



**PLANNING COMMISSION MEETING**  
Tuesday, April 24, 2018, 6:30 PM  
Council Chambers, 2nd Floor City Hall  
1300 NE Village Street

**MEETING AGENDA**

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1. **CALL TO ORDER:** 6:30 p.m.
2. **CITIZENS WISHING TO SPEAK ON NON-AGENDA ITEMS**
3. **WORK SESSION**  
REVIEW AND PROVIDE FEEDBACK ON LAND USES ENVISIONED FOR  
THE CORRIDOR COMMERCIAL DISTRICT
4. **COMMISSION UPDATES**
5. **STAFF UPDATES**
6. **FUTURE AGENDAS**
7. **ADJOURNMENT**

**NEXT PLANNING COMMISSION MEETING TBD**

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Planning Commission hearings are broadcast live on Comcast Cable Channel 22 and Frontier Cable Channel 33. Replays of the hearing are shown on Comcast Channel 22 and Frontier Channel 33 Saturday at 12:00pm and Monday at 2:00pm, and Comcast Channel 30 and Frontier Channel 39 Wednesday at 7:00pm. Further information is available on our web page at [www.fairvieworegon.gov](http://www.fairvieworegon.gov) or by calling Devree Leymaster, City Recorder, 503-674-6224.

The meeting location is wheelchair accessible. A request for an interpreter for the hearing impaired or for other accommodations for person with disabilities should be made at least 48 hours before the meeting to: Devree Leymaster, 503-674-6224.

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# MEMORANDUM

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**DATE:** April 17, 2018      **MEETING DATE:** April 24, 218

**TO:** Planning Commission

**FROM:** Sarah Selden, Senior Planner

**SUBJECT:** Land Uses in Corridor Commercial (CC) District

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## ISSUE

The Corridor Commercial (CC) zoning district allows for “mixed use development (housing and other permitted uses)” but does not specify the amount of residential that is required or allowed as part of a mixed-use development. The Comprehensive Plan and Sandy Boulevard Refinement Plan provide additional direction for the CC zone, and differentiate the land use focus for areas east and west of 223<sup>rd</sup> Avenue. A developer is currently exploring options for a parcel at the east end of the CC zone, and has requested feedback on the residential/commercial land use split envisioned by this zoning district.

## BACKGROUND

### Policy Framework

The Sandy Boulevard Refinement Plan (Sandy Plan) was adopted in 2001 to guide future land use, transportation and design elements along the corridor through Fairview and Wood Village, and has been integrated into the Fairview Comprehensive Plan as a supporting document (see **Attachment 4**).

The Sandy Plan identifies 223<sup>rd</sup> as a dividing line for land uses within the corridor, and articulates the following vision for the two sides of the corridor:

“To the west of the intersection, land uses should be predominantly residential with some neighborhood-oriented service commercial, incubator office, and light industrial. To the east of the intersection, industrial uses should dominate with some destination retail commercial near the intersection of N.E. 238<sup>th</sup> Avenue to serve nearby residents as well as the region.”

The Sandy Plan further describes the vision for Commercial, Industrial, and Residential uses east of 223<sup>rd</sup>:

**Commercial:** Develop commercial uses near the intersection of N.E. 238<sup>th</sup> and Sandy Boulevard to capitalize on visibility and access from I-84.

**Industrial:** Maximize redevelopment of underutilized and underdeveloped properties both north and south of Sandy Boulevard for large-scale industrial development.

**Residential:** Because of local development trends, existing residential properties are not a viable long-term use and should be redeveloped for industrial or commercial uses.

The Corridor Commercial zoning district was drafted as part of the Sandy Plan, and adopted into the Fairview Development Code in 2001 (FMC 19.70). The locations identified for residential, commercial, and industrial uses in the Sandy Plan were not carried through into the CC zone standards.

In February 2016, staff brought forward a similar request for policy guidance from the Commission. That request pertained to a parcel just west of the intersection with 223<sup>rd</sup>, where a predominantly multi-family residential development was envisioned. The Commission was asked whether a few live-work units fronting on Sandy Boulevard provided a sufficient commercial component to be considered “mixed-use” as envisioned for this location along the corridor. The minutes from that work session describe the Commission’s feedback as “The Commission agreed with the transitional approach of the comp plan and refinement plan from primarily residential to more commercial oriented as you move west to east.”

### **Zoning and Land Uses**

The site in question is located at 23012 NE Sandy, immediately south of the intersection with 230<sup>th</sup> (see **Attachment 3**). To its north and west are properties zoned General Industrial (GI) with existing and planned uses consistent with that zone. To its east are sites in Wood Village zoned Commercial/Industrial and Multi Residential, developed with a towing service and mobile home park.

In 2007, the 230<sup>th</sup> and Sandy site was rezoned from General Industrial to Corridor Commercial, along with two other adjacent properties (06-60-ZC and 06-61-CPA). In 2017, three parcels at this intersection were rezoned back to General Industrial. The site in question was not re-zoned and remains in the Corridor Commercial zone.

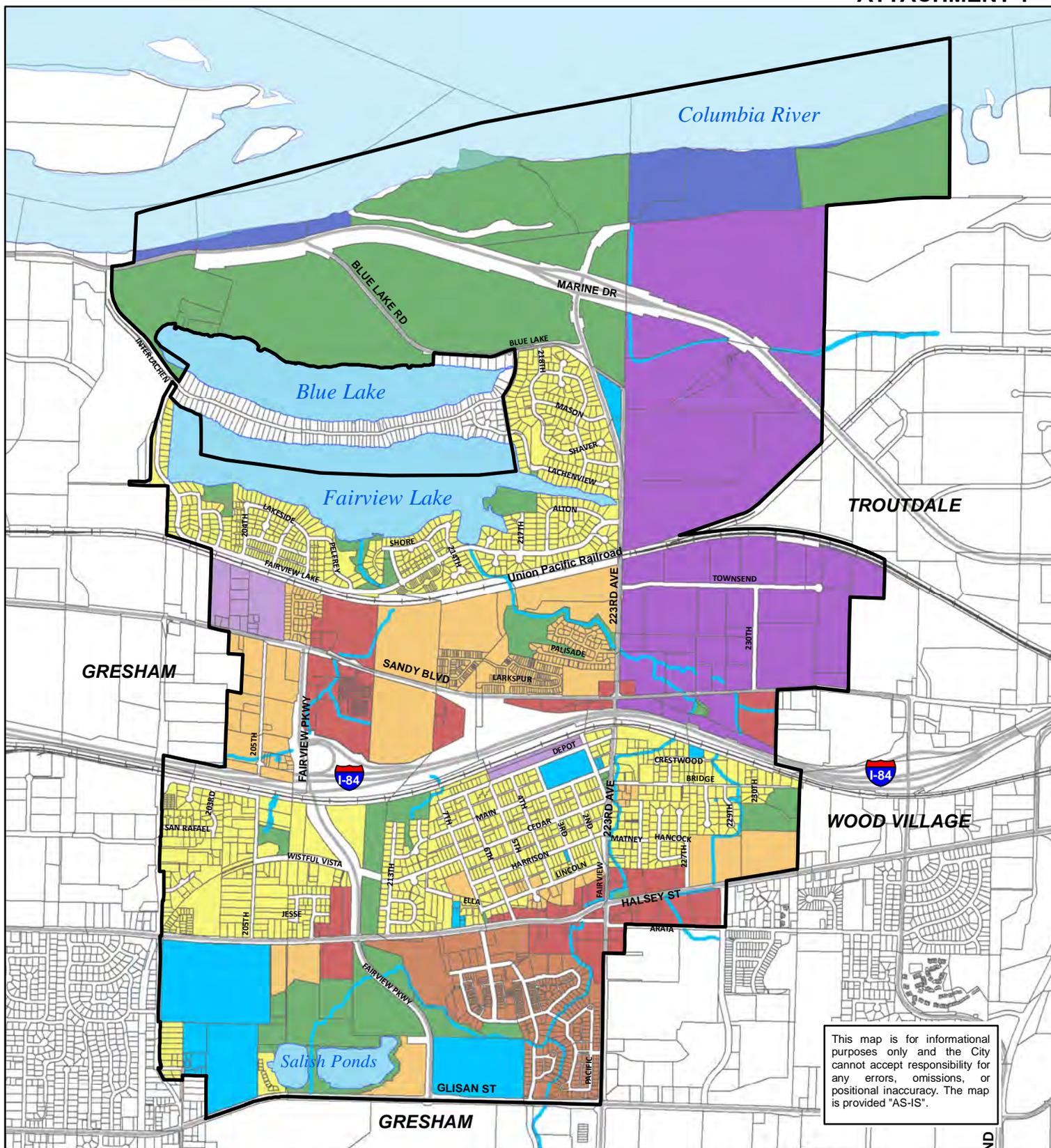
The developer interested in this site would like to develop a mixed-use project with approximately 14,000 sq. ft. of ground floor commercial and 300 dwelling units. Their conceptual plans for the site can be found as **Attachment 5**.

### **Questions for the Commission**

1. What land uses are consistent with the vision for the east end of the Corridor Commercial zone, as outlined in the Comprehensive Plan and Sandy Boulevard Refinement Plan?
2. Are multi-family residential uses appropriate for this location of the Corridor Commercial zone? If so, what mix of residential, industrial and commercial uses is appropriate to implement the City’s land use policy direction?

### **ATTACHMENTS**

1. Comprehensive Plan Map
2. Zoning Map
3. Site Map
4. Excerpt from Sandy Boulevard Refinement Plan and Fairview Comprehensive Plan
5. Conceptual Diagram and Site Plan



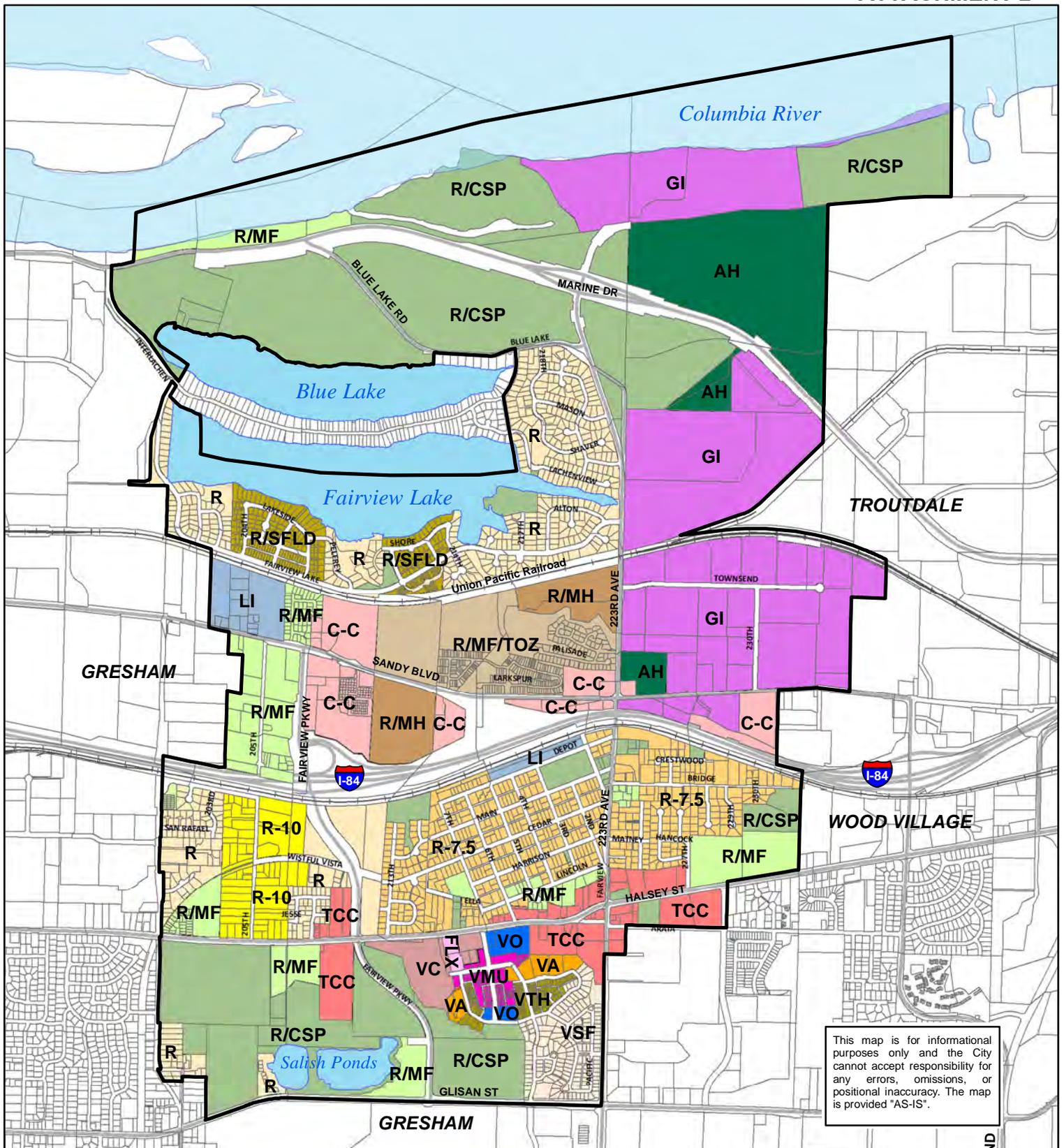
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# City of Fairview Comprehensive Plan



- Commercial
- Parks
- Residential Medium Density
- General Industrial
- Public
- River Oriented
- Light Industrial
- Residential Low Density
- Village





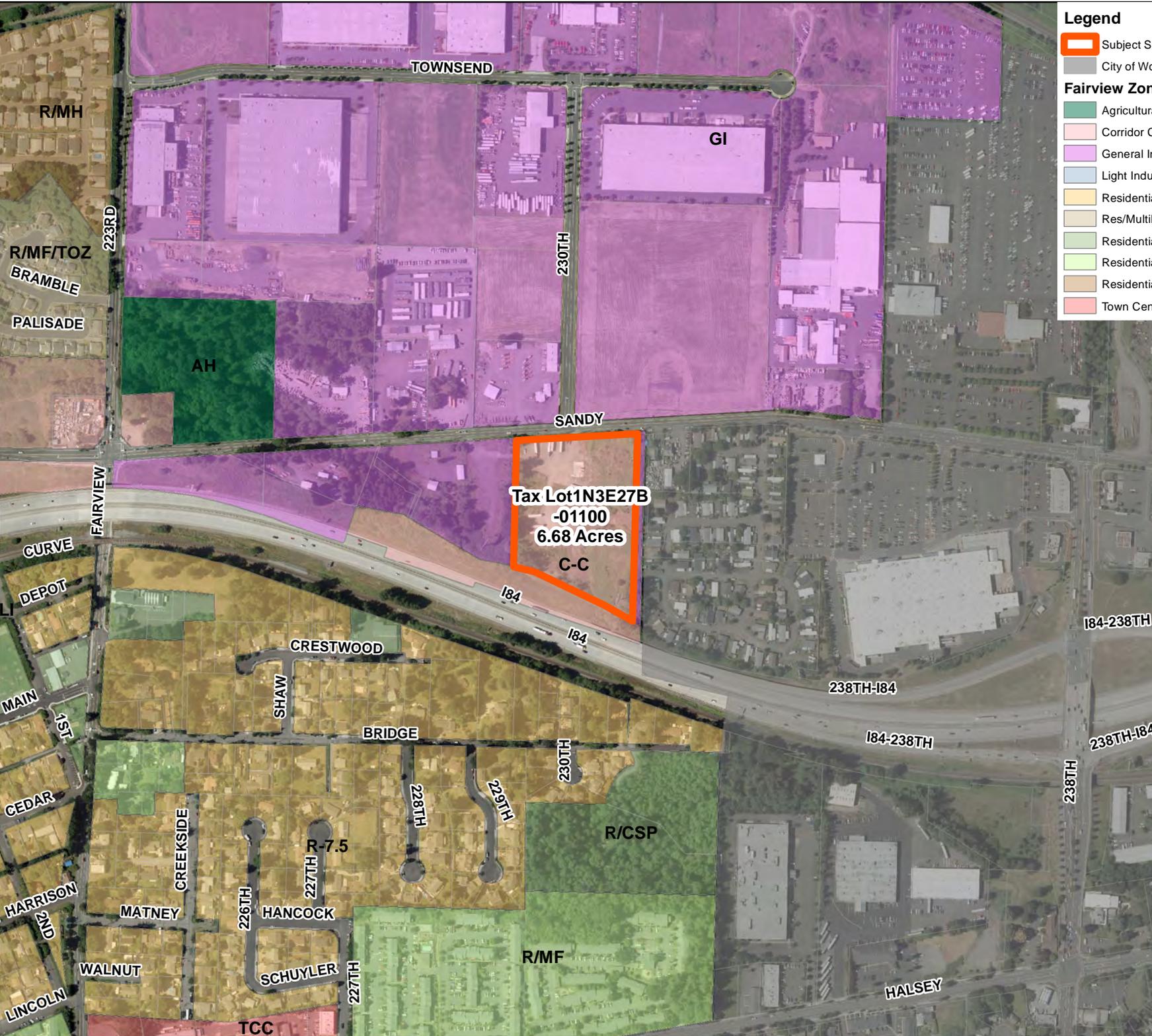
# City of Fairview Zoning

- Agricultural Holding (AH)
- Res/South Fairview Lake Design Overlay (R/SFLD)
- Village Commercial (VC)
- Village Flex (FLX)
- Corridor Commercial (CC)
- Res/MultiFamilyTownhouse Overlay (R/MF/TOZ)
- Village Mixed Use (VMU)
- General Industrial (GI)
- Residential Community Service Parks (R/CSP)
- Village Office (VO)
- Light Industrial (LI)
- Residential MultiFamily (R/MF)
- Village Single Family (VSF)
- Residential (R)
- Residential/Manufactured Home (R/MH)
- Village Townhouse (VTH)
- Residential (R-7.5)
- Town Center Commercial (TCC)
- Residential (R-10)
- Village Apartments (VA)



Legend

-  Subject Site
-  City of Wood Village
- Fairview Zoning**
-  Agricultural Holding (AH)
-  Corridor Commercial (CC)
-  General Industrial (GI)
-  Light Industrial (LI)
-  Residential (R-7.5)
-  Res/MultiFamilyTownhouse Overlay (R/MF/TOZ)
-  Residential Community Service Parks (R/CSP)
-  Residential MultiFamily (R/MF)
-  Residential/Manufactured Home (R/MH)
-  Town Center Commercial (TCC)



**Tax Lot 1N3E27B-01100**  
**6.68 Acres**  
**C-C**

1 inch = 500 feet



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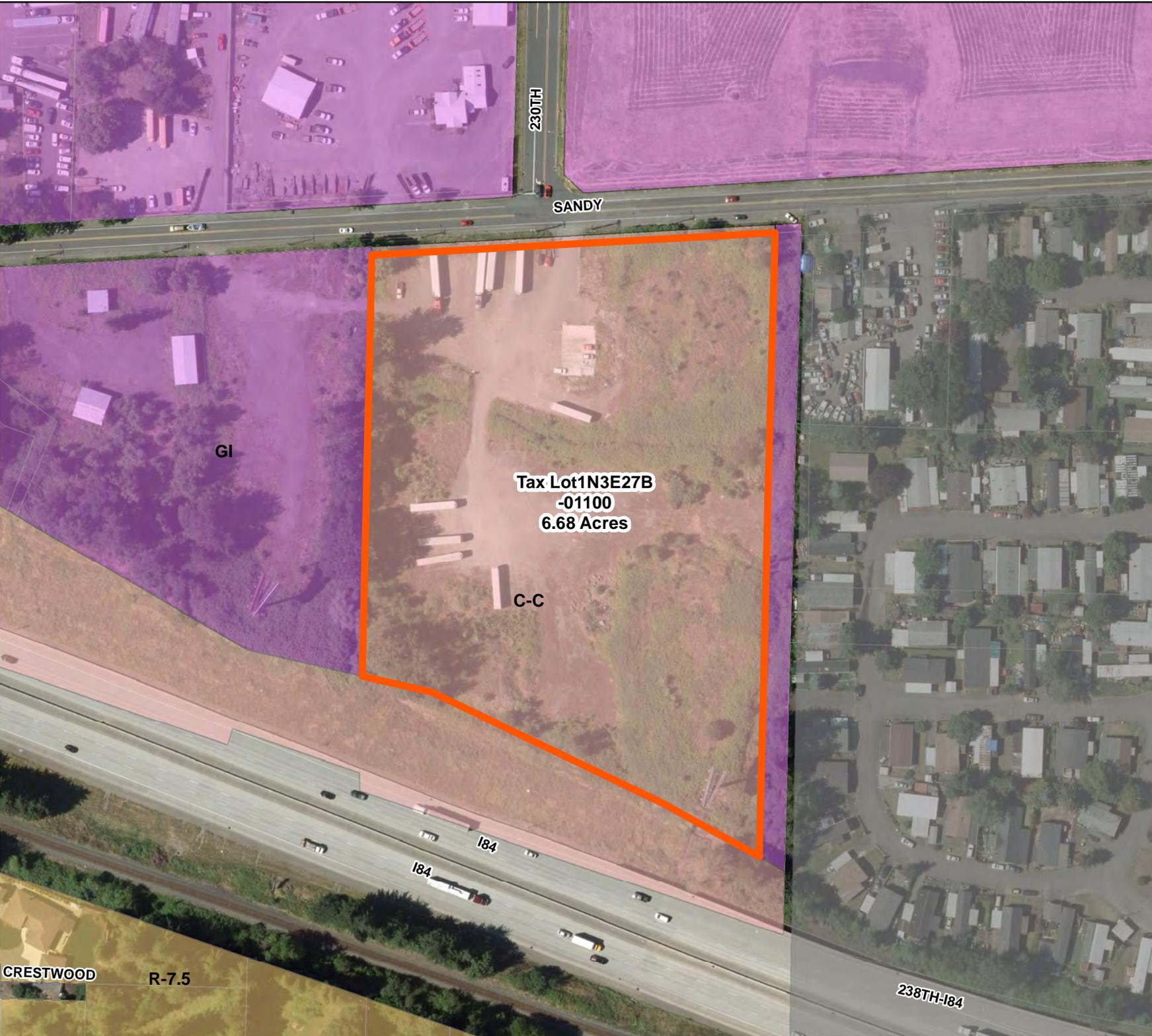


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**Legend**

-  Subject Site
-  City of Wood Village
- Fairview Zoning**
-  Corridor Commercial (CC)
-  General Industrial (GI)
-  Residential (R-7.5)



1 inch = 150 feet



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- *Integrate land use and transportation to encourage transit, bicycle and pedestrian use.*
- *Provide a transportation network that emphasizes connections within the Town Center and Old Town Fairview.*

### **The Sandy Boulevard Area**

Interstate 84 borders the Sandy Boulevard neighborhood on the south and Union Pacific Railroad tracks on the north. The neighborhood is challenged with balancing a mix of industrial, residential, small-scale commercial and recreational land uses. Economic development of vacant and underutilized industrial land is critical to a viable economic tax base for city services. As industrial lands closer to Portland and Gresham become scarce, the industrial/commercial market will move on to Fairview. Large flat parcels with excellent freeway and rail access will attract needed industrial jobs. But development must be carefully sited so as to minimize negative impacts from traffic, trucks and pollution that may affect nearby residential uses and regional river and lakeside parks in the neighborhood.

The variety of affordable housing options in the area, as well as the recreational visitors on their way to Blue Lake and Chinook Landing boat launch on the Columbia River, could support expanded retail services at the two key intersections of Sandy with 223<sup>rd</sup> and 207<sup>th</sup> Avenues. In 2001 the City developed the *Sandy Boulevard Corridor Refinement Plan*, hereby incorporated as a supporting document. (See list of adopted support documents in appendix.) The plan provides clear objectives for the city to improve transportation and to guide land use development in this area. Road, bicycle and pathway improvements (separated where appropriate) will be constructed with strategic commercial and industrial development. The transportation improvements will encourage non-vehicular travel within the neighborhood and improve the image of the neighborhood. The development of a corridor commercial zone for the area has been incorporated into the Fairview Development Code. Land uses in the area should be based on the following goals outlined in the corridor vision:

#### **Sandy Boulevard Corridor Goal:**

- *The N.E. 223<sup>rd</sup> Avenue and Sandy Blvd. intersection should be used as a dividing line for land uses within the corridor. To the west of the intersection uses should be predominantly residential with some neighborhood-oriented service commercial, incubator office and light industrial. To the east of the intersection, industrial uses should dominate, with some destination retail commercial near the intersection of N.E. 238<sup>th</sup> Avenue.*

### **The Lakes**

The Lakes neighborhood is the northernmost neighborhood of the City, encompassing Fairview Lake and the surrounding residential developments, Blue Lake Park, and industrial lands on the east side of NE 223<sup>rd</sup> Avenue and along the Columbia River. The Lakes neighborhood is a mix of land uses where there are exciting opportunities for future land uses to benefit the city. A large block of land east of 223<sup>rd</sup> Avenue should be preserved for campus industrial-style development that compatibly interfaces with the large neighborhood of single-family homes adjoining Interlachen and Blue Lakes. Future Columbia riverfront attractions could accommodate housing and service commercial uses with dramatic river views. A golf course or soccer field complex adjoining Blue Lake Park could be a compatible land use and provide a recreational asset for Fairview residents. Traffic safety improvements to 223<sup>rd</sup> Avenue and added pedestrian and

# ALTERNATIVES

## Background

The land use and transportation alternatives for the Sandy Boulevard Corridor were developed in response to the vision criteria and identified physical and regulatory constraints. Land use alternatives were developed by assessing background

information about the corridor including the existing:

- Comprehensive planning and transportation policies of Fairview and Wood Village;
- Zoning designations;
- Land use and vacant land; and
- Land development issues and market trends.

The Stakeholder Committee and the public reviewed this information, which consisted of an existing conditions report and a technical memorandum about the 20-year development potential of the corridor. The comments and recommendations from these groups, as well as comments from four real estate and development experts were used to develop a Corridor Vision and to create and evaluate different possible land use alternatives to implement the vision.

The land use options featuring a variety of residential, commercial, industrial, and open space uses were presented to stakeholders, general public and the TAC for specified sub-areas along the corridor that included both vacant and developed property within the study area. The transportation analysis tested the net changes compared to current plans to ensure that local circulation, access and safety would be maintained for all travel modes along the corridor. The alternative plan process produced the Sandy Boulevard Corridor Refinement Plan, which includes land use and transportation elements.

## Refinement Plan

The Sandy Boulevard Corridor Refinement Plan contains three elements, which are a Corridor Vision, Land Use Plan, and Transportation Plan. An implementation strategy is presented in the following section describing methods to implement the plan.

The three elements of the refinement plan are introduced with a brief summary of the alternatives development, review and analysis process that was applied in selected optimal land use and transportation plans.

## Corridor Vision

The purpose of the Corridor Vision is to articulate the important land use, transportation, and design elements for the corridor. It provides guidance for evaluating future land use, transportation, and design alternatives. The discussions during the public meetings focused upon the overall character that was desired for the area, existing uses, potential development and redevelopment in the corridor, and transportation issues. A Corridor Vision was developed in response to the comments and recommendations received from the Stakeholder Committee, public, and Focus Group.

### Land Use

The current zoning pattern is generally appropriate and should continue as planned with only minor modifications. The N.E. 223<sup>rd</sup> Avenue intersection should be used as a dividing line for

land uses within the corridor. To the west of the intersection, land uses should be predominately residential with some neighborhood-oriented service commercial, incubator office, and light industrial. To the east of the intersection, industrial uses should dominate with some destination retail commercial near the intersection of N.E. 238<sup>th</sup> Avenue to serve nearby residents as well as the region. Because of the varying impacts that land uses can have on the transportation system, an important aspect of the corridor vision will be to ensure consistency between the desired land uses and the transportation system. As the vision is refined into a preferred alternative, adjustments may be necessary to proposed land uses and the transportation system to guarantee this consistency.



### ***West of N.E. 223<sup>rd</sup> Avenue:***

#### **Commercial**

##### Vision

Develop neighborhood retail commercial centers at N.E. 207<sup>th</sup> Avenue and N.E. 223<sup>rd</sup> Avenue intersections to serve nearby residents.

##### Criteria

Commercial development should be:

1. Distinctive and responsive to needs of area residents
2. Neighborhood-oriented services, such as a grocery store and/or small restaurant should be encouraged
3. Small in scale
4. Pedestrian oriented



#### **Industrial**

##### Vision

Develop industrial uses that are compatible with nearby residential uses.

##### Criteria

Industrial development should be:

1. Low intensity
2. Non-polluting (noise, air, water)
3. Buffered to reduce impacts to nearby residences



## Residential

### Vision

Provide a variety of residential uses and densities throughout the corridor and allow redevelopment of existing low-density residential areas with higher density housing.

### Criteria

Residential development should be:

1. Pedestrian oriented
2. Affordable
3. A variety of housing types, including townhomes, rowhouses, garden apartments, and manufactured homes



### ***East of N.E. 223<sup>rd</sup> Avenue:***

## Commercial

### Vision

Develop commercial uses near the intersection of N.E. 238<sup>th</sup> and Sandy Boulevard to capitalize on visibility and access from I-84.

### Criteria

Commercial development should be:

1. Able to serve regional and local needs
2. Accessible by different transportation modes
3. Pedestrian accessible



## **Industrial**

### Vision

Maximize redevelopment of underutilized and undeveloped properties both north and south of Sandy Boulevard for large-scale industrial development.

### Criteria

Industrial development should:

1. Utilize rail access
2. Utilize I-84 access via N.E. 238<sup>th</sup> Avenue
3. Be non-polluting
4. Provide higher wages jobs, such as manufacturing
5. Consolidate properties for larger developments



## **Residential**

### Vision

Because of local development trends, existing residential properties are not a viable long-term use and should be redeveloped for industrial or commercial uses.

### Criteria

(See industrial and commercial criteria.)

# Fairview 230th & Sandy



Northwest Perspective



Site Plan

## Project Narrative

We are proposing to build a Mixed-Use Project on the approximately 6.6 acre site at 230<sup>th</sup> and Sandy Blvd in Fairview. This Proposed Project would consist of 14,300 sf of Commercial /Office along Sandy Blvd. This Commercial/Office would be on the ground floor of two, 4-story residential Buildings and in one single story Building in the front of the property.

Parking will be provided behind these commercial structures, dedicated to the commercial entities. Behind the Commercial Buildings will be Four, four Story Apartment Buildings. There will be a total of 300 Dwelling units in all the Buildings with Parking for 450 cars both in a surface lot and tucked under the Residential Buildings.

The Buildings will be of wood frame construction and clad in a combination of Cementitious Siding with some Brick at the ground floor.