has several well-established single-family neighborhoods that contribute important housing opportunities for working families. To expand housing opportunity and increase value without threatening the character of these neighborhoods, there may be opportunities to allow moderate density increases in the form of smaller lot sizes, mother-in-law units or small-scale, ground-based multi-family development.



CONCLUSION

The community has already come together in significant ways around preserving and enhancing the historic core of Hillsboro. There is much to build upon. Going forward, there are a number of immediate steps that the city can take toward that future, with little investment. They are:

- · Identify catalyst sites for development
- Actively pursue issuance of bonds, tax exemption and other financial tools
- Change code to allow for a variety of ways of providing structured parking including freestanding parking garages
- Support redevelopment of Hank's site
- Study feasibility of downtown hotel
- Develop parking management program
- · Establish recruiting program for businesses and restaurants

The City of Hillsboro is in a position to realize ambitious civic and economic goals over the long term, based on the development of a vibrant downtown with pedestrian infrastructure. This, in combination with Hillsboro's unique position on the light rail line and at the edge of the urban growth boundary, points toward a bright future and a new generation with strong prospects, rich tradition, and lively culture.







ULI Northwest Technical Assistance Panel Professional Biographies

Mark Hinshaw | Principal, Walker Macy - TAP Chair

Mark has 35 years of experience in community planning and urban design. He has served as President of the Washington Chapter of the American Planning Association and as President of the Seattle Chapter of the American Institute of Architects. In addition, he has served on the national Board of Directors for the American Institute of Certified Planners. Mark was Principal Urban Designer for City of Bellevue, as well as Director of Urban Design for LMN Architects. He is the author of "True Urbanism: Living in and Near the Center," and "Citistate Seattle: The Making of a Modern Metropolis." Mark is a Fellow of both the American Institute of Architects and the American Institute of Certified Planners. He currently splits his time between Walker Macy and the Seattle Housing Authority where he is working on the redevelopment of Yesler Terrace, a 30 acre mixed-income housing site near downtown Seattle.

Murray Jenkins | Executive Vice President, Ankrom Moisan Architects

As a licensed architect and Executive Vice President for Ankrom Moisan Architects, Murray is a leader in collaborative interdisciplinary design processes for a wide range of project types including mixed-use, urban residential, student housing, office, hospitality, and community places. His focus on the urban environment has resulted in vibrant communities throughout the western United States. Before joining Ankrom Moisan in 2000, Murray graduated from the University of Idaho College of Art and Architecture. He started his professional career in Jackson Hole, Wyoming, working on residential and hospitality projects. Originally from Portland, he returned in 2000 were he now lives with his wife and two sons.

Adam Matar | Principal, Matar Pacific

Through his Matar Pacific, Rebound! Healthcare, and Healthcare Advisors development companies, Adam develops innovative outpatient, acute, and post-acute care facilities across America. Before starting his own firms, Adam led Kaiser Permanente's Hawaii Real Estate Department, where he had approximately \$1 billion in assets under management. He had also supported Kaiser Permanente's four million square foot real estate portfolio across Oregon and Washington. Adam began his career developing commercial properties in Oregon and Washington for private investment groups. Adam currently serves on ULI's Portland Next 10 Leadership Initiative, as well as on the board of Sunday Assembly Portland. He holds a B.A. from Marquette University, M.B.A. from University of Portland, and a Master of Corporate Real Estate from CoreNet Global.

Jill Sherman | Partner, Gerding Edlen

Jill specializes in working with the company's build-to-suit clients, public-private partnerships, non-profits, and projects capitalized using complex financing structures. She is responsible for business development, property acquisition, and overseeing all aspects of the development projects including due diligence, project budgets and capital structures, design and entitlements and negotiation of development agreements and contracts. Before joining Gerding Edlen, Jill developed multifamily affordable housing for a non-profit community development corporation. She is experienced in working with public-private partnerships, non-profits and projects financed using complex financing structures such as low-income housing tax credits and new markets tax credits. She has served on the Portland Planning Commission since 2007. Jill received her Bachelor of Arts & Bachelor of Science degree in Economics from the University of Pennsylvania, and a Masters in Urban Studies, Graduate Certificate in Real Estate Development from Portland State University.

Mike Sullivan | Former Eugene Community Development Director

Mike has worked in community and economic development for over 30 years. His work has focused primarily on developing and structuring financial solutions to support development that advances public goals. He established and managed multiple revolving loan funds and organized and managed a public development corporation. He also developed and managed financial tools on a municipal and regional basis to support the growth and development of small and medium sized businesses and the creation of employment opportunities. Mike has worked with an array of federal programs and used these tools creatively to support local development goals in Eugene and elsewhere. He has led dynamic professional teams and multi-jurisdiction taskforces. Mike has lived with his wife and family in Eugene for over 20 years. He plays various styles of acoustic guitar, enjoys fly fishing and is an avid Duck fan.



ULI Northwest Technical Assistance Panel Professional Biographies

Liam Thornton | Principal, Trinity 3 Investment

Liam is Principal of Trinity 3 Investment, a real estate investment, development, and advisory firm based in Portland. Before founding Trinity 3, Liam was Managing Director of Investment for Portland-based Langley Investment Properties. Liam has held senior positions with primary investment and development responsibilities at House of Blues Entertainment, Universal Studios and the Walt Disney Company, as well as being a Managing Director and partner of the experiential development firm, Thinkwell Development, a part of the Thinkwell Group of Companies. Over a 30 year career, in addition to acquiring and developing real estate in the traditional asset classes, Liam has acquired properties and developed projects in the sports and recreation, entertainment, and hospitality space across much of the US and has also managed similar international real estate transactions and development projects with a concentrated focus in South East Asia and Europe. Liam holds a B.S. from Santa Clara University's School of Civil Engineering and a Master of Science degree from the MIT School of Architecture and Planning. Liam is active in Portland Streetcar, Inc., Catholic Charities Oregon and the Oregon Episcopal School Board of Trustees. A lover of the mountains and rivers of the west, Liam is also a board member of the Western Rivers Conservancy.

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