FAIRVIEW
COMPREHENSIVE PLAN

JUNE 2004

ACKNOWLEDGEMENTS

City Council

Mike Weatherby, Mayor
James R. Raze
Sherry Lillard
Larry Cooper
Steve Owen
Darrell Cornelius
Jim Trees

Planning Commission

Steve Kaufman, Chairman
Carol Glasgow
Maureen Zehendner
Jan Shearer
Patricia Martin
Sam Asbury
Ken Heiner
Gary Stonewall (alternate)

Staff

Melissa K. Slotemaker AICP,
Associate Planner and Lead Comprehensive Plan Planner
John Andersen FAICP, Community Development Director
Eric Underwood, Economic Development Specialist
Connie Hansen, Administrative Assistant
Carole Connell, AICP, Consulting Planner

"In that city, man lives in civilization and yet in nature, where the maximum comforts of the city and the beauties of rural life are perfectly blended and preserved, where as in the ideal city, man finds both stimulation for his mind and repose for his soul."

From *Moment in Peking*
By Lin Yutang

TABLE OF CONTENTS

PREFACE ..... **xi**

CHAPTER 1
INTRODUCTION **1**
- **A Historial Perspective**
  - Early History
  - Incorporation
  - 50 Years That Changed Fairview
  - The 21st Century
- **Summary of the Community Vision**
  - Old Town
  - The Town Center
  - Sandy Blvd
  - The Lakes
- **Sources Used**

CHAPTER 2
CITIZEN INVOLVEMENT **10**
- **Goal**
- **Factual Information**
- **Policies**
- **Sources Used**

CHAPTER 3
COMMUNITY BUILDING **16**
- **Goal**
- **Introduction**
- **Factual Information**
  - Population Characteristics
  - Land Uses in the Planning Area
  - Population Density and Land Use Classifications
  - Building Community for People: Fairview's Neighborhoods
  - Fairview Village Comprehensive Plan Amendment
- **Policies**
- **Actions**
- **Sources Used**

CHAPTER 4
AGRICULTURAL LANDS **42**
- **Goal**
- **Introduction**
- **Factual Information**
- **Policy**

CHAPTER 5
OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES43
Goal
Introduction
Factual Information
Mineral and Energy Resources
Natural Resource Inventory
ESEE Analysis
Riparian Buffer Education and Exception Process
Parks and Recreation/Open Space Master Plan
Scenic & Historic Areas
Policies
Actions
Sources Used

CHAPTER 6
RESOURCES QUALITY 56
Goal
Introduction
Factual Information
Ground Water
Stormwater
Fairview Lake Management
Liquid Waster Disposal
Solid Waste Disposal and Recycling
Air Quality Control
Noise Pollution Control
Policies
Sources Used

CHAPTER 7
NATURAL HAZARD AREAS 65
Goal
Introduction
Factual Information
Flooding
Earthquakes
Wind
Policies
Sources Used

CHAPTER 8
RECREATIONAL NEEDS 68
Goal
Introduction
Factual Information
Parks and Recreation/ Open Spaces Master Plan
Recreation Master Plan
Transportation System Plan
Metro Title 3 and Title 12
Blue Lake Regional Park
40-Mile Loop
Lewis and Clark Discovery Greenway Trail
Policies
Actions
Sources Used

CHAPTER 9
ECONOMIC DEVELOPMENT 77
Goal
Introduction
Factual Information
The Past
The Now
State and National Economic Trends
Labor Force, Income, and Poverty Levels
Vacant Commercial and Industrial Land
The Future
Policies
Actions
Sources Used

CHAPTER 10
HOUSING 87
Goal
Introduction
Affordable Housing
Factual Information
Population and Household Characteristics
Housing Inventory
Housing Need
Policies
Sources Used

CHAPTER 11
PUBLIC FACILITIES AND SERVICES 96
Goal
Introduction
Factual Information
Existing Public Facility Plans
Service Providers
Population Forecast for Determining Public Facility Needs
Sewerage Facilities
Water Facilities
Stormwater Drainage
Category B Facilities
Policies
Actions
Sources Used

CHAPTER 12
TRANSPORTATION 103
Goal
Introduction
Factual Information
Transportation System Plans
Transportation System Plan Goals, Needs, Funding, and Solutions
Land Use and Transportation
Transportation Facilities in Fairview
Sources Used

CHAPTER 13
ENERGY CONSERVATION 119
Goal
Introduction
Factual Information
Traditional Energy Sources
Alternative Energy Sources
Energy Efficient Development Practices
Policies
Sources Used

CHAPTER 14
GOAL AND POLICY SUMMARY 123

APPENDIX……146
- **A. LIST OF SUPPORT DOCUMENTS**
- **B. LIST OF REFERENCE DOCUMENTS**
- **C. LIST OF COMPREHENSIVE PLAN AMENDMENTS**
- **D. GLOSSARY OF TERMS**
- **E. PLANNERS' ACRONYMS**

LIST OF FIGURES

CHAPTER 1 – INTRODUCTION
FIGURE 1-A Original Plat Map of the City of Fairview
FIGURE 1-B Fairview Community Vision Map

CHAPTER 2 – CITIZEN INVOLVEMENT
FIGURE 2-A Council/Citizen Alliance for Excellence Committee Regions

CHAPTER 3 – COMMUNITY BUILDING
FIGURE 3-A Comprehensive Plan Map
FIGURE 3-B Old Town Vision
FIGURE 3-C Neighborhoods Map
FIGURE 3-D Fairview Village/Town Center Land Use Map
FIGURE 3-E Fairview Village Parks, Open Spaces & Circulation
FIGURE 3-F Fairview Village Street Plan & Section

CHAPTER 4 – AGRICULTURAL LANDS
No figures

CHAPTER 5 – OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES
FIGURE 5-A Culturally Sensitive Areas
FIGURE 5-B Natural Resource Site Inventory
FIGURE 5-C Revised Natural Resource Inventory Map
FIGURE 5-D Fairview Creek Watershed Map
FIGURE 5-E Historical Registration Index

CHAPTER 6 – RESOURCES QUALITY
FIGURE 6-A Columbia South Shore Wellfield Wellhead Protection Area

CHAPTER 7 – NATURAL HAZARD AREAS
No figures

CHAPTER 8 – RECREATIONAL NEEDS
FIGURE 8-A Existing Areas of Service
FIGURE 8-B Updated Parks Master Plan Map

CHAPTER 9 – ECONOMIC DEVELOPMENT
FIGURE 9-A Developable Lands
FIGURE 9-B Commercial Core
FIGURE 9-C Title 4 Lands

CHAPTER 10 – HOUSING
No figures

CHAPTER 11 – PUBLIC FACILITIES AND SERVICES
No figures

CHAPTER 12 – TRANSPORTATION
No figures
CHAPTER 13 – ENERGY CONSERVATION
No figures

LIST OF TABLES

CHAPTER 1 – INTRODUCTION
No tables

CHAPTER 2 – CITIZEN INVOLVEMENT
No tables

CHAPTER 3 – COMMUNITY BUILDING
TABLE 3-A City of Fairview Population
TABLE 3-B City of Fairview Population by Age Group
TABLE 3-C City of Fairview Population by Race
TABLE 3-D Land Use Zones
TABLE 3-E Fairview Village Land Use Table

CHAPTER 4 – AGRICULTURAL LANDS
No tables

CHAPTER 5 – OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES
TABLE 5-A Protected Open Spaces

CHAPTER 6 – RESOURCES QUALITY
No tables

CHAPTER 7 – NATURAL HAZARD AREAS
No tables

CHAPTER 8 – RECREATIONAL NEEDS
TABLE 8-A Existing Parks, Community Centers, and Open Spaces

CHAPTER 9 – ECONOMIC DEVELOPMENT
TABLE 9-A Occupations in 2000
TABLE 9-B Average Household Incomes
TABLE 9-C Individual Poverty Level in 2000

CHAPTER 10 – HOUSING
TABLE 10-A Population and Housing Units 1970-2002
TABLE 10-B Housing Types in 2002
TABLE 10-C Existing Housing Developments by Housing Type
TABLE 10-D Housing Vacancy by Type
TABLE 10-E Residential Dwelling Unit Projection to 2017

CHAPTER 11 – PUBLIC FACILITIES AND SERVICES
TABLE 11-A Fairview Planning Area Public Facility Service Providers

CHAPTER 12 – TRANSPORTATION

No tables

CHAPTER 13 – ENERGY CONSERVATION

No tables

PREFACE

Comprehensive plans have developed into one of the most important tools used by local governments to control and guide a community to an effective and productive future. First developed, in America, during the later part of the 19th century as a means to assure adequate public services such as streets, sewers and water systems, they soon evolved into both a means of creating livable cities and preserving important resources already existing within the community.

While Oregon was one of the first states to require local governments to prepare comprehensive plans, the value of such planning has become so obvious that most states now require similar plans. Oregon crafted a series of Statewide Planning Goals that set the parameters for what constitutes an acceptable plan under Oregon law. The first and foremost of the Oregon Land Use Goals is citizen involvement. It was clear in listening to Oregonians during the many meetings held around the state that the people of Oregon included in their desires that each community be unique, with each plan reflecting the local area's particular needs and preferred approach to achieving the future.

STATE LAND USE GOALS

1. CITIZEN INVOLVEMENT
2. LAND USE PLANNING
3. AGRICULTURAL LANDS
4. FOREST LANDS
5. OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES
6. AIR, WATER AND LAND RESOURCES QUALITY
7. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS
8. RECREATION NEEDS
9. ECONOMIC DEVELOPMENT
10. HOUSING
11. PUBLIC FACILITIES AND SERVICES
12. TRANSPORTATION
13. ENERGY CONSERVATION
14. URBANIZATION
15. WILLAMETTE GREENWAY
16. ESTUARINE RESOURCES
17. COASTAL SHORELANDS
18. BEACHES AND DUNES
19. OCEAN RESOURCES

The City of Fairview's approach to its plan reflects a structure similar to the statewide planning goals. Land uses are organized in an efficient manner, with neighborhoods identified and organized to assure adequate streets, hazards are avoided, rules created to prevent or mitigate potential incompatible activities and where possible policies or standards created to foster desirable land and/or social activities. Some examples include plans for expanded roadways,

restrictions of building in floodplains, design and site standards for new buildings, and identification of compatible uses or conditions that may be imposed to assure compatibility.

Further, Fairview's Comprehensive Plan sets limits for environmental protection by imposing requirements for protecting important waterways (thereby reducing pollution and preserving wildlife). The plan identifies where special care needs to be taken to preserve significant historical and prehistoric resources. And the plan translates important social values (such as maintaining Old Town's appearance or promoting local employment) into regulations designed to achieve the desired end conditions.

The Plan is the result of many years of hard work by hundreds of local residents, governmental agencies, as well as other interested parties such as homeowner, advocacy groups (e.g., Fairview Creek Watershed Council) and neighborhood groups. Unlike some plans this document is not the result of a single planning effort. Rather it is a compendium of plans and public decisions made over the course of the last 25 years when the first Fairview Comprehensive Plan was written. Those years have seen many changes and this plan reflects not only the changes that are our current reality, but also our hopes for the future. The following planning documents are incorporated into this document and are part of the Comprehensive Plan:

- Fairview Transportation System Plan
- Capital Improvements Plan
- Parks and Recreation / Open Space Master Plan
- Fairview Village Comprehensive Plan
- Sandy Boulevard Corridor Refinement Plan.

In addition, the City of Fairview Visioning Document (2002) is recognized as a guiding document, but only those portions of the Vision actually listed within this document are formally adopted.

Should instances be found where there are conflicts or differences identified between this document and other pertinent City documents, or where there may be differences between other documents, this Plan shall prevail.

This plan is identified as comprehensive because it brings together many aspects of the community into a single document. Not only is compatible land use defined (by the use of environmental, safety and aesthetic standards), but also how those changes are to be managed, including making commitments for public involvement with community decisions. Environmental and cultural resources are identified and programs crafted to maintain those sites because of their importance to the community's identity and future. Public facilities, such as water and sewer lines, streets, and parks are coordinated with the activities expected on the land – both to assure adequate services but also to improve the efficiency in how they are provided thereby keeping taxes as low as practical. Energy savings are sought through urban and building design standards, and coordination between local agencies is made more feasible as a means for protecting the public as well as for efficiency in the use of tax dollars.

While the Fairview Comprehensive Plan endeavors to be as comprehensive as possible, and to meet its obligations to the Statewide Land Use Goals and Regional Growth Management Plan, it is only one tool being used by the City. The Plan also identifies a number of action items that are to be completed by the City, however, before being implemented those actions will require final authorization by the City Council and occur after legally required procedures are conducted. Other programs outside of the Plan include police and nuisance regulations, as well as the work of special committees such as Parks and Economic Development, and state and federal agencies also are at work locally working to better life for Fairview's residents. All of those entities, as well as many private corporations and not-for-profit groups will continue to be active within our city.

The Fairview Comprehensive Plan is meant to be the primary expression of what the people of Fairview need and want for their city. It focuses the resources of the City on those desired ends and describes for both its residents and non-resident entities desiring to work within our city what we will accept and promote. The Plan will continue to evolve with the people of Fairview and future years will see changes to the document – as must occur if the Plan is to remain a useful reflection of the community and a guide to our future.

CHAPTER 1

INTRODUCTION

FAIRVIEW IS A GREAT CITY IN WHICH TO LIVE AND WORK! The pathway to that greatness involved hard work, making tough decisions and a commitment to quality.

A HISTORICAL PERSPECTIVE

Early History

The first known inhabitants of what is now the City of Fairview were members of the Multnomah band of the Chinook tribe, and they lived in a prosperous village along the Columbia River near where Blue Lake Park is now located. By 1806 when elements of the Lewis & Clark Expedition visited Ne-cha-co-lee, (or Nechocokee as commemorated in one of the city's parks) the village, apparently decimated by a smallpox epidemic, had declined from six long houses to one. Only a small remnant of the hundreds who once lived there remained.

In the 1840's and '50's the area began to attract settlers as people sought out farming opportunities in the East Multnomah County area. Utilizing the wet character of the area, the growing of hay for feed and grains prospered, along with a variety of livestock operations. Eventually the area would become known for its orchards, dairies and berries. Because of the need to ship out the various agricultural products, Fairview was established as a stop for the trains when tracks were built through the area in the 1890's. By that time the population had begun to grow and local residents had taken to calling the area Fairview because of the attractive views to the Columbia River, Mt. Hood and the Columbia Gorge available then, and now, throughout the city. The Fairview Historical Society has a number of pictures dating from the 1890's showing the aesthetically pleasing character of the landscape at that time. Homes constructed in the 1860's still exist in Fairview's Old Town Neighborhood.

The name Fairview seems to have been selected first by members of the Fairview Methodist Church (1853) to identify their location. When the community applied for a post office to the U.S. Postal Service they were denied the use of the name Fairview because another community with the same name already existed on the Oregon coast. As a result the area was known as Cleone for a short time until the post office on the coast closed and the name returned to the local area.

(See Figure 1-A: Original Plat Map of the City of Fairview, at the end of the chapter.)

Incorporation

Incorporated in 1908 by a vote of 36 to 6 the first Mayor of the new City of Fairview was G.E. Shaver. The city was composed of a few homes, some commercial buildings along Curve Street near the train depot and a school building. As more people began to slowly move into the area more homes were added and the area began to take on the appearance of a small town. A City

Hall was constructed in the vicinity of the current Handy Park. Interestingly, that City Hall had a second floor for community social activities, including a dance floor.

As East Multnomah County grew much of the development went to other parts of the area because of the wetlands and sloughs that made travel and construction difficult in Fairview. Flooding was almost an annual event on Fairview Creek until the early 1990's. The flood of 1898 is reported to have resulted in two feet of water standing on Sandy Boulevard in Fairview. Only with the construction of the Columbia River dike did the area north of Sandy Boulevard become safe from regular inundation. While the flooding problems have been largely remedied by construction of dikes, flood channels, pumps, holding ponds and a variety of other facilities and organizations, wetlands continue to dominate the character of the city. The result is an open and green condition that many people have found to enhance their lives, or even being the reason they were attracted to the area. When completely built-out, Fairview will retain 22 percent of its total area in wetland, parks and other open spaces. This is a phenomenal commitment to open space and as a percentage far exceeds any other city in the metropolitan area.

Much of Fairview's development focused around farming services related to the agricultural community, workers associated with the Reynolds Metals (now Alcoa) Aluminum plant in Troutdale or those seeking a quiet place to retire. For many years the area maintained a peaceful, almost rural character as the community slowly grew from a population of 266 in 1930, adding 39 persons by 1940, another 133 by 1950, then adding 140 by 1960.

Fifty Years That Changed Fairview

In the '60's suburban development began to increase dramatically in all of East Multnomah County, including Fairview. Roadway improvements were being made and many families were looking for a more open and green environment to live close to Portland's employment opportunities. Fairview began to attract new families and some commercial services along Halsey. By 1970 the city's population had jumped to 1,045, a 76 percent increase in that decade, which was followed by another 67 percent growth reaching 1,749 by 1980.

The City Council began to recognize that Fairview was on the verge of becoming a much larger community and prepared a Comprehensive Plan in 1979 (in compliance with state law) and adopted new regulations governing the development of land. Growth slowed somewhat as areas to the south in Gresham and Rockwood attracted more of the area's new population, so that the city's population in 1990 was only up to 2,391. However, events were building that would soon rapidly change the city.

During the '90's the area owned by Tektronics for a future high tech park was sold because of changing conditions in the electronics industry. Much of that area was donated for a school site and a wetlands park. However, 80 acres were sold to serve as the new town center for Fairview. The developer (Holt & Haugh) began an ambitious program of building the first privately financed neo-traditional development in Oregon called Fairview Village. In addition to designing pedestrian-oriented mixed residential areas composed of small lot single-family detached homes, rowhouses, townhouses and apartments; the developer, working in conjunction with the City, also attracted several new municipal services. The construction of a new post office, city hall,

community park and library gave credence to the view that this was truly a new center for the city. Commercial development was slower to arrive but the construction of a Target department store, Gold's (later Bally's) fitness center, and several small retail and service businesses has begun to serve as a core for a new commercial center.

Also during the 1990's the area north of Sandy Boulevard, and in particular the area south of Fairview Lake, began to fill with new housing. This was also the period when the Housing Authority of Portland and some private developers added large apartment projects in the city. This influx of new housing types (townhouses, cluster homes on small lots, moderate to upper income detached housing, low-income subsidized housing) added substantial variety to the existing housing stock of low-to-moderate income detached housing and manufactured housing parks common throughout Fairview prior to that time.

Associated with the rapidly developing city were a number of challenging land use decisions, and during the regularly scheduled periodic review of its comprehensive plan the City was directed by the Land Conservation and Development to improve its inventory and protection of environmentally sensitive areas. This resulted in many years of inventorying and amendments to the development regulations to obtain a balanced program of land use protection and development. This work was not completed until 2001.

Because of the rapidly changing character of Fairview, the City undertook, or coordinated with others, and approved a number of special plans to assist in the city's development. These plans dealt with geographic areas, such as those for Fairview Village, Renaissance Area (Old Town), Sandy Boulevard Corridor and Blue Lake Park. Particular topics dealing with citywide issues were also addressed through plans such as the *Transportation System Plan*, *Parks & Recreation Master Plan*, Economic Development Vision and Program, as well as the Riparian Protection Program. The result is a community that has a substantive commitment to planning and a population generally familiar with the processes and standards of the City's planning rules.

For ease of planning, the city is divided into four neighborhoods: Old Town, Town Center, Sandy Boulevard and The Lakes. While each has its own unique character and values, the use of the neighborhoods has been mostly seen as a method by which the city can become integrated into a single whole while recognizing the differences and important distinctions of each area. This plan will deal in greater detail with each area later in the document.

The 1990's were a period of rapid growth in the entire Portland area and the result was the creation of a new regional government. The regional voters charged Metro with planning for the metropolitan area and managing certain regional facilities. The resulting Regional Urban Growth Goals and Objectives (RUGGO's), 2040 Regional Urban Growth Concept (a land use vision for the entire region) and the Urban Growth Management Functional Plan became elements with which the City must comply in its planning activities.

The 21st Century

Entering the 21st Century, the people of Fairview have witnessed substantial change in their city. The early residents have been joined by thousands of new neighbors who share their

commitment to a quiet village-like atmosphere, open spaces and wetland areas, protection of the area's important cultural and historic resources, desire for increased commercial services and compatibly-sited industrial jobs, as well as a commitment to comfortable and functional neighborhoods.

By 2004 most of the city's residential lands have been filled with new homes. In addition, all of the City's planning area has been incorporated into the city limits except for Interlachen Lane. Given these new conditions, the community has turned its attention to six important development areas within Fairview:

1. Continuing development of the Town Center, consistent with the adopted Fairview Village Plan to provide important commercial services, has been expanded to include the "Commercial Core" development area along Halsey Street as far west as 208th Place and east to the city limits. The "Commercial Core" area will also connect to the Wood Village Town Center immediately east of 223rd (Fairview) Avenue. The connection will be made along Halsey Street, not through Park Lane. (See discussion of the Commercial Core in Chapter 9, Economic Development.)

2. Determining how the new interchange with I-84 at 207th should be developed to maximize Fairview's need for commercial services and community identity.

3. Expanding commercial services along Sandy Boulevard, consistent with the *Sandy Boulevard Corridor Refinement Plan*, to provide important retail and service business opportunities in an area where residential development has created a need for commercial services that will provide goods and services for new residents.

4. Developing former agricultural and currently under-developed lands along Sandy Boulevard and east of 223rd into industrial employment sites for the people of Fairview, as well as to serve as the tax base needed to provide important public services to the community.

5. Encouraging private landowners along the Columbia River to seek redevelopment options that would replace existing industrial operations with river-oriented recreational, residential and commercial development. At the same time working with Metro to seek expanded services and facilities at Blue Lake Park that would add both recreational and commercial services.

6. Working with the City's local economic development partners to continue to explore options for the appropriate industrial, stormwater protection and recreational development of the Alcoa property south of the Columbia River dike.

Recognizing the changed character of Fairview and the need to have a cogent vision for the future, the City completed a community visioning process in 2002. The resulting document brings together the elements of the various plans that have been developed over recent years with the concerns and desires of the city's long and short term residents, as expressed in a series of workshops and public surveys. The *Visioning Document 2022* creates an integrated image for what

the community should be like in 2022 and lists many of the small and large tasks that need to be completed to make that future a reality. (See Figure 1-B, Fairview Community Vision Map)

SUMMARY OF THE COMMUNITY VISION

In 2002 the City Council adopted *Visioning Document 2022*. The Vision, prepared by citizens and city officials, is a tool for planning future growth and guiding on-going development in the Fairview urban area. The document elaborates on Fairview's motto, "A Community of History and Vision," by preserving the notable elements of the past, as well as paving the way for carefully planned growth that meets the needs of current and future residents. The vision document outlines numerous action items that will improve every corner of the city, far into the future. The Vision classifies Fairview into the following four areas: Old Town, The Town Center, Sandy Boulevard and The Lakes, based on the special attributes of each geographic area (See Chapter 3, Community Building for further discussion of the areas and Figure 3-C for a map of the neighborhoods).

Old Town

The Old Town neighborhood with its turn-of-the-century structures and large single-family lots provides a historic window into Fairview's early settlement. Original community structures such as the Fairview Elementary School, the Community Center (the old grange hall), the Nechocokee History Park, and a variety of historic buildings are the focus of the City's preservation efforts. Looking ahead, the Vision also identifies a significant city gateway opportunity at the intersection of NE 207th and I-84. Expanded city parks and preservation of Fairview Creek will provide needed open space in the neighborhood. Dozens of action items in Old Town are provided in the Vision, identifying actions to upgrade and enhance the area's housing and overall livability.

The Town Center

The Town Center neighborhood is focused on an award-winning neo-traditional design (The Fairview Village Development), where a mix of residential and commercial land uses are adjoined to nature trails that support pedestrian and bicycle accessibility. The Vision identifies a need to make improvements at the intersections of NE Halsey and Village streets, as well as at Halsey and 223rd Avenue to support the town center concept of increased pedestrian and community activities. Improved security, traffic safety, adequate retail parking and signage, and connecting trails to the Salish Ponds are some of the priorities being pursued in this neighborhood.

Sandy Boulevard

Job preservation and economic development are primarily targeted for the land adjoining Sandy Boulevard, especially east of NE 223rd. The railroad, interstate freeway access and large flat parcels are important assets conducive to industrial use. The Vision identifies strategies to enhance the mixed-use character of the Sandy Boulevard neighborhood by identifying the need for a small convenience retail center at the intersection of NE 207th and Sandy Boulevard. The intersection of NE 223rd and Sandy Boulevard is prime for improvements that will allow residents, bicyclists and tourists to safely reach nearby homes and water features, without disrupting industrial and commercial businesses. Tourism is promoted by enhancing the Columbia River access and advertising the Blue Lake and Chinook Landing recreational areas.

The Lakes

West of 223rd Avenue, the Lakes is primarily a single-family neighborhood adjoining or near Fairview and Blue Lakes and close to the Columbia River. There are also important industrial sites on the east side of NE 223rd Ave. that should be carefully developed to buffer the residential uses and compliment tourism in this unique area of natural waterways. Protection of water quality and archaeological sites, the generation of new jobs, the creation of recreational playing fields and the preservation of quiet residential areas will be an ongoing balancing act as the City makes its development decisions.

The *Visioning Document 2022* is a useful and important planning and action document for the City to refer to as it continually evolves to meet the needs of its residents. As conditions change, city residents and city officials will revise or update the document in order to maintain its relevance. The ideas and direction given in the Vision document serve as the foundation for the Comprehensive Plan.

SOURCES USED- listed in Appendices A & B

Fairview Cultural Resources Inventory and Historic Context
Visioning Document 2022
Oregon Land Use Goals & Guidelines
Metro's Urban Growth Management Functional Plan

FIGURE 1-A
ORIGINAL PLAT MAP OF THE CITY OF FAIRVIEW

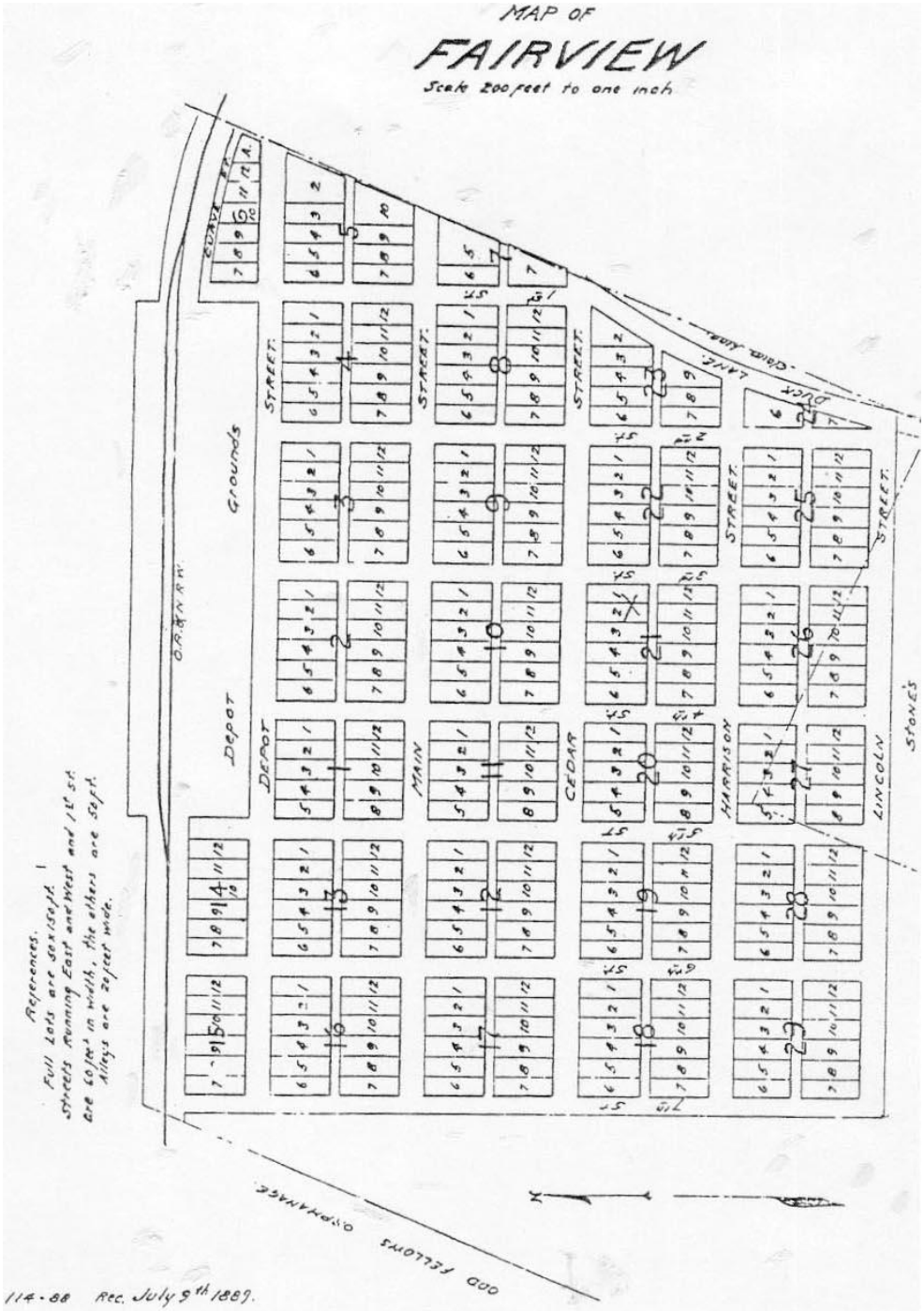


Figure 6
Fairview Townsite, as Platted in 1889

FIGURE 1-B
FAIRVIEW COMMUNITY VISION MAP

CHAPTER 2

CITIZEN INVOLVEMENT

GOAL

To develop and implement a citizen involvement program to ensure public input to the planning process.

FACTUAL INFORMATION

The Fairview governing body is charged by the state with preparing and adopting a comprehensive plan, and adopting and publicizing a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land use planning process. The program is to be appropriate to the scale of the planning effort and the jurisdiction and strive to involve a cross section of affected citizens. The program should assure continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

In 1979 the Planning Commission and City Council of Fairview were directly involved in the formulation of this comprehensive plan and the revision of the zoning map for the planning area. Of the 1,040 households in the planning area, 800 responded to an extensive questionnaire about planning issues. Public hearings leading to the adoption of the original Comprehensive Plan and the revised Zoning Map involved direct citizen participation.

To keep the Plan current with state land use regulations and changing conditions in the City, from 1990 – 1993 it was updated in accordance with state periodic review requirements. The Plan update involved the citizenry through public work sessions, public hearings and public notice requirements. Statewide Planning Goal 5 requirements, an element of periodic review, were completed in 2001.

From 1994 to 2000 several "specific area plans" were prepared by the public and City officials to address particular neighborhood or city planning issues. With active citizen participation, specific plans for transportation, parks and open space, economic development and regional planning were prepared. Neighborhood plans for Fairview Village and Old Town were drafted. These plans have been incorporated into this document.

Again in 2002, the City and many residents embarked on the preparation of a Fairview Vision, this time for 2022. After several months of analysis and debate, the Fairview City Council adopted the Vision. Pertinent elements of the Vision are included in every chapter of the Comprehensive Plan. The Vision includes many action items to increase public participation in City deliberations and activities, such as expanding the City's website communications as well as expanding opportunities for neighborhood meetings.

The City does not currently have organized neighborhood organizations, but the City can be easily divided into four or more neighborhoods for such purposes. The Visioning Document, summarized in Chapter 1, divides the City into four regions. In 2003, the City Council formed

the "Council/Citizen Alliance Committee " (CCAC) to provide communication and comments or suggestions to the City Council on non-planning issues, with two representatives from each of the six neighborhood areas. (See Figure 2-A for a map of the six regions.)

In 2003 the City also realized a need to incorporate all the various planning documents developed from 1990 to 2002 into the Fairview Comprehensive Plan to assure that all the past planning efforts by the citizenry are properly implemented and consistent with the Fairview Zoning and Development Code. For that reason, the Plan was updated in 2004.

The Land Conservation and Development Commission (LCDC) and its citizen advisory committee approved the original Fairview Citizen Involvement Program. The Fairview Planning Commission continues to serve as the City's Committee for Citizen Involvement in planning.

POLICIES

1. The City of Fairview will implement the Citizen Involvement Program outlined in the following policy statements.

    A. The City Planning Commission is the officially recognized Committee for Citizen Involvement (CCI). The CCI is responsible for the initial public announcement of the planning process and for generating land use policy based upon its own investigation and knowledge, input from the citizenry and input from the city officials and agencies.

    B. Citizen input will occur at public information meetings and informal hearings held during each phase of the planning process by the CCI or other committees formed by the CCI for the purpose of drafting_or updating a comprehensive plan.

    C. Meetings and hearings will be publicly announced and conducted according to requirements of state law and city code and will guarantee adequate opportunity for citizen input and review.

    D. The record of all meetings and hearings will be published for general circulation within the planning area and posted for public view at the City Hall and one other location within the planning area.

    E. The CCI will make policy recommendations to the Mayor and City Council, who will reply to the CCI in writing.

    F. The City Council adopts the comprehensive plan and makes all decisions regarding amendments of the comprehensive plan.

    G. The City of Fairview will provide staff and information support to the CCI for technical matters and will provide financial support subject to budgetary appropriation.

2. The City will periodically conduct an evaluation of the Citizen Involvement Program in the manner outlined in the following policy statements:

   A. Place a notice in the local newspaper that the CCI will meet to evaluate the Citizen Involvement Program and asking for citizen comments on the program.

   B. Review and evaluate all letters received from citizens that indicate dissatisfaction or satisfaction with the City's planning and Citizen Involvement Program.

   C. Review the Citizen Involvement Program to be sure that all procedures outlined therein were followed during the review period.

   D. If there are indications of weakness in the Citizen Involvement Program, institute new procedures.

   E. Send a written report to the City Council indicating findings.

3. When preparing to undertake significant studies or planning projects, the Planning Commission shall seek input and recommendations from the Council/Citizen Alliance Committee (CCAC) regarding public involvement. Specifically, the CCAC is encouraged to suggest programs and strategies that will provide substantive citizen involvement from all areas of the city.

4. The Planning Commission will consider all CCAC recommendations and create a public involvement program that maximizes citizen input opportunities within available resources. The Commission may also utilize the CCAC to monitor the public involvement process for effectiveness and to provide useful feedback for future processes.

5. The CCAC responsibilities are limited to public participation methods and are not to conflict with the role of the Planning Commission as a decision making and recommendation making body.

6. The City shall involve other governmental agencies in the local planning process in the following manner:

   A. Identify agencies that have regulations or existing published information pertaining to each Plan element.

   B. Contact identified agencies and obtain pertinent information and/or regulations.

   C. Incorporate information and regulatory data into the database and draft for each Plan element.

   D. Send a copy of preliminary drafts of each Plan element to the respective agency for review and comment.

E. Send notice of hearings on the Plan to the agencies.

F. Send a copy of the adopted Plan to the agencies.

G. Maintain oral and/or written communication with all agencies affected by development proposals within the City of Fairview planning area or proposed changes in the Plan or its support documents.

H. Provide Metro with a mailing list of all agencies involved in the City of Fairview planning process.

I. Assure Metro access to the City of Fairview Citizen Involvement Program by:

(1) Providing it notice of the Committee for Citizen Involvement (Planning Commission) meetings.
(2) Providing it access to all information collected or generated by the CCI.

7. The citizens of Fairview and any affected governmental units will be given an opportunity to propose Plan changes for review and comment on any proposed Plan changes in accordance with the following procedures:

A. The City will hold a public hearing on the proposed change. If the change affects an individual parcel, at least 30 days notice of the hearing will be given to all property owners within 500 feet from the boundary of the property where the change is proposed. For textual or other changes affecting general categories of land, public announcements of the hearing will be made. If legislative changes to the Zoning Map or Development Code are proposed that may affect permissible uses or property values, individual notice to all affected properties will be provided according to state law.

B. Major revisions will require re-evaluation of the public's need expressed in the Plan. (Major revisions may include land use changes that have widespread and significant impact beyond the immediate areas such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships)

C. Revisions having little significance beyond the immediate area of the change (minor revisions) will be based on special studies or other information that justifies the public need for the change.

D. The following criteria will be used to establish the justification of a proposed plan amendment or zone change:

(1) Demonstration of compliance with all applicable comprehensive plan policies and map designations. Where this criterion cannot be met, a comprehensive plan amendment shall be a prerequisite to approval.
(2) Demonstration of compliance with all applicable standards and criteria of the Fairview Development Code, and other applicable ordinances.
(3) Evidence of change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or land use district map regarding the property, which is the subject of the application.
(4) Demonstration of compliance with the Fairview Transportation System Plan.

8. The Planning Commission will completely review the plan when needed based on available staff time and resources. Its recommendations will be given to the City Council. If the Planning Commission recommends a plan change, the City Council will follow the procedure outlined in paragraphs 4A through 4D above.

9. The procedures for encouraging and obtaining input from, and communicating with, the citizens and public agencies outlined in the Citizen Involvement Program will also be adhered to in future land use planning matters.

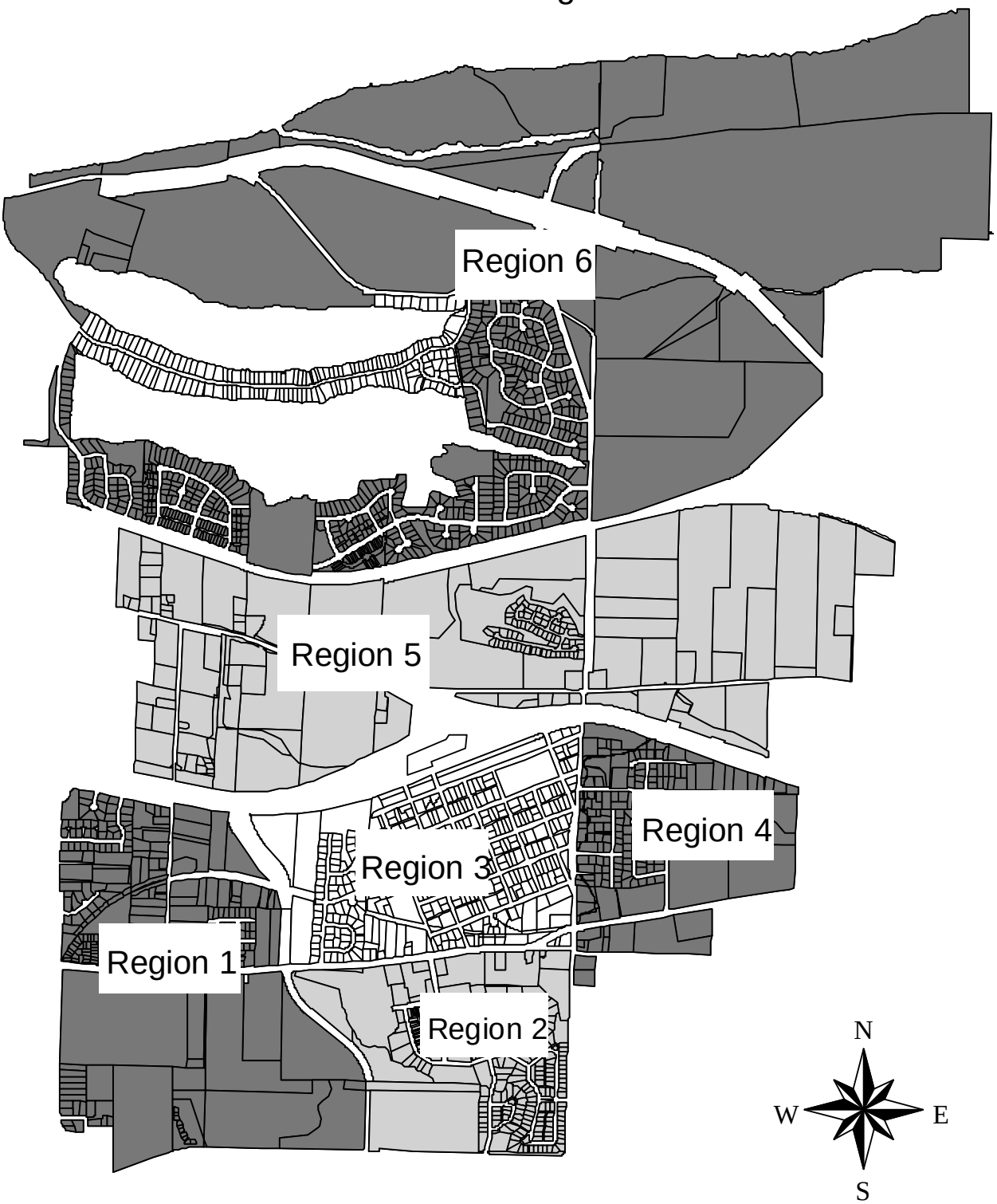
10. The City will strive to educate and involve more citizens in City decisions by expanding use of the City's website and newsletter, improving attendance at neighborhood meetings, installing informational kiosks, providing informational brochures and by preparing a citizen involvement handbook.

SOURCES USED- listed in Appendices A & B

Visioning Document 2022
Oregon Land Use Goals & Guidelines

FIGURE 2-A

Council/Citizen Alliance for Excellence
Committee Regions



CHAPTER 3

COMMUNITY BUILDING

GOAL

To provide sufficient land to accommodate growth to the year 2020, and provide for the orderly development of that land.

INTRODUCTION

The Fairview Planning Area is contained within the Metro Regional Urban Growth Boundary (UGB). Land within the established boundary is considered available for urban development. Urban development should be based on the economic provision of public facilities; the availability of sufficient land for various uses to insure choices in the market place; and the encouragement of development within urban areas before conversion to urban uses.

Oregon law and good planning practice state that the urban boundary should designate sufficient amounts of land to accommodate urban expansion taking into account 1) the growth policy of the area; 2) the needs of the forecast population; 3) the carrying capacity of the planning area, and 4) open space and recreational needs. The size of parcels of developable land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services.

The Fairview Planning Area was established by agreement between the City and Multnomah County in 1979. Today Fairview's Planning Area is a 3.6 square mile rectangle generally extending from the Columbia River south to NE Glisan Street, and generally from NE 201st Avenue on the west to just east of NE Wood Village Boulevard abutting the western city limits of Wood Village and Troutdale. By 2004 most of the historical agricultural uses in Fairview have converted to urban uses, and all of the area, except the Interlachen neighborhood, has been incorporated into the Fairview city limits. Both Fairview and Multnomah County plan for the eventual annexation and urbanization of the entire Fairview planning area.

Large-scale annexations to the city occurred in the Fairview Planning Area after the Comprehensive Plan (1979) was adopted and acknowledged by the state in 1980. The planning area boundary itself expanded in cooperation with Wood Village, and contracted in some areas due to annexations by Gresham. The annexations were based on an urban services agreement with Multnomah County whereby the City of Fairview developed a 20-year public facilities plan to accommodate the growth. The Department of Land Conservation and Development approved the planning boundary changes during periodic review of the Fairview Comprehensive Plan conducted between 1990 and 1993. Since then, an updated Capital Improvements Plan was completed in 2000 to assure adequate urban services to the planning area. The Interlachen neighborhood is the only remaining area outside of the Fairview City limits that currently receives City sanitary sewer and police services.

The 2,320-acre Fairview Planning Area is within the greater Metro Urban Growth Boundary. Therefore, Fairview is a participant in the *Metro 2040 Regional Framework Plan*, a comprehensive

regional planning document governing the growth of 24 cities and portions of 3 counties that comprise the Portland metro area. In 1992 area voters approved a regional home-rule charter that directed Metro to make regional growth management its primary mission. In a cooperative effort to participate in orderly growth region wide, Fairview's planning documents are in compliance with *Metro's Urban Growth Management Functional Plan*. Similar to the statewide planning goals, the Metro regional plan will be occasionally revised, and the City of Fairview will be required to remain in compliance with future changes to the Metro plan. Jurisdictional coordination is an on-going activity for the City, because in addition to inclusion in the regional planning program, the Fairview city limits is bounded on the south and west by the Gresham city limits, and on the east by the Troutdale and Wood Village city limits. Growth and change in any one city impacts the others. The cities and Multnomah County have cooperative agreements directing each to keep the others informed of new development.

FACTUAL INFORMATION

Population Characteristics

Understanding population characteristics is essential to any comprehensive plan. Population characteristics indicate the level of demand for future public facilities and housing. The rate of growth also affects the schedule for provision of public facilities. The components of population change include annexation of land, migration, and the rate of births and deaths in the city. The expansion of the Fairview Planning Boundary and subsequent annexations during the 1980's added land followed by a significant number of new, immigrating residents during the 1990's. Immigration clearly caused the notable change in the City's population between 1990 and 2000 as noted in Table 3-A below. The growth rate was relatively slow until the 1960's and the 1990's, when the entire Portland metro region as well as the state experienced significant growth.

Full residential build-out of the Fairview Planning Area is likely to occur around 2008, and will result in an estimated population of 10,500 city residents. Accelerated residential growth in the 1990's added a significant increase in the number of new residents to the City's population and rapidly converted agricultural land to residential neighborhoods. The City is fast approaching full utilization of its vacant residentially zoned land as it matures into a traditional suburban community. The following table depicts Fairview's population growth since 1930.

TABLE 3-A
City of Fairview Population

YEAR	POPULATION	% INCREASE
1930	266	
1940	305	15%
1950	438	44%
1960	578	32%
1970	1,045	81%
1980	1,749	67%
1990	2,391	37%
2000	7,561	216%
2003	8,590	14%(in 3 years)
Build-out estimate: 2008	10,500	

U.S. Census data has only been available for the city since 1990; therefore comparative analysis is not possible for the city. The following data describes the Fairview population by various age groups and race for the 1990 and 2000 census. Please note that the two census counts did not use all of the same categories in breaking out age groups. This also makes it difficult to make effective comparisons between the data.

TABLE 3-B
City of Fairview Population by Age Group

SUBJECT	1990 CENSUS	%	2000 CENSUS	%
Total population	2,391		7,561	
Sex				
Male	1,186	49%	3,831	50.7%
Female	1,205	50.4%	3,730	49.3%
Age				
Less than 5 years	190	8%	684	9%
5 – 9 years			672	9%
5 - 17	437	18%		
10 - 14			511	7%
15 - 19			452	6%
18 - 20	79	3%		
21 - 24				
20 - 24			663	8%
25 - 44	803	34%	2,545	34%
45 - 54	242	10%	959	13%
55 - 59	92	4%	311	4%
60 - 64	111	5%	208	3%
65 - 74	192	8%	319	4%
75 - 84	96	4%	195	3%
85 +	18	1%	42	1%
Median age			30.1	
Under 18	627	26%		
Over 18			5,435	71.9%
65 yrs and over	306	13%	556	7.4%

TABLE 3-C
City of Fairview Population by Race

RACE	1990 Census	%	2000 Census	%	Mult. Co. 2000	Oregon 2000
Total Population:	2391		7561			
White	2,255	94%	5,762	76%	79.2%	86.6%
Black or African American	16	7%	230	3%	5.7%	1.6%
Amer. Indian & Alaska Native	30	1.3%	63	0.8%	1.0%	1.3%
Asian or Pacific Islander	36	1.5%				
Other race	54	2.3%				
Asian total			260	3.4%	5.7%	3.0%
Asian Indian			18			
Chinese			21			
Japanese			15			
Filipino			39			
Korean			17			
Vietnamese			50			
Other Asian			100			
Native Hawaiian/ Other Islanders			28	0.7%	0.4%	0.2%
Native Hawaiian			21			
Guamanian or Chamorro			2			
Samoan			1			
Other Pacific Islander			4			
Some other race			795	10.5%	4.0%	4.2%
2 or more races			423	5.6%	4.1%	3.1%
Race alone or with one other						
White			6,144	81.3%		
Black or African American			288	3.8%	5.7%	1.6%
Amer. Indian & Alaska Native			154	2.0%	1.0%	1.3%
Asian			334	4.4%	5.7%	3.0%
Native Hawaiian & Islander			56	0.7%	0.4%	0.2%
Some other race			1,038	13.7%	4.0%	4.2%
			7,561 total			
Hispanic or Latino						
Hispanic origin (Any race)	101	4%	1,210	16%	7.5%	8.0%
Mexican			1,011	13.4%		
Puerto Rican			7			
Cuban			10			
Other Hispanic Latino			182			
Not Hispanic or Latino			6,351	84%		
White alone			5,442	72%	76.5%	83.5%

Population and race data in the above two tables reveals population changes in the City. First there was a relatively dramatic population increase between 1990 and 2000. The city population more than doubled in size. In addition, the number of residents of Hispanic or Latino origin as a percentage of the total city residents increased from about 4% in 1990 to about 16% in 2000. In the same category, the number of residents of Hispanic or Latino origin is double the number statewide and in Multnomah County as a whole. These population characteristics, of a high growth rate particularly of Hispanic/Latino residents, may affect the present and future housing needs in the city

Land Uses in the Planning Area

In order to accommodate growth and development of a sustainable community with needed services and public facilities, the planning area is comprised of an adequate land supply for industrial, commercial, residential, parks and open space and community service uses. The amount of land in each category has been revised many times since development of the Comprehensive Plan in 1979 in order to meet the changing needs of the community and its residents. With each revision the City has worked to provide an adequate supply of land to meet the estimated population growth and related need for jobs, housing, services, parks and public facilities. No further expansions of the planning area are anticipated. The following table depicts the planning area acreages by land use type in three different periods.

TABLE 3-D
Land Use Zones

Land Use Type	Planned Acres In 1977	Existing Acres In 1988	Existing Acres In 2004
Residential	670	278	789
Commercial	86	22	215
Industrial	133	88	355
Parks/Recreation/Public Uses	87	312	557
Unbuildable (water, ROW)	220	482	250
Agricultural Holding (AH)	656	1,064	110
Unincorporated Area (Interlachen)			150
Planning Area Total	**1,852**	**2,246**	**2,426**

Highlights from the land use table include expansion of the planning area between 1977 and 1988, the substantive reduction in agricultural land between 1988 and 2004, and the significant increase in residential, commercial, industrial and public uses/park land in 2004 as compared to prior years.

Population Density & Land Use Classifications

Population density measures the compactness of a community, expressed in persons or dwelling units per acre. Each residential zone allows a minimum and a maximum density so that compactness and projected housing targets can be achieved. In the past, trends were towards

lower population density. More recently, regional and state planning goals for compact land use and cost-efficient growth have encouraged increased population density. Residential housing densities in Fairview are identified below in the residential zone classifications.

The Comprehensive Plan Map (see Figure 3-A: Comprehensive Plan Map at the end of the chapter) and the Zoning Map designate land use classifications for all land in the planning area. The classifications are defined as follows:

- **Residential:** Proposes single-family detached and attached housing units as the primary use, including manufactured homes, on individual lots from 6,000 square feet to 10,000 square feet. The densities range between 4.4 – 7.3 dwelling units per acre. The residential plan designation corresponds to zone classifications: R, R-7.5, R-10, and R/MH.

- **Residential Multi-Family:** Proposes multi-family housing for 4 or more units on an individual lot such as multi-plexes, apartments, townhomes and condominiums. Corresponds to the zone classifications: R/MF and R/TOZ, and results in densities ranging from 9.7 units up to 21.8 units per acre.

- **Fairview Village:** Implements the policies of the Fairview Village neighborhood plan by providing a mixture of residential uses and a mixture of commercial uses in a pedestrian-oriented environment. Corresponds to the zone classifications: VSF, VTH, VA, VO, VC and VMU. Densities range from six (6) units/acre for VSF to 30 units/acre for VA.

- **Commercial:** Encourages developing a full range of commercial and auto-oriented businesses (CC), as well as mixed residential/commercial uses (NC and TCC) in a pedestrian environment in certain areas. Corresponds to the zone classifications: NC, TCC and CC.

- **Public:** Identifies government uses, public utilities, schools, and libraries. Corresponds to the zone classification: R/CSP.

- **Parks/Open Space:** Identifies parks and open space lands in public ownership. Corresponds to the zone classification: R/CSP.

- **Industrial:** Encourages a broad range of light and heavy industrial development in an orderly manner in certain areas. Corresponds to the zone classifications: AH, LI and GI.

- **River-Oriented:** Identifies area along Columbia River for "river oriented" uses. Encourages environmentally sensitive uses and/or design that are appropriate for riverfront development. Corresponds to the zone classifications: R/MF and GI, and anticipates compatible commercial designations.

- **Special Purpose Zones:** Identifies areas subject to additional zone standards. Corresponds to the zone classifications: Airport Overlay Zone, Significant Environmental Concern (SEC) Overlay, Flood Plan Overlay, Wetlands and Riparian Buffer Overlay Zone, and the South Fairview Lake Design Overlay.

Building Community For People: Fairview's Neighborhoods

Fairview's planning area is naturally divided into four distinct land use neighborhoods. While the number of identified neighborhoods may change in the future, each has unique characteristics that in total provide a wide variety of housing types. Together the neighborhoods form a tight-knit community with a small town ambience. An underlying current in city planning efforts is the goal of building and maintaining a strong sense of community. Although grouped with many other jurisdictions inside the Portland metro area, Fairview has an on-going commitment to maintain its unique character and individuality.

In the future, the four neighborhoods will be linked with connecting roads, walkways and bike paths that will conveniently feed into schools, retail and community service centers. Industrial areas will have easy rail and freeway access and maintain an appropriate buffer from nearby residential and recreational uses. (See Figure 3-C: Map of Fairview's Neighborhoods.)

Old Town

The four neighborhoods begin with the core area of historic Old Town Fairview. Preservation of the late 19th and early 20th century single-family bungalow style houses on large lots is key to a distinctive identity for Fairview. In 1997 the *Renaissance Plan* was developed for the core area. The purpose of the plan was to identify public improvements that promote a more livable neighborhood while maintaining the historic character. The detailed list of public improvements continues to serve as a capital improvements project list for the city. Again in 2002, development of the *Visioning Document 2022* advances neighborhood goals with numerous action items, both physical and programmatic, to build a stronger core area. The *Visioning Document 2022* also incorporated the areas within the City that are west of 207th Avenue and east of 223rd Avenue into the Old Town neighborhood. These two documents are hereby incorporated to provide planning guidance in the development of Old Town.

- **Renaissance Plan Value Statement**: "*Fairview will provide a safe environment where children and families can live, walk, recreate and enjoy life in a historic, small town setting. Streets, public facilities, parks, schools and homes are well maintained and the community takes pride in its appearance. Neighbors work together to create and provide continual support for a safe, clean and beautiful town.*"

- **Visioning Document 2022**: The Vision for Old Town centers around a theme to *"embrace this historic area and nurture appropriate public and private improvements to enhance its existing character."* General goals for improving Old Town are outlined below. Dozens of action items to fulfill these goals are in the Vision document for reference and implementation. (See Figure 3-B: City of Fairview Old Town Vision.)

Old Town Development Goals and Objectives:

- *Preserve the historic buildings and other cultural resources of Old Town. Increase funding for public improvements that maintain the area's unique small town character and historic buildings.*
- *Preserve the Fairview Creek riparian area, as well as the wooded areas in Osburn Park and Fairview Woods areas.*
- *Maintain single-family housing density and carefully blend new construction with historic building styles.*
- *Give preference to bicycle and pedestrian transportation improvements over increased vehicle efficiency. Calm traffic on local streets.*
- *Improve the appearance of the Old Town neighborhood.*
- *Upgrade public facilities, streets and parks. As redevelopment occurs, bury utility lines.*
- *Organize community celebrations and events.*
- *Build distinctive city gateway features, and landscape city streets.*
- *Designate Halsey as a "Main Street", and remove Old Town from the "Regional Town Center" designation, as defined by the Metro 2040 Growth Concept Plan.*

The Town Center

The Town Center neighborhood incorporates all of Fairview Village, Salish Ponds Wetlands Park, the Reynolds Middle School campus, and the NE 223rd Avenue and Halsey Street intersection. (See Figure 3-C, City of Fairview Town Center Land Use Map.) The Town Center area is a mixed-use, pedestrian-oriented neighborhood with a range of residential uses as well as service commercial, office and institutional uses. The "village concept" is based on the adopted *Fairview Village Comprehensive Plan*, 1994 (amended in 1996), whereby zoning and development standards in this neo-traditional enclave are different than more traditional city zoning standards. (See Fairview Village Comprehensive Plan section later in this chapter.) The main streets are architecturally unified with wide, landscaped, pedestrian-friendly sidewalks. Retail and office buildings are brought to or near the sidewalks with parking located to the rear, or on street. Street design is intended to slow traffic and encourage pedestrian travel. Commercial services are surrounded by urban style, high-density housing and residents can enjoy a two to five minute walk to reach basic necessities. As streets move away from the commercial grid and meld with the topography of the land and Fairview Creek, housing becomes less dense with larger lot single-family homes.

The Town Center neighborhood is connected together by a network of pedestrian ways and trails to consumer services, Fairview Creek and other neighborhoods. The transit-oriented neighborhood design of the Fairview Village development is patterned after American small towns built before the age of the automobile. This pattern is also inherent in Old Town. The *Visioning Document 2022* outlines numerous action items to improve the area, to link it with adjoining neighborhoods and to otherwise guide its future development. Development in Fairview Village and the greater Town Center area is based on the goals outlined in *The Fairview Village Comprehensive Plan*, summarized as follows:

Town Center Goals and Objectives:

- *Provide a strong sense of place in the Fairview Community through community design. Link the Town Center and Old Town with transit and community services.*
- *Ensure the efficient use of land and urban services.*
- *Provide a mix of housing types and price ranges to accommodate neighborhood diversity.*

- *Ensure adequate open space and the protection of sensitive natural areas.*
- *Provide the opportunity for jobs and services within the Town Center and Old Town Fairview to reduce trip lengths.*
- *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 223rd and 207th 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. 223rd 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. 238th 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 223rd 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 223rd 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 223rd Avenue and added pedestrian and bicycle circulation improvements are an important ingredient to successful development in this neighborhood.

Lakes Goal:

- *To preserve a lake-oriented residential area, while fostering compatible economic opportunities*

The four neighborhoods described above make up the City of Fairview. City planning and development goals aim to strengthen the assets of each while striving to weave them together into a cohesive community.

Fairview Village Comprehensive Plan Amendment

The City amended the Comprehensive Plan in October 1994 (Ordinance 8-1994) to allow for the Fairview Village development to occur.

Introduction

Fairview Village is a privately sponsored mixed-use development which was specifically designed to be pedestrian friendly and public transit oriented. The community was designed to meet the state transportation planning rule and to specifically address the objectives of the state transportation and growth management program goals. The village provides its residents the opportunity to live, work, attend school, recreate, shop, interact with nature, worship, and socialize – all without using an automobile. It is oriented to a major transit line to encourage utilization of bus service for trips outside of the village. The village is linked to the old town of Fairview by allowing safe and convenient pedestrian access to the commercial and public uses the village provides.

Fairview Village Development Concept

The development combines a mixture of nearly 600 residential units, including single-family residential homes, small lot attached single-family homes, townhouses, and apartments. It also includes over 10 acres of retail and office commercial land. Moderate residential densities are on the periphery of the development with higher densities located near the center and north near the transit and commercial core. The project integrates townhouses and apartments within the commercial core to create a pleasant urban setting. The entire plan is architecturally unified with street views designed to focus on architectural landmarks or open space areas. Landscaping and the preservation of natural areas also play an important role in the development of the project.

Primary Land Use Designations and Design Features

The land use designations are depicted in Figure 3-D with a corresponding land use summary in Table 3-E. These land use designations are described in more detail in the following pages. The design features are included to provide clear intent and direction for the identity and character of the project. Although, actual details will vary, it is crucial that the vision and architectural character of the pedestrian oriented development be followed.

TABLE 3-E
Fairview Village Land Use

FAIRVIEW VILLAGE Land Use Plan					
Symbol	**Use**	**Acres**	**%Total**	**Units/Acre**	**Units**
VA	Apartment	8.73	10.0	24.1	210
VTH	Townhomes	5.78	6.6	19.6	113
VSF	Single-family	33.96	38.8	5.3	174
VMU	Mixed Use*	6.45	7.4	14.4	93
Sub-total Resid.		54.92	62.8	10.9	590
VO	Office	1.02	1.2		
VC	Commercial	7.19	8.2		
	Special Sites **	1.03	1.2		
Sub-total Comm.		9.24	10.6		
Public	Parks	3.19	3.6		
Public	Open Space	4.74	5.4		
Public	WQ/Detention	2.3	2.6		
Public	Streets +	13.04	14.9		
Sub-total Public		23.27	26.6		
TOTALS		87.43	100.0		

* includes interior parking
** includes Day Care Center
\+ includes ROW area

VC - Village Commercial
Fairview Village includes a neighborhood shopping center at the main entrance at the intersection of Village Street and N. E. Halsey Street. The Target store is located west of Park Lane on Halsey Street and is the largest anchor retailer. Additional secondary retailers may be located elsewhere in the VC area. These retailers provide essential goods to neighboring residents which otherwise are only available by automobile. The center has adequate surface parking to allow for economic viability. In addition, being located at the periphery of the village, it collects automotive traffic destined to Village Main Street retailers and deters excess vehicular traffic from venturing further into the project. *Multi-family dwellings are allowed without ground floor retail or commercial uses in the "VC Flex" area, which is shown in Figure 3-D.*

VMU - Village Mixed Use
Adjacent to the neighborhood shopping center is the retail center of the village. A four-corner retail square, formed by two and three story buildings fronting the sidewalk, will provide an intimate town center. The sunniest corner of the Village Street-Market Street intersection will ideally boast a neighborhood sidewalk cafe or similar use, promoting the sense of a bustling and

friendly town square. The small retail stores will benefit from the shopping center parking, but not view out over a "sea" of parking. Typically, the lower floors will be used as retail shops, while the upper stories of the small retail buildings may be offices or apartments – adding to the energy and vitality of the market square. *The main intersection and entrance to the mixed-use area is required to have buildings with a minimum height of 18 feet and retail or commercial uses on the ground floor. The area subject to this requirement is shown in Figure 3-D as the "Four Corner Area".* Mixed-use buildings along Village Street are anticipated to initially be primarily residential, with limited commercial activities. It is anticipated that the commercial uses may grow to be more predominant over time, if developed in a manner consistent with land use and building regulations.

VO - Village Office

At the southern terminus of the commercial and mixed uses and along NE Halsey Street are areas designated for business, government, and professional offices. This will augment the commercial activities in the core area and provide needed services for the residents in the village. *The area subject to this requirement is shown in Figure 3-D.*

VTH - Village Townhouse

Townhouses line the narrow village streets in-close to the town center creating an urban feel to the village interior. The townhouses have front porches near the street sidewalks to encourage interaction between neighbors and to promote a sense of community. In areas where alleys are provided, parking is hidden from view with garages located to the rear of the main structure. *The area subject to this requirement is shown in Figure 3-D.*

VA - Village Apartment

A variety of apartment types exist throughout the village, including apartments over retail buildings and "garden" apartments. Typically, these garden apartments will be "U" shaped , so that residents' views are over a common green in the courtyard rather than a parking lot or street. The courtyard also promotes interaction among tenants and a sense of community. Apartments are generally built at a density of 20-28 units per acre, but there may be an opportunity to create senior apartments or congregate care facilities of other densities as well. The variation of demographics, especially age and income levels, is an important dynamic in creating a strong and stable community. *The area subject to this requirement is shown in Figure 3-D.*

VSF - Village Single-Family

Single-family residential lots range in size from approximately 4,000 to 7,700 square feet. Homes built on the single-family lots have design standards regarding such features as roof pitch, front porches, the location of garages, and accessory buildings. The homes create an aesthetically pleasing and architecturally interesting appeal when viewed from the street, encourage residents to orient their activities toward the street, and de-emphasize the presence of garages by pushing them back from the front facade. The smaller lots may house duplexes, zero lot line setbacks, or other creative small lot configurations to allow adequate housing sizes while preserving aesthetics. Again, the emphasis is placed on encouraging efficient land use and privacy. Market acceptance demands that the homes be of high quality, but affordable.

A number of the home sites back up to wetlands, Fairview Creek, or Clear Creek. The lots extend to the center of the creek, but a conservation easement restricts development within 50

feet of Fairview Creek or 37.5 feet of Clear Creek. This area along the creeks preserve or enhance important wildlife and riparian characteristics in a manner that is consistent with city requirements. *The area subject to this requirement is shown in Figure 3-D.*

Parks and Open Spaces

The Fairview Village plan preserves the wetland habitat for water quality benefits, wildlife habitat and recreational opportunities for residents of the city and the region. In addition, a degraded segment of Fairview Creek, on the east side of the property, was restored and enhanced and approximately 2.3 acres of ponds were built to improve the quality of stormwater going into the creek from the development.

Parks Fairview Community Park covering about 2.1 acres, shown in Figure 3-E, was dedicated for active recreation purposes and for community-wide gatherings and events. Pocket parks, totaling over one acre (combined), are located within residential areas. The combined total area of parks provided is approximately 3.19 acres (Table 3-E). Park areas were dedicated to the city at the time of development permit issuance. In addition, passive open spaces and area wetlands and stream corridors occupy approximately 4.75 acres.

Accessways The project, by design, incorporates a new method of street design, which emphasizes bicyclists and pedestrians as the primary focus for travel movements. As a result, there is an extensive system of on-street routes totaling over 4,000 feet. In addition, an off-street pathway system complements the on-street routes and provides connections along Fairview Creek, across Clear Creek, and between all development areas. This ensures that residents have convenient and comfortable connectivity throughout the development. *This system is shown in Figure 3-E.*

Conservation Areas A second important open space component of the plan is the preservation and enhancement of the significant natural features on the site. A number of wetland areas are within the development , primarily south of Fairview Creek and west of the southern access from Glisan Street. The village design strongly emphasizes avoidance of impacts to wetland and stream corridor areas. With the exception of the one-half acre wetland in the northeast corner of the site and the additional one-half acre wetland filled for the Target store development, all significant wetland areas and stream corridors have been preserved and enhanced. To compensate for filling the small wetland, Fairview Creek, which was severely degraded by previous activity, was restored to a natural condition with corridors of 75 (Clear Creek) or 100 (Fairview Creek) feet in width. To compensate for the filling of the one-half acre wetland as part of the Target store development, two and one-half acres of mitigation were required within the Salish Ponds Wetlands Park.

Stormwater As part of the system of open spaces, stormwater treatment and detention areas were developed to eliminate any potential impacts related to flooding or water quality. These facilities are shown on Figure 3-E.

Transportation

Fairview Village has many attributes designed to promote increased public transportation usage, walking, and bicycling and fewer automobile trips by residents. The project has many direct

improvements which benefit pedestrians – paths and bridges, for instance, which promote the ease of access from residences to the commercial core and public transportation. Just as important are the design elements which promote pedestrian and bicycle use through safety and aesthetic appeal.

Direct improvements include design elements which enhance the convenience of pedestrians, bicyclists, and public transportation commuters within the community:

- The neighborhood shopping area will provide the basic daily necessities to residents, such as grocery, dry cleaning, coffee shops, day care, and banking. Residents will not have a four to six mile automobile trip for basic necessities. The retail area will create over 400 jobs and the two office buildings will support 100-150 workers, allowing many working residents to walk to work.

- High-density housing is clustered around the retail and commercial core, with less dense, single-family housing towards the periphery of the project. The maximum number of residents within the development have less than a five minute walk to the retail areas, public plazas, public transportation and other service amenities thus decreasing the demand to drive elsewhere.

- All-weather bus shelters and a bus turn-out at NE Halsey Street are located to maximize easy access for commuters.

- A bus shelter and pedestrian friendly walkways along N. E. Fairview (223rd) Avenue allows easy access to the southward bus line at the intersection of 223rd and Park Lane, which links residents to the amenities of downtown Gresham and a direct link to the Tri-Met light rail system. It is within a five minute walk of virtually all residents of old town Fairview and the Village. Subject to Tri-Met scheduling, access could be enhanced on the site with a route through the village.

- The retail core is located as close as possible to the old town area of Fairview. Improvements to N. E. Halsey Street included a signal designed to allow safe and easy pedestrian access to amenities for residents of the existing residential area. As a result, Fairview Village serves to lower vehicle miles traveled in the existing neighborhood as well.

- The proposed street system links all areas of the village with surrounding major streets (see Figure 3-E). Streets were kept as narrow as possible, while maintaining appropriate emergency access. Small radii were used at intersections to slow traffic and reduce crossing distances for pedestrians. Wide sidewalks are incorporated in all areas of the development. In general, street widths are "bent" and kept narrow in order to slow automobile traffic, while accommodating parallel parking and bicycle traffic. Streets were designed to preserve the pedestrian friendly feel and aesthetics. Narrow sections through the retail area enhance retail visibility. Because of the design features that discourage fast-moving traffic, bicycles and automobiles are able to share the streets.

Except for two limited right-in-right-out accesses for the Village Commercial area, direct access to N. E. Halsey Street, N. E. Fairview (223rd) Avenue, N. E. Glisan, or N. E. 207th Avenue will not be provided for individual properties or developments. The street intersections are in locations that are compatible with the existing street system. While the street intersection at N.E. Fairview (223rd) Avenue is opposite the entrance to the Multnomah Greyhound Club, through the charrette process the concern over village through-traffic to access the dogtrack was eliminated. First, the street connection with NE 207th was eliminated and, second, the interior village streets are now aligned and distributed to strongly discourage "rapid" through-traffic.

- Pedestrian/bike paths through the village shorten the distance for pedestrians from residences to work, commercial services, and school. All of the streets feature sidewalks ranging from 5 to 15 feet wide along both sides. Other pedestrian/bike connections are in separate pathways and alleys providing safe and convenient access throughout the village. Three pedestrian/bike-only bridges over creeks were included to shorten the walk through neighborhoods and increase the connection to walking trails. Alleys were provided in some areas, also to create pedestrian/bike paths to shorten walk distances. A special walking trail was provided through the natural resource area, to Woodland Elementary School and to Salish Ponds Wetlands Park, which also connects to the Reynolds Middle School campus to the west. This system is illustrated in Figure 3-E.

Many design elements of the village do not have an easily quantifiable effect on pedestrian and transportation use. Achieving the following elements increases residents' inclination to leave their vehicles at home:

- The project was designed to have very "walkable" neighborhood streets. Strict landscaping and home design standards promote a very aesthetically pleasing area to stroll. The utilization of alleys (similar to old town) in many parts of the development keep driveways, and their inherent danger to pedestrians, at a minimum. Street crime is deterred by the focus on homes with front porches and usable front yards. Narrow streets slow traffic, thus increasing safety and allowing the integration of bicycles into the flow of traffic.

- There are numerous recreational amenities, allowing residents to stay at home rather than drive to other regions. Those who walk for exercise enjoy the pleasant streets, which are laid out in loops rather than cul-de-sacs. The project includes the Fairview Community Park for outdoor recreation as well as a number of smaller pocket parks within the neighborhood, allowing children to walk or bike to these areas and remain within calling distance of their parents. The system of parks and open space with pathways allow adults and children to observe and enjoy Oregon's natural heritage within the development.

- The retail core includes wide landscaped sidewalks, encouraging a busy, pedestrian streetscape. Landscaping within the street right-of-way is a major design element. The area is attractive for use by residents encouraging them to travel less often to other regional facilities by automobile.

- The project was designed to foster the existing strong sense of community within the city of Fairview. The neighborhoods and retail core encourage interaction due to heavy pedestrian usage. Village Street, with wide sidewalks leading to the Fairview Community Park, encourages civic gatherings, parades, charitable events, etc. In all, the project was designed to enhance the quality of life within the village for all residents of Fairview, allowing citizens to enjoy satisfying their needs and desires within the village without having to drive elsewhere.

The City adopted goals for the Fairview Village Development. The goals are stated above under the neighborhood discussion. The policies for the Fairview Village Development may be found within the other appropriate chapters of the Comprehensive Plan.

POLICIES

1. A planning area boundary has been defined around the City of Fairview enclosing land area sufficient to accommodate the city's foreseeable land needs (see Figure 3-A). Agreements have been reached with the cities of Troutdale and Wood Village, and with Metro and Multnomah County to assure coordination with each jurisdiction as comprehensive plans are modified in the future.

2. The City Council will only amend the planning area boundary in accordance with regional and state requirements.

3. Land within the planning area boundary will support a mix of residential, commercial, industrial, and recreation/open space uses.

4. New residential development will generally be of moderate overall density.
   - About half of the new dwelling units will be single-family detached at an average density of nearly 5 units per acre.
   - Half the new dwelling units will be duplexes, multi-family developments (apartments and condominiums), and manufactured homes at an average density of 20 units per acre.
   - Planned unit developments will be encouraged on parcels of land of at least 4 acres (see the Policies section of Chapter 10 – Housing).
   - New housing shall fit the character of the existing neighborhood.

5. Retail and service commercial businesses serving clientele from the planning area and nearby locations will be encouraged to develop in the Town Center and arterial corridor commercial areas, as well as in clusters along 223rd Avenue at Halsey Street and Sandy Boulevard. Off-street parking will be required. Existing commercial establishments not located in areas designated by the Plan for commercial use will be allowed to continue, but will only be permitted to expand beyond their present sites upon Planning Commission approval.

6. Village Commercial, Mixed Use, and Office

- The village commercial is near the heart of the Village core and shall be easily accessible from the surrounding neighborhoods by walking, biking, transit or auto.
- Larger stores may be set back from the street to allow some parking adjacent to the streets.
- All larger stores shall be located immediately south of NE Halsey Street. Front entries in this portion of the retail area shall be oriented toward the main north/south street.
- Transit facilities and service on NE Halsey Street shall be integrated with the Village Commercial area.
- Residential areas shall be adequately buffered from commercial and office uses.
- The Village Mixed Use designation shall link the Village Commercial district to the Village Office district. It will consist of small ancillary shops oriented towards the primary streets with residential units above or townhouses that may evolve to retail uses in the future. Parking and building codes shall be taken into consideration for all uses. Buildings located at the four corners of the Village Square (Village Street and Market Street Intersection. See Land Use Designations in Figure 3-D) shall be two stories or tall-facade one-story buildings, with the first floor restricted to commercial/office/retail use.
- The Village Office designation shall be adjacent to the Village Mixed Use district on the Village main street and shall be within a convenient walking distance of the Village core.
- The office development shall be designed to human scale in a series of low- rise buildings, which generally do not exceed three stories.
- Office development shall be oriented towards the primary streets and the adjacent upland and wetland park areas.

7. Additional commercial or industrial development will be sought on land parcels scattered along the I-84N/Union Pacific Railroad/Sandy Boulevard corridors. These areas are suitable for industrial development. Site plans for industrial development proposals will be reviewed by the Planning Commission to evaluate the relationship to adjoining land uses.
8. Suitable sites for parks will be purchased and developed where feasible and consistent with the Parks Master Plan.

9. New urban development (e.g., residential subdivisions, commercial, or industrial) may only occur when the site is provided with public streets and it is determined that water, sanitary sewer, and, if required, storm drainage facilities, are available to the premises before or in conjunction with development. All new residences and businesses must connect to the public sewer system unless the development can demonstrate economic hardship and can meet all applicable state and federal water quality standards through alternate means.

10. The City of Fairview will assume jurisdictional responsibility for providing urban services to the area contained within the planning area boundary. Agreements with

Multnomah County and the cities of Gresham, Troutdale, and Wood Village acknowledging the Fairview planning area provide the basis for on-going coordination with adjoining jurisdictions. Fairview will continue to coordinate with these jurisdictions, as well as the Reynolds School District, the Rockwood Water District, and other special districts in determining urban service areas and determining immediate growth and future urbanizable areas.

11. Urban services will be extended to land within the planning area in accordance with the Fairview Capital Improvements Plan. The City anticipates a balanced mix of land uses throughout the community to assure adequate housing, commercial services, job opportunities and recreation/open space for all residents.

12. In order to assure orderly development in conformance with the Comprehensive Plan, the City will adopt the following policies for annexation and development within the planning area boundary.

    A. Annexation will be permitted if:

        (1) The proposed use of the area to be annexed conforms to the Comprehensive Plan.
        (2) The City is able to provide adequate services for the area including sewer, water, administration and fire protection.
        (3) The proposal for use of the new area meets City standards for roads, sewers, water, storm drainage and other services.
        (4) The area to be annexed is inside the urban planning area.
        (5) The majority of the area to be annexed is contiguous to the City and represents a logical direction for City expansion.
        (6) The majority of the residents within the area to be annexed agree that annexation is appropriate.

    B. Upon annexation, the land use designation(s) indicated by the Comprehensive Plan and Map (see Figure 3-A) for the annexation area will supersede the Multnomah County Comprehensive Plan land use designation(s). Zoning, in concert with the Fairview Comprehensive Plan, will be recommended by the Planning Commission for adoption and enforcement by the City.

13. The City of Fairview will notify Multnomah County of any proposed annexations or service extensions beyond its corporate limits.

14. The policies of this Comprehensive Plan will be implemented through the Development Code of the City of Fairview and other regulations and programs as appropriate.

15. Fairview will coordinate with Metro as elements of the Regional Plan are formulated or amended that affect Fairview. This includes use of population projections.

ACTIONS

1. Fairview will provide Metro an annual report on all new non-residential parking approved by the City.

2. Fairview will designate Halsey Street as a "Main Street" and delete Old Town from the "Town Center" designation as defined by the Metro 2040 Growth Concept Plan.

SOURCES USED- listed in Appendices A & B

Metro 2040 Growth Concept
Metro's Urban Growth Management Functional Plan
Visioning Document 2022
Sandy Boulevard Corridor Refinement Plan
Oregon Land Use Goals & Guidelines

FIGURE 3-A
COMPREHENSIVE PLAN MAP

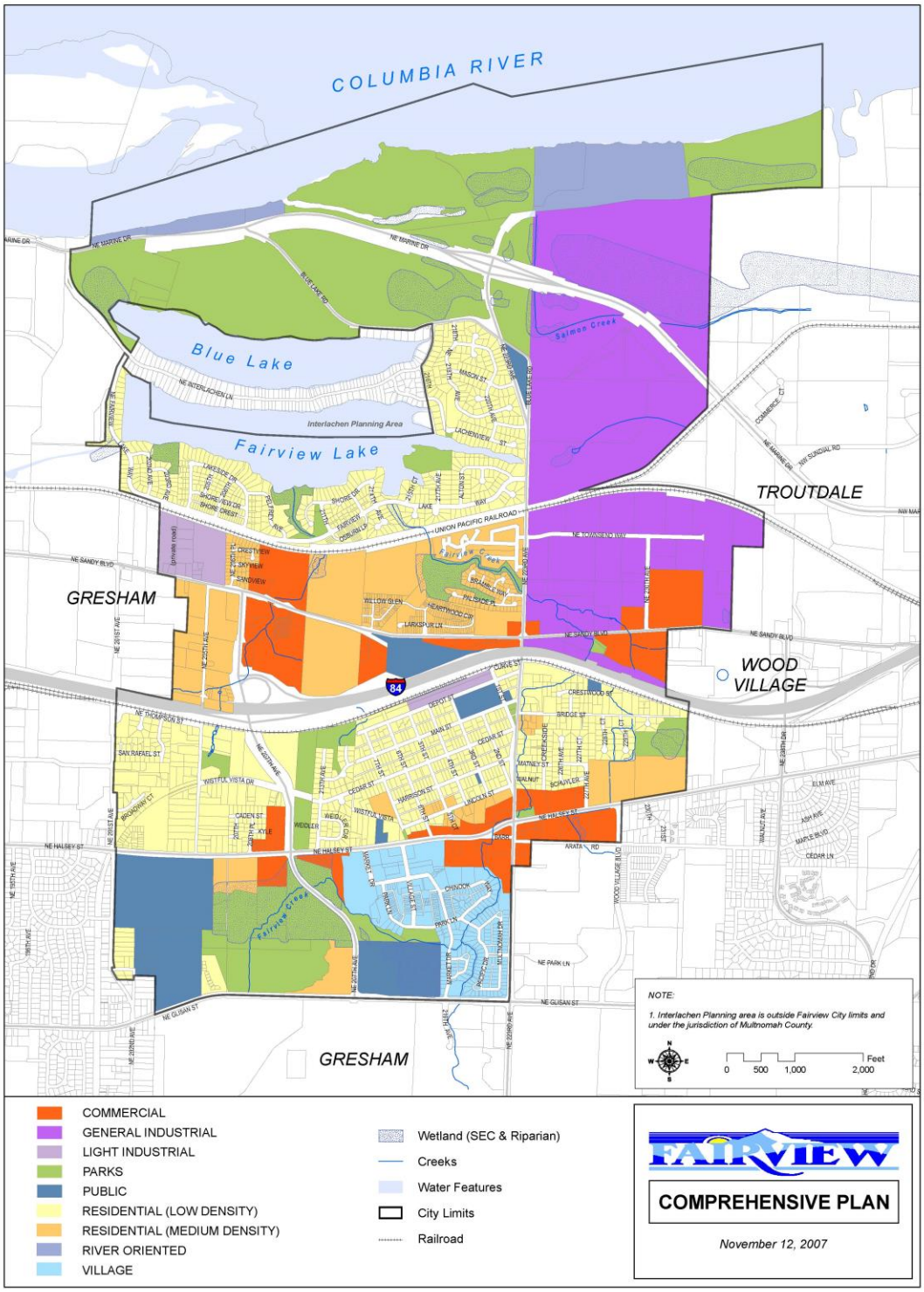


FIGURE 3-B
OLD TOWN VISION

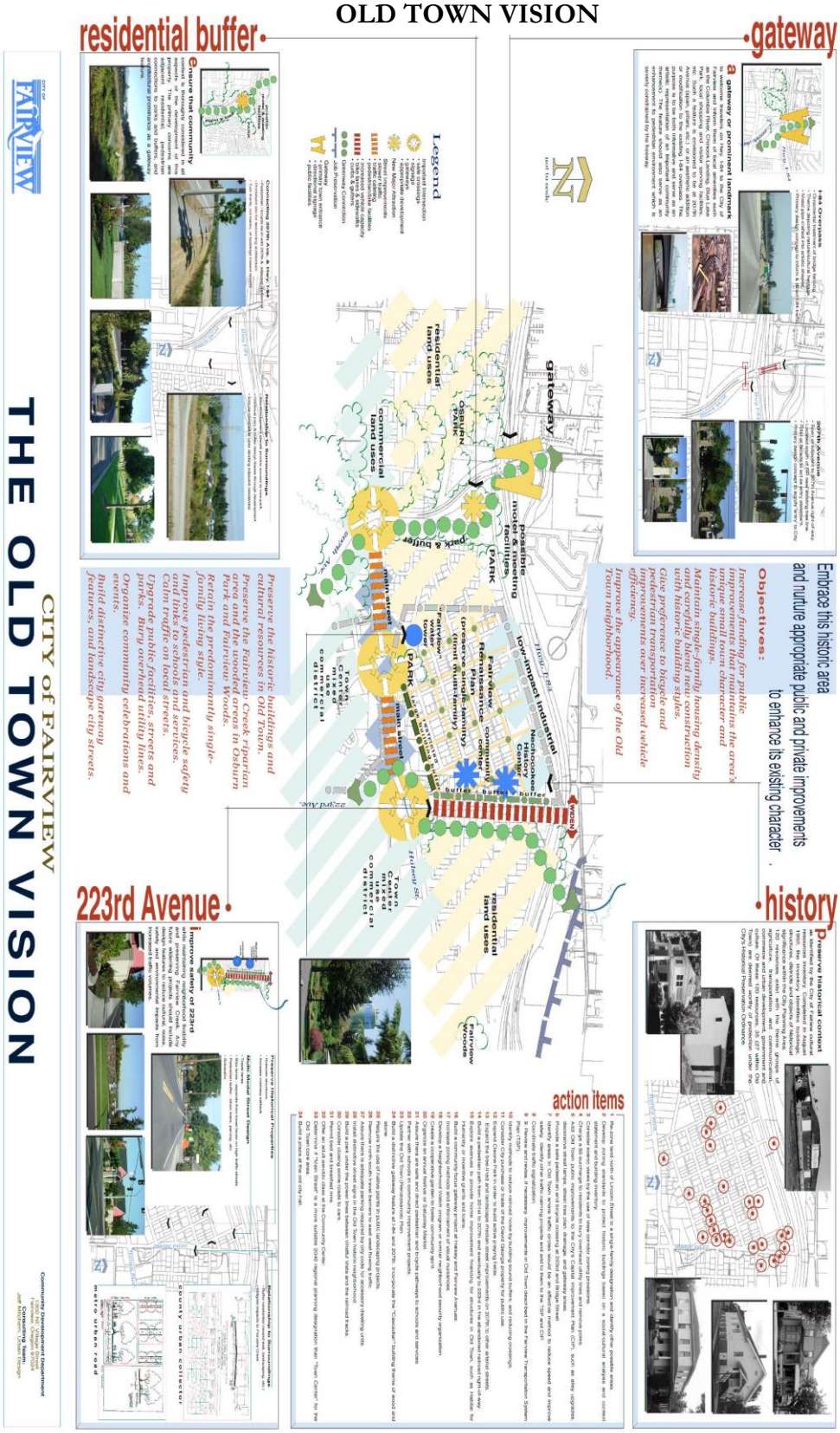


FIGURE 3-C
NEIGHBORHOODS MAP

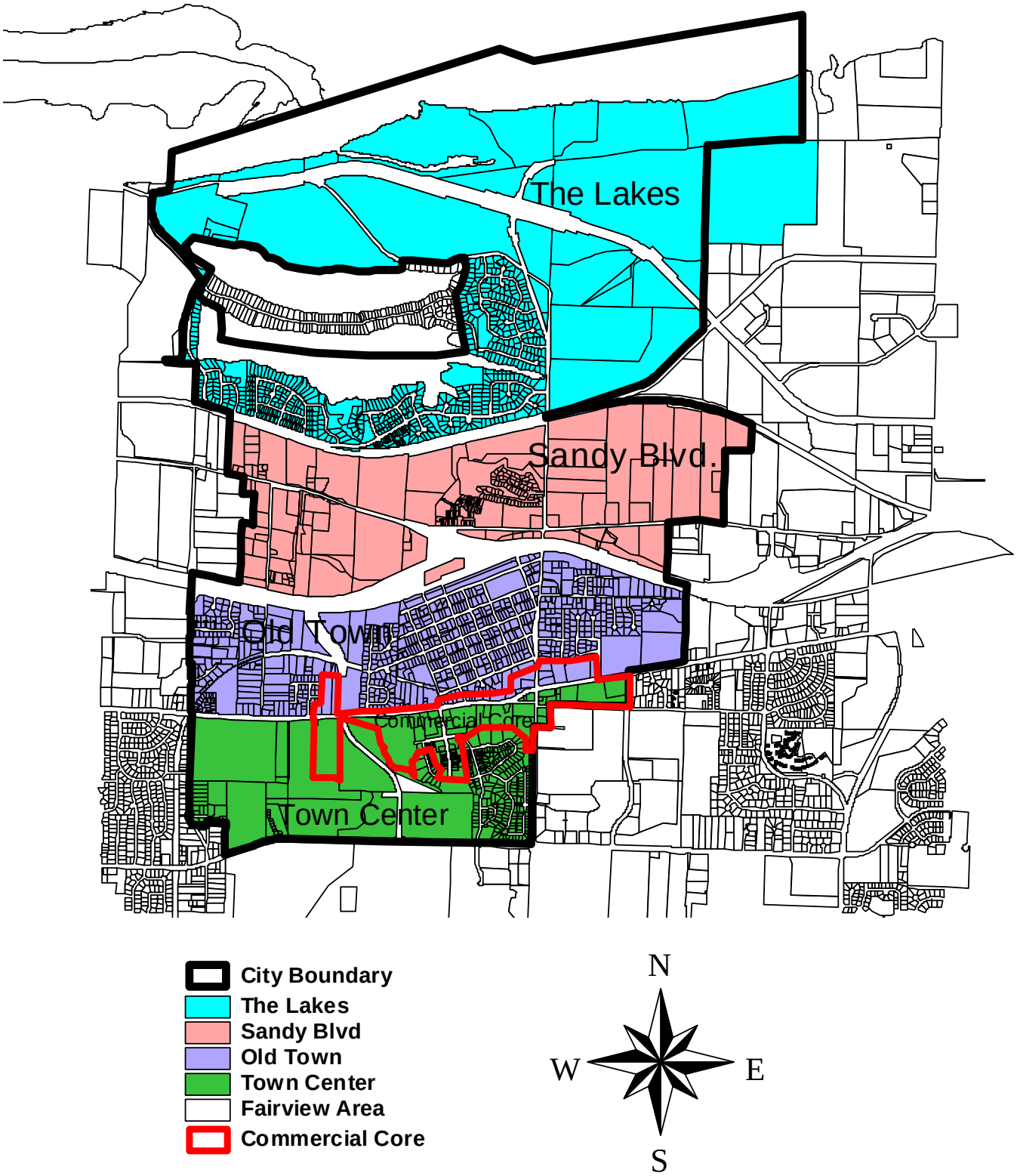


FIGURE 3-D
FAIRVIEW VILLAGE/TOWN CENTER
LAND USE MAP

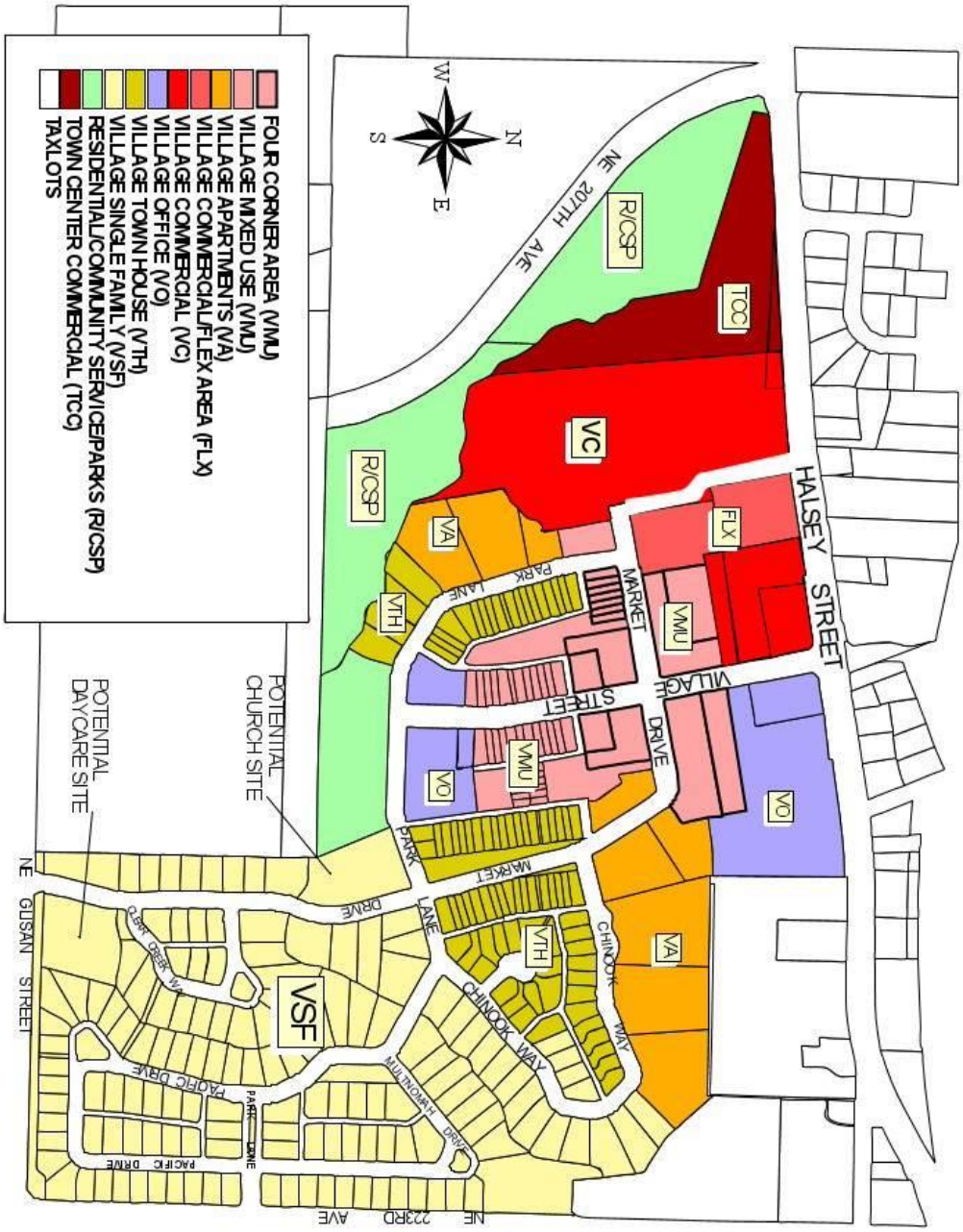


FIGURE 3-E
FAIRVIEW VILLAGE
PARKS, OPEN SPACES & CIRCULATION

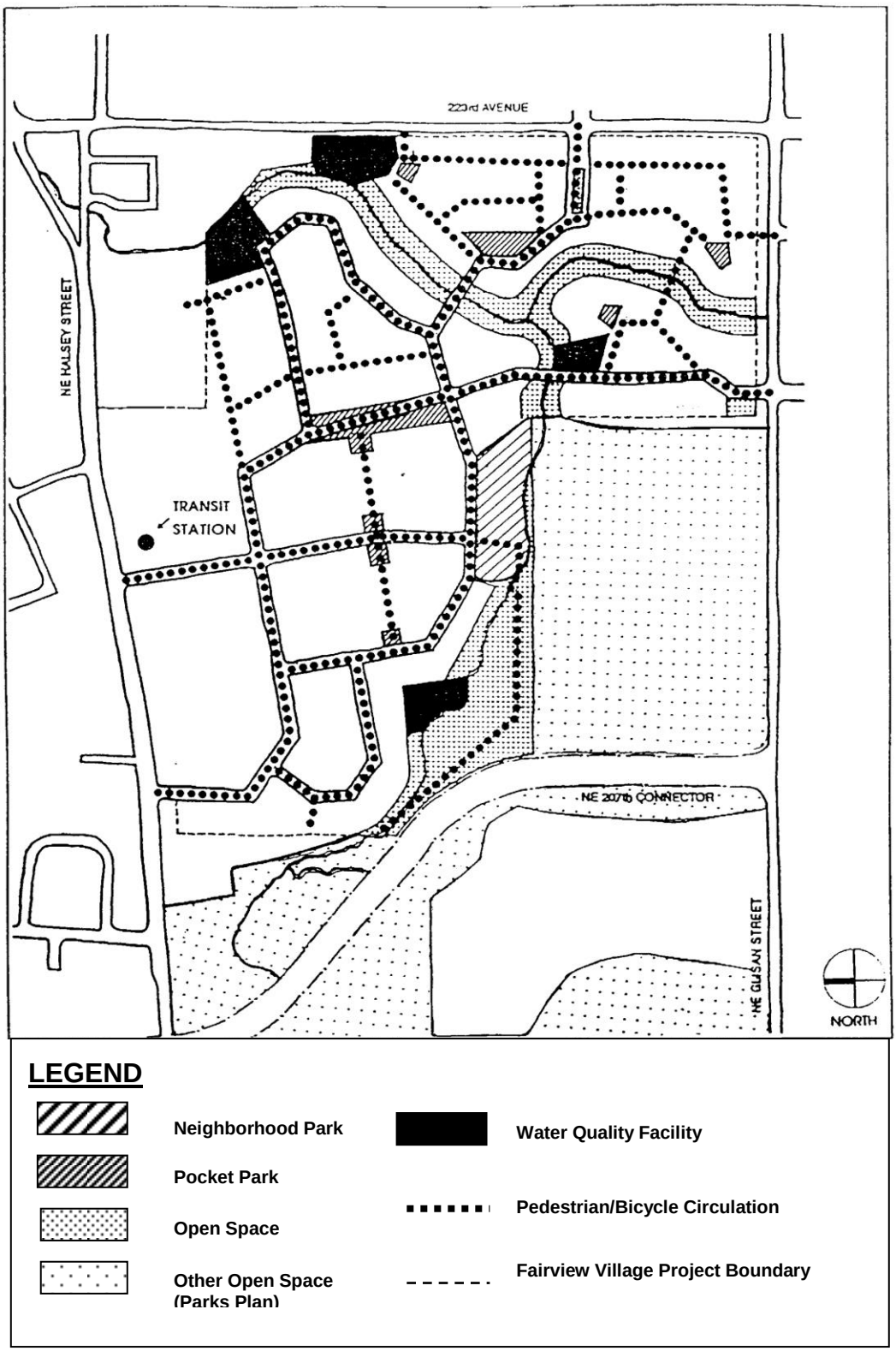
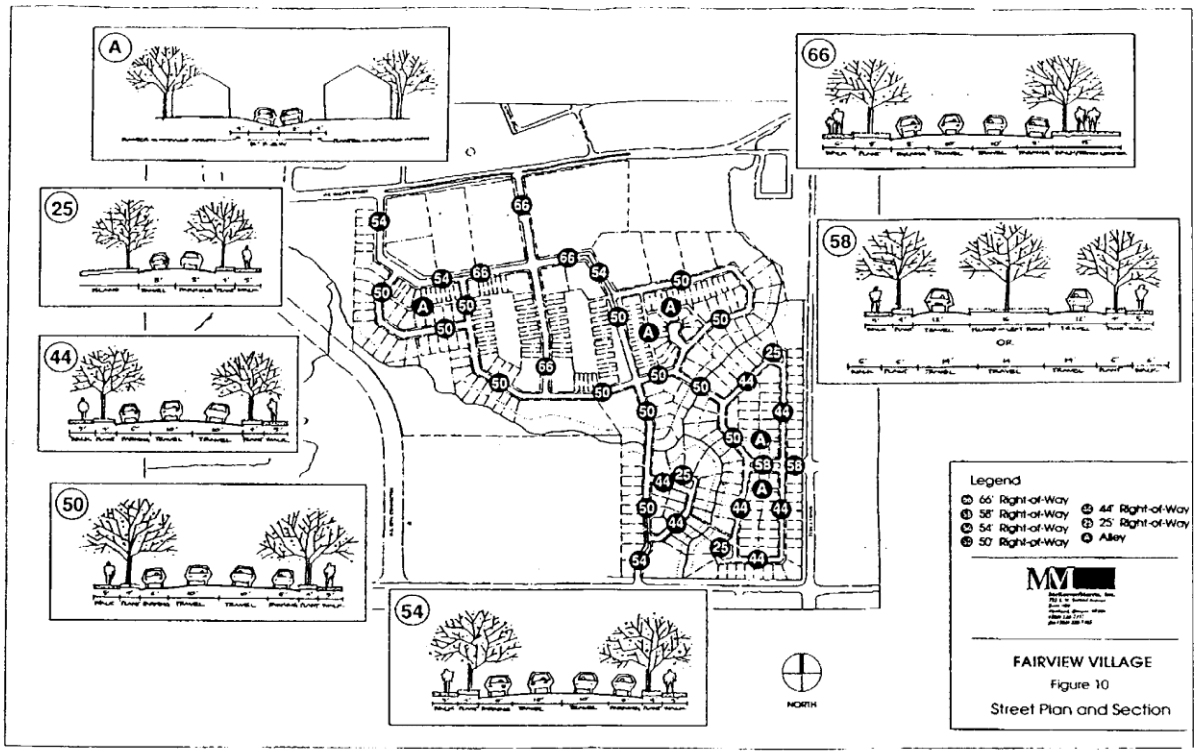


FIGURE 3-F
FAIRVIEW VILLAGE
STREET PLAN & SECTION



CHAPTER 4

AGRICULTURAL LANDS

GOAL

To urbanize all remaining agricultural land in the Fairview Planning Area.

INTRODUCTION

Fairview is located in an area once predominantly agricultural but now rapidly urbanizing. Land near Marine Drive is in an agricultural holding zone, (2004). The designation is intended primarily as a holding zone to be used for agricultural uses until the land is developed consistent with the Comprehensive Plan.

The future for agriculture in the area is poor due to the small agricultural parcel sizes, increasingly high property taxes, and incompatible neighboring land uses. These factors combine to make agricultural operations economically infeasible or marginal in the face of mounting urbanization pressures.

The Comprehensive Plan for Multnomah County originally proposed urban use of any land still in agricultural use. The City clarifies in this context, "urban use" to mean industrial use of remaining agricultural land. The following policies describe the means for disposition of existing agriculturally zoned land areas. New agricultural land will not be created within the planning area.

FACTUAL INFORMATION

1. Existing land in agricultural use (2004): 110 acres: class II and III soils.

2. Urban services provided by the City of Fairview exist or can be easily extended to areas north of Sandy Boulevard. See the Public Facilities and Services Element, Chapter 11.

POLICY

1. The City of Fairview can and should provide public services and facilities to the areas inside the planning area currently zoned for agricultural use. The timing and manner in which services would be provided are described in Chapter 3, Community Building Policies 7-14.. The agricultural land shall be developed consistent with the Comprehensive Plan.

CHAPTER 5

OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

GOAL

To conserve open space and protect natural and scenic resources.

INTRODUCTION

An important issue that faces many communities is the declining environmental quality that accompanies urban growth. Rapid growth in the Portland metro area has forced surrounding cities such as Fairview to face the challenge of balancing natural resource protection with the needs and rights of property owners and the requirements of efficient urbanization. The policies and strategies of this section and Chapter 6 provide the guiding direction to protect the natural environment and ensure that long-term growth does not adversely affect the natural resources that contribute to Fairview's livability. The policies and programs described here emphasize the importance of developing and maintaining an integrated open space system that incorporates parks and recreation, wildlife, wetlands and waterways.

This chapter is primarily guided by the provisions of Statewide Planning Goal 5, which outline policies and objectives for local land use planning to better protect and restore natural resources. Goal 5 is a broad goal that covers riparian corridors, wetlands, wildlife and fish habitat, mineral and aggregate resources, energy sources, natural areas, scenic views and sites, open space, ground water resources, wilderness areas, historic resources, cultural areas, adopted Oregon recreation trails and federal wild and scenic waterways.

A more recent concept directing resource planning in urban areas such as Fairview entails reclaiming existing streams, drainage ways, wetlands and waterways to serve a number of urban functions. These may include stormwater filtration, flood-control, preservation of fish and wildlife, and greenways with paths to link land uses and provide recreation. Preservation of waterways assists in fostering sustainable urban growth, in satisfying the requirements of Goal 5, and in attaining state and federal environmental quality standards.

Implementing these state and federal standards, Fairview has placed an increasingly high value on the conservation of open spaces and the protection of natural and scenic areas. Now that the City is approaching build-out, much of the vacant land that was previously considered open space is now developed. However, approximately 23% of the total area of the City is protected open space or parks and will remain green. (See Figure 5-C, Natural Resource Inventory Map)

In addition to natural resources, archaeological and historic resources are required to be addressed and inventoried. State law defines archaeological areas as those "*characterized with evidence of an ethnic, religious, or social group with distinctive traits, beliefs, and social forms";* and defines historic areas as *"lands with sites, structures, and objects that have local, regional, statewide, or national historical significance."* The state has shown a strong commitment to preservation of archaeological and historical sites by the incorporation of the following findings in ORS 358.605:

- *The Legislative Assembly declares that the cultural heritage of Oregon is one of the state's most valuable and important assets, that the public has an interest in the preservation and management of all antiquities, historic and prehistoric ruins, sites, structures, objects, districts, buildings and similar places, and things, for their scientific and historic information, and cultural and economic value, and that the neglect, desecration, and destruction of cultural sites, structures, places and objects results in an irreplaceable loss to the public.*

- *The Legislative Assembly finds that the preservation and rehabilitation of historic resources are important as a prime attraction for visitors; that they help attract new industry by being an influence in business relocation decisions; and that rehabilitation projects are labor intensive, with subsequent benefits of payroll and energy savings, and are important to the revitalization of deteriorating neighborhoods and downtowns.*

- *It is therefore, the purpose of this state to identify, foster, encourage, and develop the preservation, management, and enhancement of structures, sites, and objects of cultural significance within the state in a manner conforming with, but not limited by, the provisions of the National Historic Preservation Act of 1966."*

There are sites in Fairview that were home to early native American inhabitants, although there have been no specific site surveys of archaeological sites in the urban area. Development has occurred near many of these culturally sensitive areas and future urban development could cause permanent loss of evidence of the area's early inhabitants. According to Goal 5, if there is inadequate inventory information, the City must express its intent, through plan policies, to address such resources in the future, including a time frame for this review. Pursuant to state law, a person may not knowingly and intentionally excavate, injure, destroy, or alter a prehistoric site or object, or remove an archaeological object from private lands, unless a state permit authorizes that activity. State guidelines strongly recommend that those considering development on previously undisturbed private lands contact the Oregon State Historic Preservation Office (SHPO) and the appropriate Native American tribes to determine whether sites or objects are likely to be present.

Under Statewide Planning Goal 5, comprehensive plans must also foster and encourage the preservation, management and enhancement of significant historic resources. State law requires that cities designate significant historic resources, and protect them through local review of proposed exterior alterations and demolitions. Historic resources can be buildings, structures, objects, districts or sites. Designation is a decision by the city declaring that a historic resource is significant. A historic resource listed on the National Register of Historic Places or located within a National Register historic district is considered to have "statewide significance." The City must protect historic resources having statewide significance whether or not they have been officially "designated" by the City. In addition, the state, counties, cities, school districts and other governmental units owning historic resources are required to conserve such resources, and assure that they are not inadvertently transferred, sold, substantially altered, or allowed to deteriorate. (See Figure 5-A, Culturally Sensitive Areas)

FACTUAL INFORMATION

Mineral and Energy Resources

The planning area has no mineral or fossil fuel resource deposits threatened by urban development. The Salish Ponds are the site of old rock quarries. However, the City has no significant mineral or energy resource deposits. The City is the location of two companies that sell sand and rock resources excavated elsewhere but sold within the city limits.

Natural Resource Inventory

The natural resources in the planning area consist primarily of upland forests, riparian forest and associated streams and wetlands. The City's major water features that enter the Columbia River and Fairview Creek Watershed are: Fairview Creek, Osburn Creek, Clear Creek, No Name Creek, Salmon Creek, Fairview Lake, Blue Lake and the Columbia Slough. The associated riparian and wetland areas adjacent to these water features provide the most important wildlife habitats within the City for both migratory and indigenous wildlife. Riparian corridors provide links to natural resource sites and are important for fish habitat. Riparian vegetation provides shade and food for fish species. Wildlife habitats in the area warrant concern, because many of the upland forest and riparian corridors have been heavily disturbed. Although Fairview Creek and Fairview Lake are not significant fish habitats, the riparian habitat and wetland areas throughout the City, are becoming increasingly important as urban development eliminates similar habitats. Most of the identified wetlands have remained intact due to regulations of the Division of State Lands. The City of Fairview has strengthened its relationship to rivers, streams, and lakes. For instance, the requirement to plant native vegetation along Fairview Lake, the Columbia River, Fairview Creek, and other creeks in the Fairview Creek Watershed will help to provide food and cover for migrating waterfowl and wildlife as well as create visual amenities to the community. Table 5-A lists the protected open spaces with the City of Fairview.

TABLE 5-A
Protected Open Spaces

Area	Acreage
Blue Lake Park	190 acres
Salish Ponds Wetlands Park	70 acres
Chinook Landing Marine Park	46 acres
Columbia River Open Space	42 acres
Woodland Elementary School Wetland	27 acres
James River Mitigation Area	22 acres
Pelfrey South Shore Conservation Area	14 acres
Heron Pointe Wetland	10 acres
Fairview Woods Park	8 acres
Blue Heron Open Space	3 acres
Lakeshore Park Mitigation Area	2.5 acres
Schatz Property Open Space	2 acres
Pettijohn Park	1 acre
TOTAL PROTECTED AREA	437.5 acres

As part of the state required Goal 5 analysis, the natural resources in the City of Fairview were inventoried in 1989, and updated in 1992, 1996, and 2000. The Fairview "impact area" for the analysis is the entire City. This is due to the fact that the majority of the city is in the Fairview Creek Watershed.

The 2004 update to Chapter 5 created two sets of natural resource maps and regulated resources in two different code sections of the Fairview Municipal Code. This approach was problematic in that it regulated similar resources, such as wetlands in two different methods.

The Fairview City Council updated the natural resource regulations in 2012 to comply with Metro's Title 13, Nature in Neighborhood requirements, to correct mapping inconsistencies, and improve the code language.

The revised regulations protect riparian resources, wetlands, and upland habitat areas. The riparian resource protection area includes the mapped resources and the area of land immediately adjacent to the edges of banks located along the Columbia River and Fairview Creek, Osburn Creek, No Name Creek, Salmon Creek, Rain Tree Creek, and Clear Creek. A buffer area which measures at least 50 feet shall be established between any mapped wetland areas identified on the map and any proposed development. Upland habitat areas provide valuable functions to the city's riparian and wetland areas and to fish and wildlife. The regulations pertaining to the upland habitat areas encourages habitat friendly development while minimizing impact on the water quality and fish and wildlife habitat functions.

No rare or endangered fish, wildlife, or plants have been observed in the planning area. There were reported observations of a western pond turtle (clemmys marmorata) in the City in August 1992. It was concluded, as part of the Goal 5 analysis, that not enough information was known to enable a decision on the impact of the reported observation of a western pond turtle. If, in the future, the turtle is found, a turtle management plan will be required to attempt to protect the habitat.

ESEE Analysis

The state requires local governments to identify conflicting consequences of the protection of natural resource sites. An analysis of the Economic, Social, Environmental, and Energy Consequences of Resource Protection (ESEE) was completed in 1992. In order to comply with the state's periodic review requirements, the ESEE analysis was amended in 1996 and again in 2000.

Overall, resource protection was determined to be positive. However, protecting resources fully was not merited because it would limit Fairview's ability to meet its housing density obligations, would limit needed infrastructure, would remove the development potential of entire parcels, and would limit the social benefit of using the resource for recreational use, no matter how passive.

Limiting conflicting uses in a manner that protects the resource was chosen as the most acceptable means to balance ESEE needs. It is the City's intent to allow development to occur and also protect its resources. The needs of the community for housing and jobs are to be

balanced with protection of resources for social and environmental benefit. These goals will be accomplished using land use regulations, such as the Natural Resource Protection Areas, which protect riparian corridors and identified natural resource sites.

Riparian Buffer Education and Exception Process

As stated above, there is a history of riparian protection of lakes and streams within the City. Fairview was one of the first smaller jurisdictions in the Portland metro area to adopt a riparian buffer on its lakes and streams. The City has worked at enforcing the riparian regulations since they were first adopted in 1993.

Prior and during development of the lands bordering Fairview Lake, the City provided education and notification of the location of riparian areas. Between July 2001 and June 2002 the City made an additional effort to educate homeowners around Fairview Lake about the riparian regulations. The City formed a citizen committee of lakeside property owners who worked with City staff to develop guidelines and an exception process to allow more flexibility to the riparian regulations without compromising the value of the riparian buffer. Within the riparian buffer, the exception allows for an area of lawn when additional plant densities are provided and prohibits chemicals and fertilizers, other than those expressly permitted by the City.

However, the exception process was never formally adopted by the City Council by Ordinance.

Parks and Recreation/Open Space Master Plan

The Fairview *Parks and Recreation/Open Space Master Plan* ("Master Plan") was last updated in May 2001. The 2001 Master Plan replaces the 1994 Parks Master Plan and is the guiding document for all future park system development in Fairview. (See Chapter 8: Recreational Needs for a more complete discussion on the Master Plan.)

The Master Plan addresses both active recreational spaces as well as passive natural open space areas. There are approximately 83 acres of protected open space in City ownership. The majority (70 acres) is part of the Salish Ponds Wetlands Park. The Master Plan includes an action plan, which details projects and policies supportive of a system that best serves the needs of the community.

Scenic and Historic Areas

Scenic views of Mount Hood, the Columbia River and area lakes and streams are available at locations throughout the City. In 1993 during periodic review of the Comprehensive Plan, the City declared that topography and urban development patterns limited outstanding scenic views and sites, and that they are not unique or important enough to warrant being included in the Goal 5 inventory. As a result there are no scenic view protection measures such as view corridor regulations in the development review process. This changed in 2002 with the creation of the *Visioning Document 2022*, which identifies interest in protecting scenic views as an important goal.

Fairview is located in an area with a long history of attracting explorers and settlers. Before European explorers sailed up the Columbia River as far as the Corbett area, Indian tribes had been settled near Blue Lake for generations. The Lewis and Clark expedition denoted the Sandy River and the Fairview area in 1805 – 1806. Then came the fur trappers, followed by the

missionaries and land claim settlers who eventually started farming the area in the mid 1800's. By 1908 the City of Fairview incorporated, including a post office, commercial services and homes.

Archaeological sites are known to exist near the Columbia River and the lakes in the area, although few site-specific surveys have been done. In 1992 the City prepared the Fairview *Historic Resource Inventory and Historic Context* and provides a list of 35 historic properties deemed worthy for local protection. In 1990 the City adopted provisions for protection of historic properties found in Title 18 of the Fairview Municipal Code. The Fairview Municipal Code provides for the establishment of a Historic Review Board, a process for designating historic sites, and historic building alteration standards and procedures. Actual designation of the sites will include hearings before the Historic Review Board.

(See Figure 5-F: Historical Registration Index at the end of this chapter.)
(See Chapter 6: Resource Quality for surface and ground water quality protection policies.)

POLICIES

1. Where a property contains a wetland, the Division of State Lands and/or a wetlands delineation expert shall be consulted prior to development.

2. Within identified resource areas conflicting uses shall be avoided or limited to better provide habitat for wildlife, visual diversity, maintain water quality and enhance the attractiveness and livability of the city. Where conflicting uses do affect the resource area, their impacts shall be reasonably mitigated.

3. Allow Transfer of Development Rights and other mechanisms as necessary to protect land with highly valuable natural resources.

4. Enforce compliance with provisions of the Riparian Buffer Overlay Zone, as part of the Fairview Municipal Code.

5. Bolster the Significant Environmental Concern Overlay Zone provisions in the Fairview Municipal Code to protect natural resources.

6. Public access to highly sensitive habitats shall be limited either seasonally or permanently to reduce serious impacts on wildlife.

7. All new lands protected by riparian buffers, conservation easements and mitigation shall allow public access wherever practical and according to the sensitivity of the natural resource.

ACTIONS

1. Appoint the Fairview Planning Commission to consider designation and preservation of historic buildings.

2. Develop a program for the protection of important scenic views in the planning area, such as view protection corridors.

3. Preserve the existing wetlands on 207th near Salish Ponds.

SOURCES USED- listed in Appendices A & B

Parks and Recreation/Open Space Master Plan
Visioning Document 2022
Cultural Resources Inventory and Historic Context
Oregon Land Use Goals & Guidelines

FIGURE 5-A
CULTURALLY SENSITIVE AREAS

FIGURE 5-B
NATURAL RESOURCE SITE INVENTORY

Wetlands			Natural Resources			Water Features		
No.	**Approx. Size**	**Amended by**	**No.**	**Approx. Size**	**Amended by**	**No.**	**Approx. Size**	**Amended by**
1	1.84		1	52.28	Fairview Village	1	5.18	
2	1.34	Forest Creek Estates Subdivision	2	1.9		2	4.64	
3	1.75		3	6.01	Fieldstone Apts.	3	8.04	
4	4.7		4	4.63	Raze Meadows Subdivision	5	1.13	
5	3.60		5	2.12		7	4.48	
6	1.0		6	3.04		8	?	
7	.50		8	3.14		9	1.84	
8	1.74		9	14.30		10	4.44	
9	.83	Blue Heron Shores Phase I Subdivision	10	4.37	Forest Creek Estates Subdiv.	11	1.46	Forest Creek Estates Subdivision
10	3.81		11	1.36	207th Avenue	12	8.19	
11	.5	Removed – Lakeside Estates East Subdiv.	12	1.18		13	.67	
12	22.22		13	1.14		14	1.86	
13	9.9		14	5.86	Lakeside Est. West Subdiv.	15	.64	
14	1.75		15	1.30	Pelfrey South Shore Subdiv.	16	3.02	
15	1.1	Southern Portion removed by Metro	16	7.66		17	4.60	
16	.92		17	2.01		18	68.18	
17	1.02		18	1.55		19	49.11	
18	4.20		19	2.12		20	1.00	Fairview Oaks Apts.
19	11.56		20	2.0				
20	2.65		22	1.04				
22	1.04		23	13.47				
23	0.36	Blue Heron Shores Phase II	--					
24	2.71	Fairview Village,	25	83				
25	6.88	Woodland						
26	.38	Elementary, Target						
27	.10	Mitigation, and 207th						
28	.05	Ave. Mitigation Area.						
29	1.26							
30	.26	Removed- Lodges @ Lake Salish Apts.						
31	.55	Removed- Fairview Village						
32	1.00							
Total:	88.73			123.33			168.04	

A total of about 415 acres were inventoried as wetlands, water bodies, and upland natural areas for purposes of Statewide Planning Goal 5, the Natural Resources Element of the Comprehensive Plan of the City of Fairview. This represents about 18.5 percent of the approximately 2,243 acres within the City of Fairview.

FIGURE 5-C
Revised Natural Resource Inventory Map

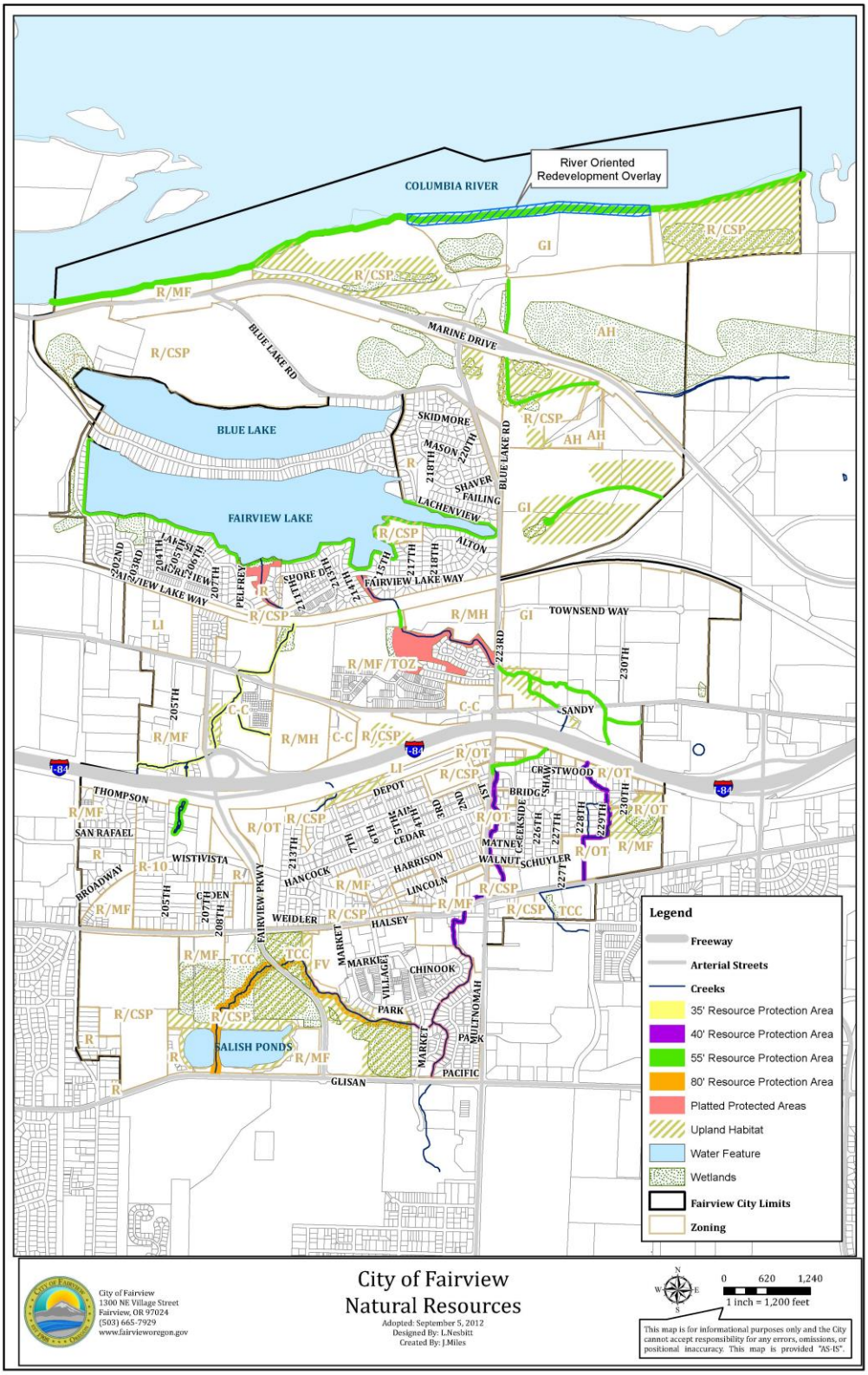


FIGURE 5-D
FAIRVIEW CREEK WATERSHED MAP

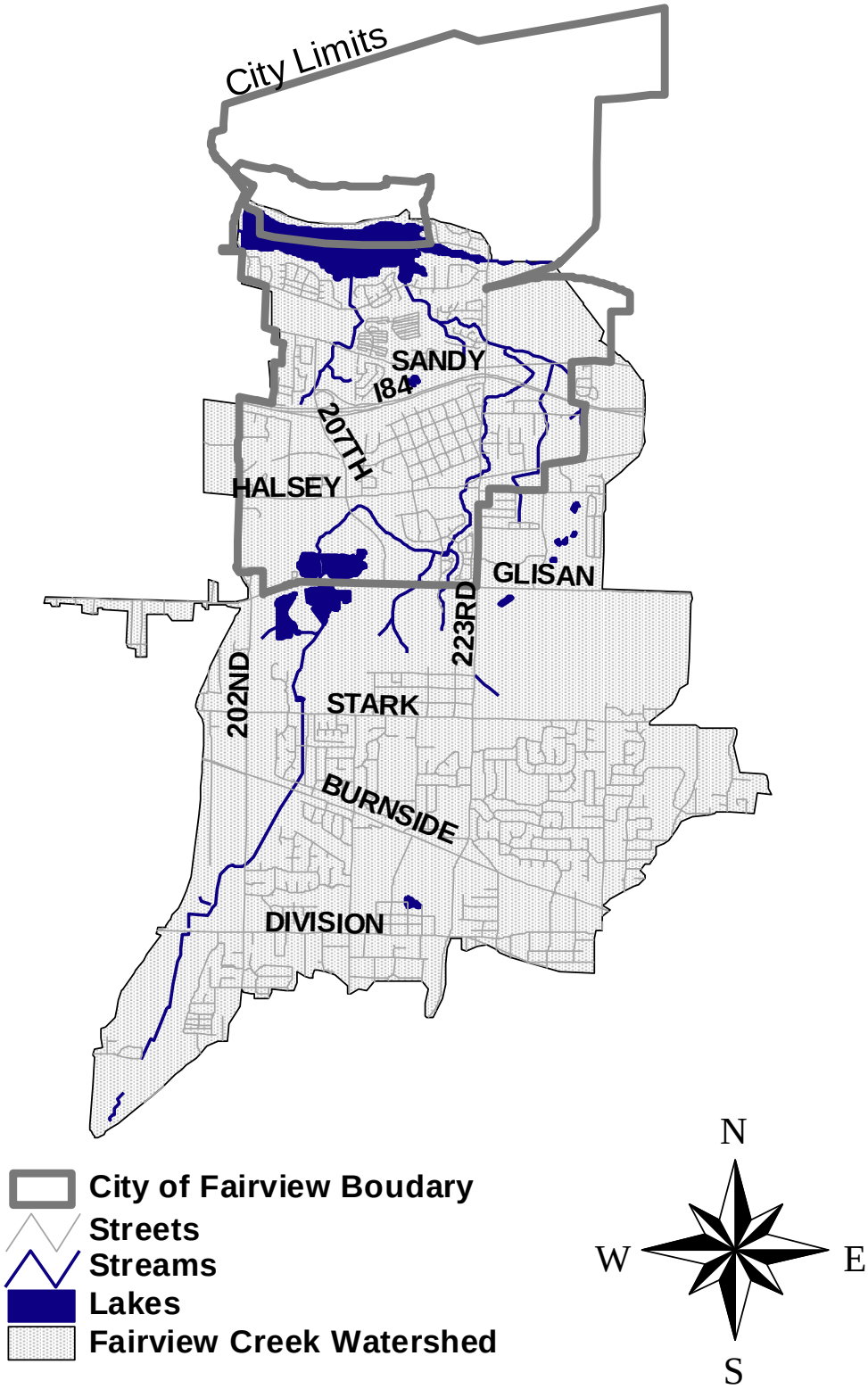


FIGURE 5-E
HISTORICAL REGISTRATION INDEX

Based on a two-phase survey of the historic resources of the City of Fairview (*Fairview Cultural Resource Inventory and Historic Context, 1992*), the following list was generated of properties deemed worthy for local protection under Ordinance 3-1990 of the City of Fairview.

#	Name	Address	Remarks
1.	Snover Store and Residence	55 Depot Street	
2.	John M. Loser House	60 Depot Street	
3.	Heslin House	60 Main Street	
4.	Smith Memorial Church Manse	200 Main Street	
5.	Fairview School	225 Main Street	
6.	Fairview Methodist Episc. Church	240 Main Street	
7.	Richard S. "Babe" Anderson House	610 Main Street	
8.	Henry & Laura Fuller House	440 Cedar Street	
9.	R.W. & Anna Wilcox House	550 Cedar Street	
10.	Henry Brooks House	620 Cedar Street	
11.	Charles & Marceil Taber House	635 Cedar Street	
12.	Cree/Cady House	155 Harrison Street	
13.	C.N. & Josie Buckner House	210 Harrison Street	
14.	Melvin K. Moller House	240 Harrison Street	
15.	Fairview Grange Hall	300 Harrison Street	
16.	Esther Mohr House	320 Harrison Street	
17.	Fairview City Jail	Ne-cha-co-kee Park	
18.	John & Dora Peterson House	385 Second Street	
19.	William Brooks House	35 Third Street	
20.	A. McGill & Son Nursery Co. Whse.	Fourth Street, N. of RR tracks	
21.	Marion & Laura Burlingame House	405 Fourth Street	
22.	Donald W. McKay House	21745 NE Halsey	
23.	H.J. & Margaret Stirling House	1930 NE 201st (Birdsdale Rd.)	
24.	S.P. Osburn House	2240 NE 205th (Osburn Rd.)	
25.	B.E. Davis House	2246 NE 205th (Osburn Rd.)	
26.	William Morrison House	1919 NE 223rd (Fairview) Ave.	
27.	Smith Memorial Presbyterian Church	2420 NE 223rd (Fairview) Ave.	(pre-1943 only)
28.	Daniel Sherman Dunbar House	2425 NE 223rd (Fairview) Ave.	
29.	Otis Jackson House	50 Bridge Street	
30.	John Jonas House	105 Bridge Street	
31.	A.R. Fisher House	20575 NE Sandy Road	
32.	Joshua Ledbury House	20800 NE Sandy Road	
33.	Jacob Luscher House	22020 NE Sandy Road	
34.	Barn, Fairview Holstein Farm	NE Sandy Road	
35.	Union Pacific Railroad Bridge	Graham Line at NE 223rd (Fairview) Ave.	
36.	Fairview Ave. Underpass/Stonework	NE 223rd (Fairview) Ave.	

CHAPTER 6

RESOURCES QUALITY

GOAL

To maintain and improve air, water, and land resources quality consistent with federal and state mandates.

INTRODUCTION

The intent of this chapter is to maintain and improve the quality of air, water and land resources of the City. Statewide Planning Goal 6 requires that all waste and process discharges from future development, when combined with discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementing plans, such discharges shall not exceed the carrying capacity of such resources, considering long range needs; and degrade such resources; or threaten the availability of such resources.

As the extent and intensity of Fairview's urban development increases, so will its air, water and land resource contaminant by-products. Existing systems adequately collect and dispose of the city's solid and liquid wastes. But erosion caused by surface runoff is a source of stream contamination. Fairview has no single, identifiable major industrial air polluters, which leaves internal combustion motor driven vehicles as the major source of air contaminants. Complete pollutant emissions control on a local level is impossible. The vehicle-caused problem is being handled at the federal level by imposition of emissions restrictions on new vehicles, and at the local level by the Oregon Department of Environmental Quality (DEQ) emissions check, which is required upon registration renewal for each vehicle registered within the Portland metropolitan area.

FACTUAL INFORMATION

Ground Water

Historically, the main consideration given to groundwater in land use planning was to assure adequate water supplies and to assure that pollution and contamination of those supplies be avoided. There are certain land uses in urban areas that have the greatest potential for contaminating ground water including industrial facilities, highway systems, landfills, utility lines, sewage treatment plants and automotive repair facilities. Statewide Planning Goal 5, which requires protection of critical groundwater areas, addresses groundwater resources and groundwater limited areas as designated by the Oregon Water Resources Commission.

Fairview's water supply is served completely by groundwater. Water quality in the system is good and has been meeting federal and state drinking water standards. The proposed EPA Ground

Water Rule (GWR), which was first published for comment in July 1992, provides guidelines for disinfection requirements of groundwater systems and may affect the operation of the Fairview groundwater system. Maintaining a disinfectant residual in the system may cause water quality changes in the distribution system. (*City of Fairview Capital Improvement Plan*, *Water System 2002 Update*, pp.3-21)

The groundwater, which serves Fairview, is part of the "Columbia South Shore wellfield". A wellfield boundary is an imaginary line that encompasses an area under which groundwater is conveyed to a water production well. Typically, the area within this boundary has additional regulations to ensure the groundwater beneath the area is protected from surface contamination. The Columbia South Shore wellfield is a major source of water for both retail and wholesale customers, comprising about one-fourth of Oregon's population including Fairview and Portland. The wellfield is a major resource to the region and is to be protected from possible contamination by hazardous materials and pollutants.

The Oregon Department of Environmental Quality (DEQ) has established rules to fulfill the federal requirements under the Safe Drinking Water Act for the establishment of a state Wellhead Protection Program. Under the DEQ rules, local jurisdictions may voluntarily develop a Wellhead Protection Plan but are not required to do so. Fairview, Gresham, and Portland worked together to develop a Wellhead Protection Plan for the Columbia South Shore well field. The City implemented the *Columbia South Shore Wellfield Wellhead Protection Program* in 2003 (Resolution No. 2-2003). The objectives of the program are:

- To maintain the quality of groundwater used as drinking water;
- To set minimum standards for protection of groundwater in the regulated area; and
- To provide recommendations for facilities and transportation authorities to assist them in providing groundwater protection for onsite chemical usage or activities.

The protection area encompasses portions of the Cities of Portland, Gresham and Fairview. The majority of the City of Fairview, except that portion that is both west of NE 207th Avenue and south of I-84, lies within the Wellhead Protection Boundary (see Figure 6-A: Columbia South Shore Wellfield Wellhead Protection Area Wellhead Map at the end of the chapter).

Stormwater

The use, management, and perception of open channel storm drainage systems within the urban environment changed considerably in the 1990's. Current views of stormwater planning advocate open systems that use mostly unaltered natural drainage ways for conveying stormwater runoff, which can increase the potential for fish and wildlife habitat preservation. In addition, the vegetation in natural drainage ways can filter pollutants from runoff. The quantity of pollutants removed varies with the type of vegetation. For instance, herbaceous wetland plants are more effective in filtering and absorbing pollutants than woody vegetation. Woody shrubs and trees are more effective in bank stabilization and erosion control. Storm drainage system improvements are designed to reduce the risk and cost of flooding, while improving water quality. Strategies to reduce and improve stormwater runoff should include preventive measures incorporated into site design.

There are four major drainage basins that contribute runoff to creeks draining the City of Fairview: Fairview Creek, No-Name Creek, Osburn Creek, and Salmon Creek. Fairview Creek, No-Name Creek, and Osburn Creek Drainage Basins, for a total of 3,646 acres, contribute flow into Fairview Lake. Blue Lake only receives surface water from the Blue Lake Park area and from the residential areas immediately surrounding the Lake and the Park. Salmon Creek drainage basin includes approximately 1,326 acres within the Sandy Drainage District. (See Figure 5-D: Fairview Creek Watershed Map, at the end of chapter five.) The 1993 *Storm Drainage Master Plan* addresses all basins except the Salmon Creek Drainage Basin (Resolution 8-1993). The *Storm Drainage Master Plan for Northeast Fairview* was adopted in February 2003 to address the Salmon Creek watershed (Resolution 4-2003).

The existing drainage facilities within the City of Fairview generally drain to several natural creeks. In undeveloped areas overland flow to one of these creek systems is common, while in the more intensively developed areas, pipe systems are more common. The "Stormwater Drainage" section of the *Capital Improvements Plan* (Resolution 6-2000 and 2-2002) and the *Standard Specifications for Public Works Construction* (Resolution 8-1996 and 24-1998) contain on-site detention requirements and design standards for stormwater conveyance systems.

Two existing programs affect the requirements for control of water quality in the City of Fairview. First is the establishment of Total Maximum Daily Loads (TMDLs) for the Columbia Slough. Given the City of Fairview's drainage contribution to the Columbia Slough, the Department of Environmental Quality (DEQ) developed several control strategies for specific reaches of the Slough and assigned them to various Designated Management Agencies (DMAs), including the City of Fairview. The City has several responsibilities regarding the Columbia Slough TMDLs, which are identified in the City's *Capital Improvements Plan*. Several of the strategies include the development and implementation of Best Management Practices (BMPs) to limit contaminants. The BMPs are contained in the *Standard Specifications for Public Works Construction*.

The second program the City is involved in to maintain water quality is the National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System (MS4) Discharge Permit. The City of Fairview is a co-permittee along with the City of Gresham and Multnomah County. The MS4 permit (dated March 2004) requires implementation of the Stormwater Management Program (SWMP), which was submitted as part of the permit application process. This program must comply with the following Clean Water Act conditions:

- Reduce discharge of pollutants to the maximum extent practicable from the MS4
- Effectively prohibit non-stormwater discharges into the MS4

The MS4 permit specifically includes requirements for stormwater quality monitoring and annual reporting of progress and status of SWMP activities. (Capital Improvements Plan, p. 5-5)

Fairview's natural resource areas benefit water quality by controlling nutrient inputs into wetlands and stream surface water among other impacts. Additional measures such as erosion control

guidelines and impervious surface limitations have also been put in place in order to further promote improved water quality within the City.

Fairview Lake Management

Historically, Multnomah County Drainage District #1 regulated the water levels at Fairview Lake. In September 2002, under the "Fairview Lake Agreement" among the Drainage District, the City of Fairview, and the Fairview Lake Property Owners Association (FLPOA), management responsibility for Fairview Lake began to transfer to the City and property owners. The Drainage District will continue to have the right and responsibility to control the flow and elevation of the Lake for flood control purposes; however, the City and property owners will be the official managers of Fairview Lake.

In January 2003, FLPOA and the City of Fairview developed the *Fairview Lake Management Plan* (FLMP*)*. The FLMP serves as a guide for the property owners and the City in general management issues for the Lake, such as operations, practices, and education. The FLMP addresses water quality issues in several ways. Limiting bank erosion, which contributes to sedimentation of the lake, will improve water quality. The health of the Lake is monitored through various water sampling programs by the City of Fairview, the City of Portland, and property owners, to check pH, dissolved oxygen, temperature, and aquatic plants. Fish kills or chemical spills are reported to the City. Educational efforts by both the City and property owners will continue. These efforts will focus on the use of fertilizers, herbicides, pesticides, cleansers and soaps around the Lake or in the streets that drain to the Lake.

Liquid Waste Disposal

All developed portions of the City are served by public sewerage systems. The Capital Improvement Plan, approved in February 2000, analyzed the existing sanitary sewer collection system, identified system capacity deficiencies, and proposed projects to meet the future needs

The City of Gresham sewage treatment plant near the intersection of Sandy Boulevard and 201st Street treats all liquid wastes from Fairview and Interlachen. The City of Gresham's Wastewater Treatment Plant serves a population of approximately 101,000 customers and treats wastewater from the cities of Gresham, Fairview and Wood Village. The plant treated an average of 12,000,000 gallons of wastewater per day in 2000. There has been a 50% increase in the volume of wastewater treated at the plant between 1998 and 2003.

The treatment plant effluent discharged to the Columbia River must meet federal Pollutant Discharge Elimination System (NPDES) permit standards. Liquid wastes from the future developed portions of the City will also be treated by this facility.

Solid Waste Disposal & Recycling

A private franchise hauler collects solid wastes from Fairview and then takes the waste to Recycle America, which is a Material Recovery Facility that sorts materials. Truck and barge transfer the waste that cannot be reused to the Arlington Landfill facility in Eastern Oregon. This facility is

expected to provide waste disposal for the next 25 years based on the Metro Regional Government estimations.

The *Regional Solid Waste Management Plan* (RSWMP) presents a set of recommended solid waste management practices designed to meet the following goal:

- *Continue to develop and implement a Solid Waste Management Plan that achieves a regionally balanced, environmentally sound and publicly acceptable solid waste system.*

Since 1990, Metro and local governments have developed cooperative plans to implement the region's waste reduction and recycling programs. The plans are designed to:

- Build on the foundation of the Regional Solid Waste Management Plan,
- Contribute to accomplishing state and regional waste reduction goals,
- Provide regional continuity among the various local government and Metro programs.

The City of Fairview works cooperatively with Metro to meet local, regional, and state waste reduction goals. Metro serves as the reporting agency to the state for the region's three-county area. Fairview has implemented outreach, education and collection programs including residential, commercial, home composting, construction and demolition, and hazardous waste programs.

The local franchise hauler provides two recycling bins for each residence, including multi-family units, to help facilitate the City's recycling program. The bins are collected each week along with the solid waste and taken to Recycle America for sorting and distribution to companies that make "new" products from the materials that are collected. Yard debris is also collected on a weekly basis at the curbside and taken to a local yard debris recycling facility.

Air Quality Control

The Department of Environmental Quality (DEQ) Air Quality Division is responsible for protecting Oregon's air quality. DEQ monitors air pollution to ensure that the whole state meets and maintains national ambient air quality health standards. The Portland metro area has historically violated some national air quality standards. However, currently the Metro area meets all national standards.

The air pollution in most of Oregon and Fairview is caused by individual actions such as the driving of vehicles, use of wood stoves, gas-powered lawn mowers, motor-boats, paints, aerosol products such as hairspray or air fresheners, and outdoor burning. DEQ public awareness programs encourage voluntary cooperation from individuals to minimize air pollution caused by daily activities.

Motor vehicles are the number one source of air pollution in Oregon, and in Fairview. Emissions from motor vehicles contribute to ground level ozone pollution (smog) on hot summer days. Smog is a problem in the Portland metro area. Emissions from motor vehicles also cause carbon monoxide pollution.

DEQ has an established vehicle inspection program. By inspecting exhaust emissions, DEQ identifies vehicles that need maintenance. In 1998, DEQ implemented an Enhanced Vehicle Emissions Testing Program in the Portland area. The emissions measured during this test are more indicative of emissions during driving. This new test is expected to more than double the clean air benefit of the current vehicle inspection process.

Additionally, DEQ has programs on subjects such as permitting for major industrial sources of air pollution, hazardous air pollutants, wood burning, asbestos, fuels, and business assistance.

Noise Pollution Control

Loud, intrusive noise is considered a problem in portions of Fairview. Existing noise sources are:

- I-84
- Two Union Pacific Railroad tracks paralleling I-84
- Air traffic to Portland International Airport (PDX)
- Air traffic to Troutdale Airport (also owned by Port of Portland)

The majority of residential areas and other noise-sensitive uses are well buffered by distance. Topographic relief, structures, and vegetation help buffer the majority of highway and railroad noises. However, homes directly adjacent to the railroad and I-84 may be negatively impacted by the noise.

Whistle blowing by trains has become an issue to the residential neighborhoods adjacent to Fairview Lake. The blowing is required at on-grade railroad crossings. A group of citizens, along with the City of Fairview, have worked, and continue to work to close the crossings and lessen the number of whistle blows.

Jet aircraft approaching PDX from the east or departing to the east generally pass directly over the City. Some of the area north of Sandy Boulevard is within the Day-Night Airport Noise Level (Ldn) 55 noise contour for the Portland International Airport. This area is considered a "noise sensitive area" as defined by the State Department of Environmental Quality. The noise problem is identified as one of annoyance rather than violation of noise standards for aircraft operations established by the Federal Aviation Administration.

The frequency of annoyance will increase as PDX air traffic increases. Countering the aircraft noise issues are FAA and Port of Portland (PDX owner/operator) prescribed flight paths and operating procedures designed to minimize exposure of areas to excessive noise. There is also the prospect of quieter aircraft in the future. Troutdale airport, which is also owned and operated by the Port of Portland, is a source of noise, however the frequency is far less than PDX and therefore is less of an issue.

The FAA and Port of Portland may potentially change the flight paths at the airport or expand the runways and increase the use of the airport. These changes could impact the noise levels

within Fairview. Fairview should continue to be involved in airport planning discussions and register complaints with the Port of Portland where necessary.

Future industrial use in the northeast portions of the City could become an additional noise source. In most instances, distance and existing dikes or natural topographic relief will protect existing and future noise-sensitive uses from exposure to noise.

The City has implemented a Noise Ordinance based upon DEQ noise standards for all areas of the City. The Noise Ordinance provides different sound limitations for residential, commercial, and manufacturing zones. Construction noise is also prohibited during certain hours. Additional limits are set on amplified sound and motor vehicles. The ordinance does provide for some exceptions as well as a variance procedure for special circumstances.

POLICIES

1. Fairview shall remain informed about the status of the federal Ground Water Rule (GWR) and begin developing a compliance strategy to address the future promulgation of the GWR.

2. Development within the Wellhead Protection Area shall be required to comply with the Wellhead Protection Ordinance.

3. Development and earth disturbing activities shall follow the City Erosion Control Ordinance.

4. Fairview shall continue to participate with Metro in regional commercial and residential recycling and waste prevention campaigns.

5. All residences and businesses must be connected to the public sewerage system.

6. Present DEQ air quality maintenance programs will be supported. Proposed developments within the City of Fairview potentially affecting air quality will be referred to the DEQ.

7. New development shall not be approved where such development will violate noise standards adopted by the Department of Environmental Quality, or is otherwise not compatible with the character of the area or the adjoining neighborhoods.

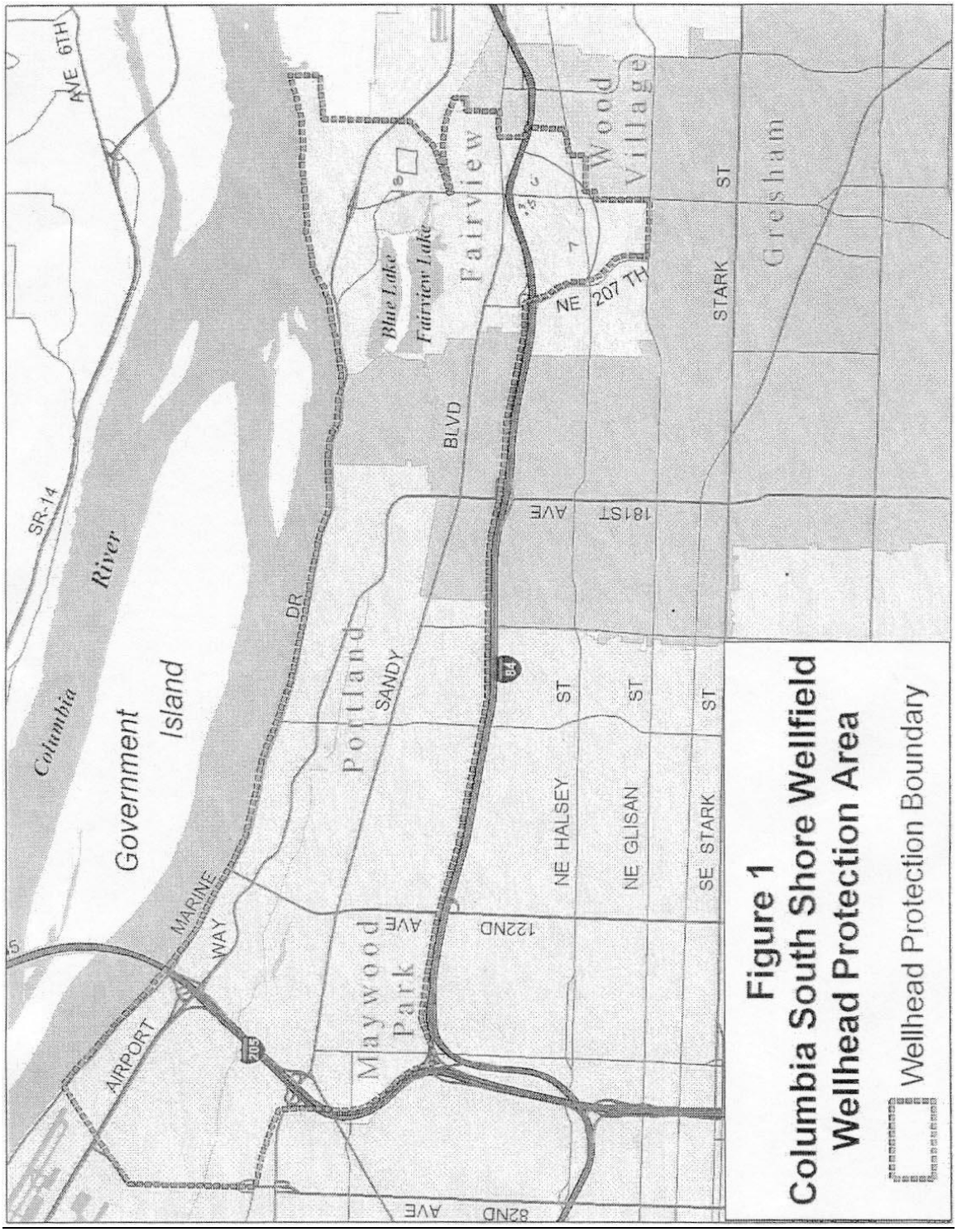
8. Fairview should continue to be involved in airport planning discussions and register noise complaints with the Port of Portland regarding the Troutdale and Portland airports.

SOURCES USED- listed in Appendices A & B

Capital Improvement Plan
Columbia South Shore Wellfield Wellhead Protection Program Reference Manual

Storm Drainage Master Plan
Storm Drainage Master Plan for Northeast Fairview
Standard Specifications for Public Works Construction
Fairview Lake Agreement
Fairview Lake Management Plan
Regional Solid Waste Management Plan
Oregon Land Use Goals & Guidelines

FIGURE 6-A
Columbia South Shore Wellfield Wellhead Protection Area



CHAPTER 7

NATURAL HAZARD AREAS

GOAL

To protect life, property, and natural resources from natural disasters and hazards.

INTRODUCTION

The intent of Statewide Planning Goal 7 is to protect life and property from natural and human-caused disasters and hazards, such as flooding, slides and earthquakes. A small portion of the Fairview planning area contains natural flooding conditions, which could potentially require that limitations be placed on future development in these areas. The Flood Insurance Rate Map (FIRM) developed by the Federal Emergency Management agency (FEMA) shows the flood areas and indicates the limits of the Fairview Creek 100 year flood plain identified at this time. Fairview is also located in an area affected by strong east winds.

FACTUAL INFORMATION

Flooding

Fairview Creek traverses the City from south to north, extending from south of Division Street in the City of Gresham to Fairview Lake. Fairview Creek enters Fairview through culverts under NE Glisan Street and flows north through the City of Fairview. Major road crossings include culverts under Halsey Street, Fairview Avenue, and I-84 at Fairview Avenue (223rd Avenue). Fairview Creek also crosses Sandy Boulevard and NE Fairview Avenue before draining into Fairview Lake.

No-Name Creek and Osburn Creek are also part of the Fairview Creek Watershed, the water eventually ending in Fairview Lake, which is the headwaters of the Columbia Slough. Blue Lake receives surface water from the area immediately surrounding the Lake. Water elevations in Blue Lake are supported by groundwater inflows. Salmon Creek drains to a pump station located near the intersection of NE 223rd Avenue and Marine Drive. The Salmon Creek watershed drains approximately 1,326 acres of Northwestern Troutdale and eastern Wood Village.

The capacity of the surface soils to absorb precipitation is one factor that affects runoff in the watershed. Surface soils in the City are primarily loams and silt loams, and range from poorly drained to well drained. Infiltration rates range from 0.2 inches per hour in poorly drained areas to 2.0 inches per hour in well-drained areas.

The Soil Conservation Service "Inventory and Soil Evaluation" for the City indicates the presence of three soil series having the common characteristic of poor drainage due in part to slopes of less than 3 percent:

1. "Sauvie silty clay loam, protected, " has a slope of 2 percent or less and a water table no more than 1 foot below the surface. It is found most commonly around the Fairview Lake shoreline and in bands stretching east and east of Fairview Lake across the City.

2. "Wollent" soils slope at 3 percent or less with the water table 1 foot or less below the ground surface. In areas east of Fairview Creek and South of I-84 and across Fairview Avenue (223rd Avenue) from the Multnomah Kennel Club, this series is very common.

3. "Aloha" series soils also have poor slope (3 percents of less) for adequate drainage. Its poor drainage character is aggravated by a hardpan layer 30 to 40 inches below the ground surface which causes water to perch or flow at this level rather than percolating to deeper soil strata. Aloha soils are found in the same areas as Wollent soils.

These soil series inhibit development because they are wet and therefore have lower bearing strength. Development may occur in these areas, but foundation design must respond to the lower bearing strength and must also incorporate drainage facilities to prevent wet basements. The Aloha soil hardpan should pose little or no difficulty for foundation excavation.

Metro's Urban Growth Management Functional Plan Title 3 requires balanced cut and fill within the 100-year floodplain and requires floor elevations at least one foot above the flood hazard standard. This standard is implemented in the City's Flood Plain Ordinance.

Continued development within the City, further reducing the amount of pervious ground surface, without adequate provisions to prevent further increase in the amount of surface runoff to Fairview Creek, will increase the potential for destructive flooding in the City of Fairview. Limits to the amount of impervious surface, on-site detention, and other improvements both in the City and upstream will help to lessen flooding potential. Drainage improvements are set forth in the Storm Drainage Master Plan.

The Federal Emergency Management Agency (FEMA) completed a Flood Insurance Study for the City of Fairview in 1995. The Flood Insurance Study has a corresponding Flood Insurance Rate Map (FIRM), which identifies the flood hazard areas throughout the City, which are regulated by the City's Flood Plain Ordinance. The Flood Insurance Rate Map is designed for flood insurance and floodplain management applications. The FIRM map is available for review at City Hall. Application to FEMA must be made to revise the map.

The Flood Insurance Study investigates the existence and severity of flood hazards in the City of Fairview and aids in the administration of the National Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973. The main concern noted in the 1995 study is the flooding of Fairview Creek in the Old Town area (called the "downtown Fairview area" in the study), which is caused by runoff from winter rainstorms.

Earthquakes

Fairview and all of Oregon are prone to earthquakes. Land use planning and development should incorporate principles of earthquake preparedness and up-to-date seismic construction standards. Since 1993 new buildings in Oregon have been required to meet more stringent seismic construction standards. Local jurisdictions can designate seismic standards for existing structures.

Wind

Fairview is located in an area of the region that is periodically affected by strong east winds caused by the "Columbia Gorge effect." The east winds typically occur in the late summer and in the winter. The strong winds can affect vegetation and building structures, canopies, awnings and signs. When reviewing building permits, local governments in the east county region must assure that the lateral analysis of a structure can support wind loads of up to 100 mph. In addition, careful use of building design features, such as locating front doors away from the east, should be considered. When determining street tree varieties and other vegetation, wind tolerant trees should be chosen.

POLICIES

1. Flood Plain Development: Development of flood plain areas will be in accordance with the National Flood Insurance Program guidelines, Metro's Title 3 of the Functional Plan, and the City's Flood Plain Ordinance.

2. Storm Drainage Improvements shall be implemented as outlined in the City's Storm Drainage Master Plan.

3. Standards to decrease impervious surface and provide on-site stormwater improvements shall be implemented and enforced on private development.

4. Wet soils area development: Development can occur in these areas only after the load-bearing capacity of soil has been determined. Foundation design must adequately respond to weak bearing soils.

5. Current seismic construction standards shall continue to be met.

6. New development must meet the wind load standards for the east county region.

SOURCES USED- listed in Appendices A & B

Flood Insurance Study City of Fairview
Storm Drainage Master Plan
Metro's Urban Growth Management Functional Plan
Oregon Land Use Goals & Guidelines

CHAPTER 8

RECREATIONAL NEEDS

GOAL

To satisfy the recreational needs of the citizens of the Fairview area and visitors.

INTRODUCTION

As Fairview grows, so does the need for more park and recreation facilities. During the City's growth spurt in the 1990s, several parks and areas of open space were developed or given to the City. The City now has a total of 22 parks and 3 school campuses within its boundaries. There are a variety of parks of different sizes including pocket, neighborhood, community, open space, and regional parks, for a total of 444.32 acres (including school property). Metro owns a large portion of land on the north side of the City, which is comprised of Blue Lake Park, Chinook Landing Marine Park, and the Columbia River Open Space.

There are several parks and recreation needs that still exist within the community. Some neighborhoods still need nearby parks facilities. Also, the majority of the park and recreation facilities within the City are open spaces and do not provide active recreation opportunities such as sports fields.

FACTUAL INFORMATION

Parks and Recreation/Open Space Master Plan

The City completed an update to the Parks and Recreation/Open Space Master Plan ("Master Plan") in 2001. The plan included a needs assessment, inventory, and analysis, as well as decision-making criteria and implementation measures. The Master Plan provides alternative locations for park facilities to continue to provide the preferred level of service. It also designates the type of park facilities that the community needs.

The National Park and Recreation Association (NRPA) sets standards for parks and recreation facilities that are used to measure the "level of service" of a community park system. These standards are defined in terms of acres and are referenced in relationship to the size of the population using acres/1,000 residents. The accepted NRPA standard for total parks, including open space, is 10-20 acres per 1,000 residents. According to this guideline, Fairview's current level of service is 64.15 acres per 1,000 people taking 402.23 developed park acres into account, which is far above NRPA standards. However, the majority of the parks are school property and regional park facilities, which the City does not own nor control.

There are a few areas of the City that are underserved by parks and recreation facilities. Residents living west of N.E. 207th Avenue and southwest of Interstate 84, as well as those residents southeast of Blue Lake Park have access to community facilities but are presently underserved by

neighborhood facilities. The most underserved area in the community, both in terms of neighborhood and community parks, is the N.E. Sandy Boulevard corridor. Interstate 84 and the Union Pacific rail lines create significant barriers for accessing park facilities currently located to the north and south of the corridor. (See Figure 8-A, Existing Areas of Service)

TABLE 8-A
Existing Parks, Community Centers, and Open Spaces

Name	Ownership	Type of Park	Acreage
Blue Heron Open Space	Home Owners Assoc.	Open Space	3 acres
Blue Lake Park	Metro	Regional Park	190 acres
Chinook Landing Marine Park	Metro	Regional Park	46 acres
City Hall	City of Fairview	Community Center	
Columbia River Open Space	Metro	Open Space	42 acres
Crossroads Park	City of Fairview	Pocket Park	0.1 acres
Fairview/Columbia Library	Multnomah County Library	Community Center	
Fairview Community Center	City of Fairview	Community Center	
Fairview Community Park	City of Fairview	Community Park	6.4 acres
Fairview Elementary School	Reynolds School District	Community Center & Park	4.8 acres
Fairview Woods Park	City of Fairview	Open Space/ Walking Trails	8 acres
Fezett Park	City of Fairview	Pocket Park	
Greenridge Park	City of Fairview	Pocket Park	0.1 acres
Gumdrop Park	City of Fairview	Pocket Park	0.1 acres
Handy/ Nechocokee Park	City of Fairview	Pocket Park	0.1 acres
Heslin House	City of Fairview / Historical Society	Community Center	
Heron Pointe Wetland	Heron Point LLC	Open Space	10 acres
Hockaday Park	City of Fairview	Pocket Park	0.2 acres
Icicle Park	City of Fairview	Pocket Park	
James River Mitigation Area	James River	Open Space	22 acres
Lakeshore Park	City of Fairview	Neighborhood Park / Mitigation Area	5.2 acres
Langley Park	City of Fairview	Pocket Park	0.5 acres
Marilyn's Park	City of Fairview	Pocket Park	0.7 acres
Osburn Park	City of Fairview	Open Space	2 acres
Park Cleone	City of Fairview	Neighborhood Park	4.7 acres
Pelfrey Park	City of Fairview	Neighborhood Park	1.7 acres
Pelfrey South Shore Conservation Area	Pelfrey	Open Space	14 acres
Pettijohn Park	City of Fairview	Open Space	1 acre
Pioneer Park	City of Fairview	Pocket Park	0.1 acres
Reynolds Middle School	Reynolds School District	Community Center & Park	35 acres
Salish Ponds Wetlands Park	City of Fairview	Open Space / Walking Trails/Fishing	70 acres
Stone Park	City of Fairview	Pocket Park	0.2 acres
Windstorm Park	City of Fairview	Pocket Park	0.1 acres
Woodland Elementary School & Wetland	Reynolds School District	Community Center & Park / Open Space	27 acres
		TOTAL PARK AREA	495 acres

The updated master plan proposes three (3) new City park sites to more equally distribute parks throughout the community. Additional pocket parks are not proposed given the high operation and maintenance costs and lower return as recreation facilities. Possible transfer of ownership and maintenance responsibilities to homeowner associations may be a solution for pocket parks. Two neighborhood park facilities are proposed for acquisition and development. One is within the Sandy Boulevard Corridor area along NE 205th Avenue. The second is on the southwest side of Fairview Lake at Blue Heron Shores. An expansion of the existing Park Cleone could provide an additional community park. This expansion, also known as the 207th Avenue Park, is within a power line easement and while it will not be used for sports fields due to neighborhood opposition, other recreational facilities may be located here.

Community Centers are also included in the master plan. New Community Centers include the renovated Heslin House and the old City Hall, now called the Fairview Community Center. The City continues to work in partnership with the Fairview-Rockwood-Wilkes Historical Society to restore the Heslin House. The Community Center also requires renovation in order to obtain optimal use of the facility. Another long-term goal is to have a senior and youth activities center within the community.

The Master Plan also proposes additions to the existing open space system in the Salish Ponds Wetlands Park. Pedestrian and bicycle accessways are designated in the Master Plan to connect the major elements of the recreation system.

Recreation Master Plan

Given the rising population in Fairview and the lack of any formal recreation program, the City approved a Recreation Master Plan in August 2002. The Recreation Master Plan seeks to guide the development of recreation opportunities for the next 10 years. The Plan focuses on existing resources and partnerships, and suggests ways to cost-effectively develop new resources. The highest priorities identified in the Plan are to:

- Improve the Community Center facility (Old City Hall) and assure full use of the center through developing and facilitating high quality recreation programming.
- Provide additional capacity and higher quality spaces for sports activities.

Transportation System Plan

Pedestrian and bicycle pathways are integrated into both the transportation and parks systems. The City of Fairview completed a Transportation System Plan (TSP) in August 2000. The TSP is the City's twenty-year vision of transportation system needs. Among the needs addressed are pedestrian and bicycle needs. The TSP outlines strategies and steps to complete a thorough system of pedestrian and bicycle pathways with access to all areas of the City, particularly parks and open spaces.

Metro Title 3 and Title 12

The Metro Functional Plan Title 3 is intended to limit or mitigate the impact on riparian areas adjacent to streams, wetlands, and other waterways from development. The City has now implemented a 50-foot buffer on each side of waterways, which meets the recommended corridor width of Title 3. These areas serve as wildlife corridors and passive open spaces throughout the City.

Title 12 of Metro's Functional Plan was adopted to protect the character of existing residential neighborhoods. One aspect of Title 12 includes a requirement for cities to establish a level of service standard for parks and greenspaces, which would call for a park facility within a specified distance of all residences. Cities will be required to implement the standard within two years following the adoption of a process and criteria by the Metro Council. While the Metro Council has not yet adopted a process or criteria, and therefore the City of Fairview is not yet held to a two-year timeframe, an area of service analysis is already included in the Parks and Recreation/Open Space Master Plan.

Other requirements of Title 12 include the provision for access to parks by walking, biking, and transit; shared use of school facilities for parks purposes; and the prioritization of school sites that are near concentrations of population with safe access. Fairview has addressed accessibility as well as coordination with Reynolds School District in the Parks Master Plan, the Recreation Master Plan, and the Transportation System Plan.

Blue Lake Regional Park

Blue Lake Park is a 190-acre regional park, owned by Metro and located on the north side of the City adjacent to Blue Lake. The park has been in operation since the 1930s. Multnomah County owned the park from 1960 until 1994. The park was transferred to Metro Regional Parks and Greenspaces in 1994. The park continues to be used in traditional ways, such as for picnicking and swimming and also serves as a link to its Native American and Lewis and Clark history.

Metro completed the *Blue Lake Park Economic Feasibility Study and Facility Design Concept* in December 2001. The purpose of the study was to improve the park's financial operating position using a strategy of upgraded and new facilities, operation and maintenance efficiencies, and increased park attendance. The components included in the preferred park concept include: general park upgrade to existing facilities, new picnic shelter, education shelter, lakefront pavilion and plaza, water play area, golf learning center, expanded trail system, new and expanded lake house events center, youth destination center, and Blue Lake store. The plan also includes funding options and recommendations.

40-Mile Loop

The regional 40-Mile Loop Trail is the only identified approved recreation trail in the Fairview Planning Area. It is a trail for walking, running and bicycling. A portion of the trail is constructed within Blue Lake Park and then extends east along Marine Drive. East of the park, a proposed alternative trail would cross Marine Drive on 223rd Avenue and run along the top of a dike paralleling the Columbia River (See Lewis and Clark Discovery Greenway Trail below).

The Olmstead brothers proposed the 40-Mile Loop in 1904. The City of Portland brought the Olmstead brothers to Portland to propose a park system as part of the planning for the Lewis and Clark Expedition. The trail was originally planned to be 40 miles long and circle the City of Portland. The trail has gradually expanded to include all of Multnomah County and when the loop is completed, hopefully by the end of the century, it will be 140 miles in length and connect more than 30 parks in the Portland metropolitan area along the Columbia, Sandy, and Willamette Rivers in a continuous loop.

When the 40-Mile Loop trail crosses Marine Drive, it is in an area designated General Industrial. The 40-Mile Loop Land Trust has concerns about possible conflicts between the zoning and the trail. Concerns by the trust are 1) that land or easements be secured to complete the trail through the area, and 2) that there be sufficient separation from industrial activities and traffic to provide for the safe use of the trail.

Lewis & Clark Discovery Greenway Trail

The Lewis & Clark Discovery Greenway Trail is a regional proposal to construct 50 miles of urban trails through the federal transportation program T-21. The trails will connect the fourteen Lewis & Clark Notable Sites in the Portland-Vancouver Metropolitan Area, one reach of the National Lewis & Clark Trail. One of the Lewis & Clark landing sites is in the City of Fairview at Blue Lake Park. Part of the trail is the existing 40-Mile Loop and an additional trail is proposed to be constructed from Blue Lake Park east along the levy adjacent to the Columbia River.

POLICIES

1. Parks shall have adequate facilities according to park classification. Refer to Fairview Parks and Recreation/Open Space Master Plan. Utilize nearby public facilities, i.e. parking, restrooms.

2. Parks Committee shall review all park land acquisitions and designs prior to review and/or approval by City Council.

3. Pursue the long-term goal of locating a senior and youth activities center within the City.

4. Provide additional capacity and higher quality spaces for sports activities, including a possible recreation center.

5. Design safe and secure pedestrian and bikeway connections between parks and other activity centers in Fairview.

6. Coordinate the development and maintenance of the 40-Mile Loop regional bicycle path with other affected agencies. Enhance protection of the trail by requiring developers to provide a trail easement and construct and maintain sections of the trail that cross their property.

7. Support implementation of the *Blue Lake Park Facility Design Concept Plan*.

ACTIONS

1. Create Parks Subcommittee to oversee volunteer efforts to operate and maintain parks.

2. Improve the Community Center facility (Old City Hall) and assure full use of the center through developing and facilitating high quality recreation programming.

3. Develop bicycle and pedestrian plans, which link to recreational trails.

4. Develop opportunities to incorporate the Columbia River into parks, recreation facilities, tourist and other riverfront activities.

5. Consider development of soccer and baseball fields of the vacant parcel in the NE corner of the City as identified on the Parks Master Plan Map and as funding allows.

6. Consider public purchase of the George property for public park use.

7. Consider expanding Park Cleone, under the adjacent power lines, in order to provide additional recreational facilities within the Old Town neighborhood.

8. Construct a community focus public gateway feature at Halsey and Fairview (223rd) Avenues, and at the 207th & I-84 interchange area. The gateway features shall be large and attractive in order to mark the entrances into the community.

9. Install distance markers along the Salish Pond trails.

10. Develop a community garden site in Old Town to foster community spirit and education.

11. Build a plaza at the Community Center site.

12. Offer adult exercise classes at the Community Center.

13. Utilize bicycle police to patrol parks and open spaces. Create a "Park Watch" program to improve security in public parks.

14. Add emergency telephones, garbage cans and other pedestrian amenities to increase security in city parks and trails. For increased security at night, consider locking gates to public parks and open spaces.

15. Consider building a skateboard park in an appropriate location within the City.

16. Install more signs, benches and picnic tables in city parks. Post "kids rules" in parks

SOURCES USED- listed in Appendices A & B

Parks and Recreation/Open Space Master Plan
Recreation Plan
Transportation System Plan
Metro's Urban Growth Management Functional Plan
Blue Lake Regional Park Economic Feasibility Study and Facility Design Concept
Oregon Land Use Goals & Guidelines

FIGURE 8-A
EXISTING AREAS OF SERVICE

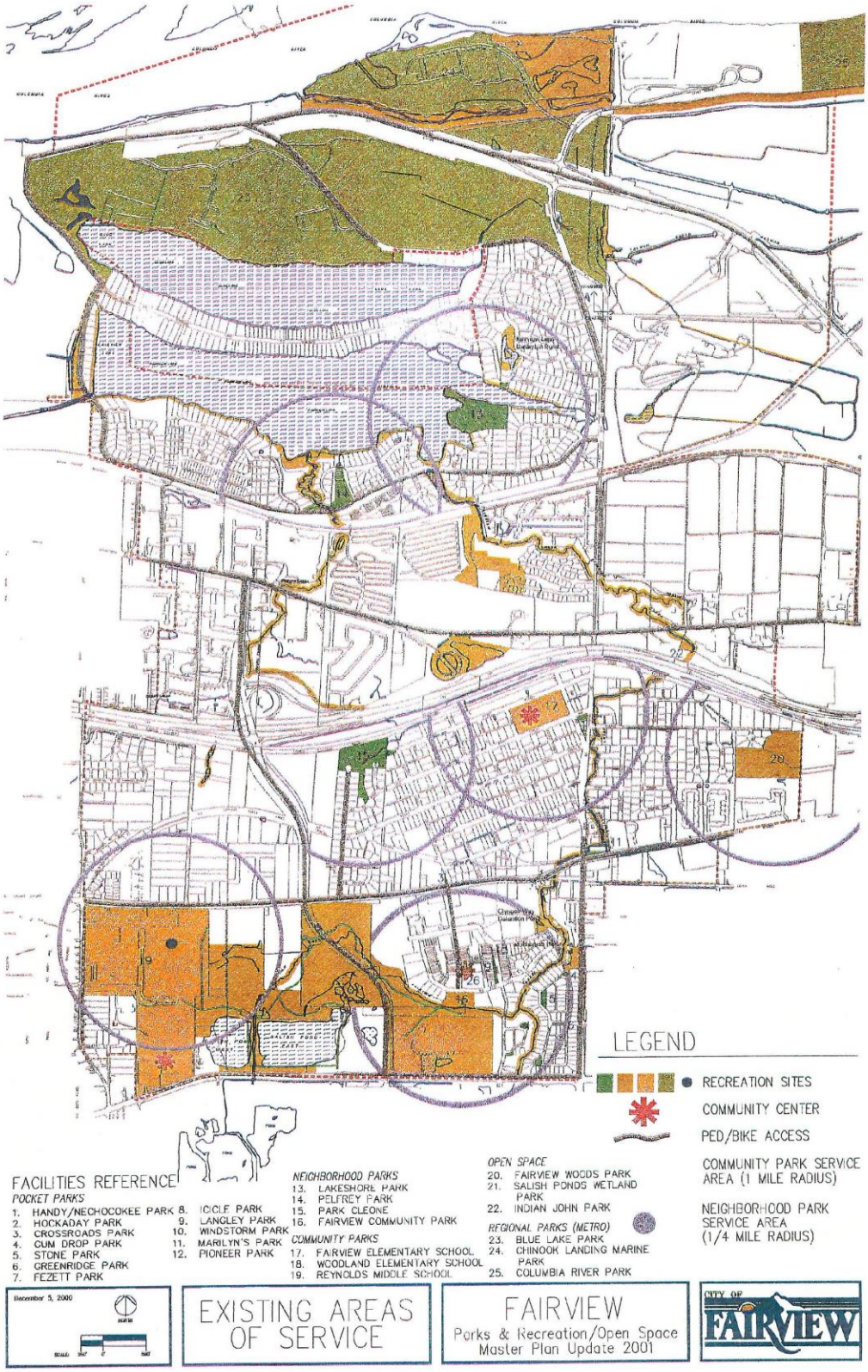


FIGURE 8-A
EXISTING AREAS OF SERVICE

Comprehensive Plan - City of Fairview

June 2004

71

FIGURE 8-B
UPDATED PARKS MASTER PLAN MAP

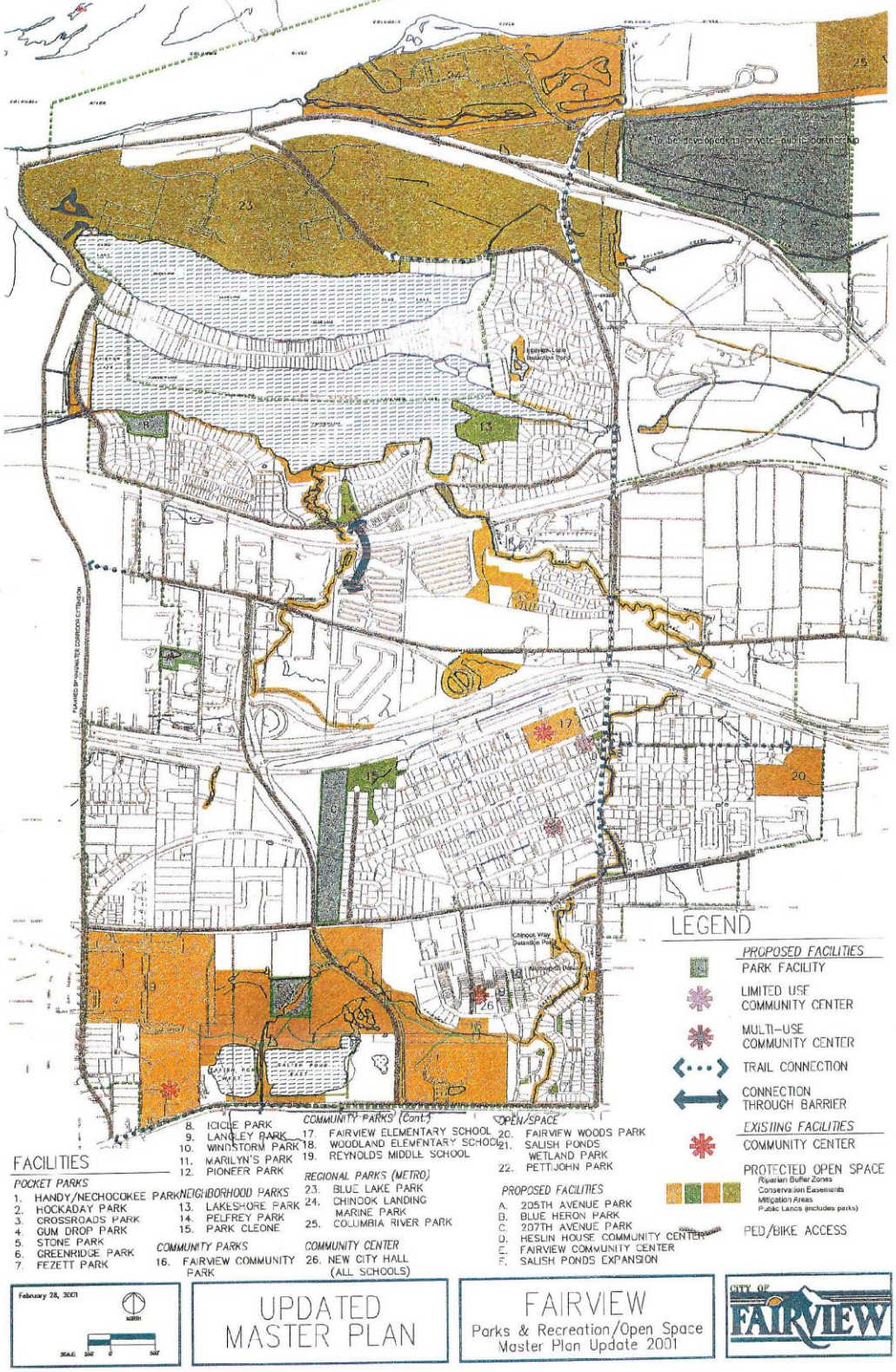


FIGURE 8-B
UPDATED PARKS MASTER PLAN MAP

CHAPTER 9

ECONOMIC DEVELOPMENT

GOAL

To attract family-wage jobs, clean industry and businesses to serve local needs.

INTRODUCTION

The purpose of this goal is to determine the City's economic goals and policies concerning commercial and industrial development within the City and urban growth boundary. Based on the requirements of OAR Chapter 660 Division 9, jurisdictions are required to assure that comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities and to assure that plans are based on available information about state and national economic trends. This chapter includes a history of the region, followed by a summary of national and state economic trends, an inventory of commercial and industrial lands, site requirements based on trends, income and poverty levels in Fairview, and a review of the comparative advantages and disadvantages for economic development in Fairview.

Many people view Fairview as a "bedroom community." That term is used because the people who live here, for the most part, do not work here. This is their place to raise a family, have a home, plant a garden, take a walk, attend school, play or otherwise rest. And Fairview physically reflects that status. It has beautiful parks, quiet neighborhoods, several schools, attractive views, comfortable walking trails and many housing types to meet the needs of a variety of people. But it does not have many commercial shops or services, and few jobs for the many people who have moved here in recent years.

Everyone understands that business is one of the driving forces in determining a community's character. Not only does it set much of the financial foundation for the activities of the residents through employment, but also assists the governmental agencies that serve those citizens by helping to pay for necessary services.

This chapter will consider Fairview's economic condition and describe the desired future for economic development as determined by the elected officials and the citizens of our city.

FACTUAL INFORMATION

The Past

Fairview's earliest history involved the harvesting of salmon and other fish from the rivers and waterways of the area, along with basic hunting and food gathering activities by the area's earliest residents. With the demise of these activities in the late 18th and early 19th centuries, the land was largely unused by humans until settlement in the mid-1800's introduced farming, ranching and some timber harvesting.

By the early 20th century the city had become a focus for farming operations that had developed to the point that products were being stored and shipped from the train depot, which had become an economic focus for the community. Small businesses had begun to prosper along Curve Street where it led from Duck Lane up to the Depot. The trolley line constructed in the 1900's made access into Portland and out to Fairview easier and the area prospered as agricultural interests such as orchards and dairies became more common.

Activity within Fairview declined during the 1910's due to the relatively small population, and the fact that much of the road access to East Multnomah County focused to the south. Otherwise population growth has been a constant in Fairview with each decade seeing an increase in local residents. New residents have needed commercial services, which has resulted in new businesses being added to the area.

The availability of vacant developable land also has drawn a number of manufacturing employers to the area. In the middle part of the 20th century many of the city's residents were employees of Reynolds Metals or retirees from local mills and other employers within the region. "Blue collar" workers and retirees continue to play an important part in the total city population.

The Now

While for many, Fairview is a retreat from the stresses and difficulties of the everyday world, the reality is that our community is part of a larger world community in which we interact and are affected. Long left out of the rapid change and development that happened to the west and south, the City is now experiencing sweeping waves of change. Residential development, usually at the forefront of change, has converted Fairview from a hamlet to a small city in a few years. Little undeveloped residential land still exists here, and changes to the housing portion of Fairview will soon be limited to redevelopment as even the in-fill opportunities are rapidly disappearing.

Commercial development has begun to enter our city as businesses are attracted by the service and retail opportunities made possible by the growing population in our market area. Decisions by businesses to located in the region (Target in Fairview's Town Center, and Fred Meyer, Lowes, and Wal-Mart in neighboring Wood Village) all reflect a growing interest in our area for larger scale businesses. In addition, the relocation of Action Motor Sports to Fairview along with the small businesses in the Village, Fairview Plaza and Fairview Center indicate that businesses of all sizes are interested in making their future here.

Industrial development has had a place in Fairview for some time. Currently Fairview is home to NACCO Materials Handling Group, Inc., which is the international test facility for Yale and Hyster lift trucks, Georgia-Pacific's sawdust storage facility for their pulp mill across the Columbia River in Camas, and Townsend Farms, the largest fresh fruit packing operation in the United States. In addition, a number of other smaller manufacturers and distributors have recently moved to the city as the area continues to diversify.

State and National Economic Trends

In order to explain the local economy, it is useful to understand the state and national economic trends. In the United States and Oregon, manufacturing jobs have seen a steady decline in the job market share. The decline of manufacturing is due to the exportation of jobs outside the U.S. because of lower wages in foreign countries, and because of increased automation causing a decline in the number of workers required to supply the same product. Meantime, the non-manufacturing sector (service producing) has seen an increase in the market share of jobs. The greatest contributor to the increase includes personal, business, health, amusement and recreation, legal, social educational, auto and miscellaneous repair services, and lodging. Table 9A below depicts areas of occupation based on the U.S. Census.

Other areas of influence on the local economy that reflect national and state trends are retirement and the tourism industry, two growing factors. Fairview may be affected by the rising tourism industry with its proximity to Blue Lake, the Columbia River, the Columbia River Gorge National Scenic Area, and Mt. Hood. Similarly, nationally, statewide and locally there has been an increase in the number of retired people. This is partially the result of the fact that Americans are living longer, combined with the aging "baby boomers." Fairview, however, has not seen a rise in retired residents comparable to the state and the nation. According to the U.S. 2000 census, the number of residents over 65 nationally is 12.4%, while statewide it is 12.8%, countywide is 11.1% and in Fairview is only 7.4%.

TABLE 9-A
Occupations in 2000

	Management, Professional & related	Service	Sales and Office	Farm, Fishing and Forestry	Construction, extraction & maintenance	Production and material transportation
United States	33.6%	14.9%	26.7%	0.7%	9.4%	14.6%
Oregon	33.1%	15.3%	26.1%	1.7%	9.1%	14.7%
Multnomah Co.	35.7%	15.1%	27.1%	0.4%	7.6%	14.1%
Fairview	20.0%	21.1%	30.1%	0.7%	11.2%	16.9%

Labor Force, Income and Poverty Levels

The percent of the population in the workforce in Fairview is larger than the national, state and county levels. The percentage of population in the labor force in 2000 nationally is 65.2%, statewide 63.9%, countywide 69% and in Fairview 73.4%.

During the last decade Fairview has seen progress in local household incomes. While the average United States income increased 39.7 percent during those ten years, the average Fairview income increased by 49.9 percent. Although a nice improvement for Fairview's residents, it was less than Portland's 50.2 percent increase and Oregon's 56.9 percent. The reason the average Fairview income increased less rapidly during a period of rapid growth and the addition of many middle and upper-middle incomes to the city is that along with the higher incomes the city also attracted a large number of new immigrants and one of the Portland region's largest housing authority

projects. The result is that even though there are many new homes and higher incomes here, there is also the highest percentage of people living below the poverty level in the Portland region (19%). See the individual poverty level derived from the 2000 U.S. Census below.

TABLE 9-B
Average Household Incomes

	1999	2000
United States	$30,056	$41,994
Oregon	$27,250	$40,916
Portland	$25,592	$40,146
Multnomah Co.	N/A	$41,278
Fairview	$27,308	$40,931

TABLE 9-C
Individual Poverty Level in 2000

United States	12.4%
Oregon	11.6%
Multnomah County	11.6%
Fairview	19.1%

Fairview has come a long way, but has many more miles to travel to be the economically balanced community that is its goal.

Vacant Commercial and Industrial Land

Although the residential land supply in Fairview is rapidly disappearing, there is a significant inventory of vacant industrial land and some vacant commercial land remaining for economic development in the planning area. (See Map 9A: Developable Land, at the end of the chapter.) Vacant industrial parcels in Fairview have many attributes including excellent access to the river, access to three major freeways (I-84, I-5 and I-205), an international airport in close proximity, and two railroad lines in the city. A smaller airport located in Troutdale, just to the east of Fairview, is marked for possible future expansion in terms of service and infrastructure. It is expected that this airport will become an important factor in Fairview's future development. Over half of the jobs in the Portland region depend on the successful movement of goods on area transportation systems. Trucking is the predominant mode of movement for goods. Further, freight volume is predicted to grow faster than population growth in the next 40 years.

The Fairview industrial parcels are relatively flat, and either have or can be provided with city sewer, storm drainage and water service. The vacant sites are in some cases exceptionally large, and have relatively low land costs. Fairview employers also have access to a large pool of educated employees from throughout the Portland metropolitan area, and are in close proximity to Mt. Hood Community College. Fairview is also located close to the high technology campus industrial area in the vicinity of N.E. Glisan and 223rd Avenue. Fairview provides a livable community with a diverse mix of housing, recreational, community services and shopping opportunities.

Commercial sites are centered along key intersections in the City including N.E. Halsey and 223rd Avenue, N.E. Sandy and 223rd Avenue, as well as the west end of Sandy Boulevard, and in the Village commercial area. Commercial sites are on arterial streets that service large residential neighborhoods in the area, and in some cases can easily be reached by pedestrians and bicyclists. Fairview is located amidst a larger regional population of east Multnomah County, many of whom travel through the city en route to jobs and shopping. Commercial sites in Fairview have access to a much larger regional market than city residents alone.

The commercial area centered at Halsey and 223rd is part of the Metro recognized "Town Center" which also includes the Wood Village Town Center area on 223rd and Glisan. A memo of understanding between the City of Wood Village and the City of Fairview directs how the Regional Town Center area will develop.

The Future

Working with a diverse group of people from throughout the City the Fairview City Council developed a new Community Vision for the Year 2022. The *Visioning Document 2022* calls for more economic development, both commercially and industrially. The Vision recognizes that Fairview is a small part of a large, diverse and complex region, and to be successful the City must access and take advantage of our place in that larger market area.

The Vision calls for the City to become a part of the changing international trade system by diversifying and increasing our industrial businesses, with a focus on the kind of businesses that we are most comfortable with such as food products, specialty machine shop products and environmentally compatible businesses like All Wood Recyclers and Cherokee Construction (manufacturer of environmental clean-up machinery). Fairview's excellent transportation access, available lands and attractive development environment make it an obvious location for new industries, as long as those businesses meet our needs for environmental and community compatibility and positive additions to our tax base.

Commercial development is also in the City's future. Commercial enterprise should fit the City's needs for services and goods for Fairview's residents and be appropriately sited for the region as a whole. Fairview's "Commercial Core" should reflect the status as one of Portland's great places. Expansion of existing business and new commercial development should fulfill the City's employment and services requirements.

POLICIES

1. Encourage commercial development commensurate with the products and service needs of planning area residents and other residents of the local economic market area.

2. Focus commercial development at sites along arterial and collector streets as identified on the Plan Map.

3. All commercial development shall have off-street parking consistent with local and mandated regional standards.

4. Existing commercial establishments located in areas the Comprehensive Plan Map designates as non-commercial will be permitted to continue but not expand.

5. All industrial uses, which abut residential uses, shall be screened from the residential uses. Where possible, access to industrial uses will be prohibited from residential streets.

6. The City shall emphasize the enhancement of the tax base in its economic development activities in order to better provide adequate services to its population.

7. The "Commercial Core" along Halsey Street and 223rd Avenue is to be reflective of a "Main Street" design. This area is part of the overall Regional Town Center commercial development that includes both Fairview's Town Center along Market and Village Streets and Wood Village's Town Center focused near the intersection of Park Lane and Wood Village Boulevard.

8. Commercial development along Sandy Boulevard will be focused in three centers at 207th, 223rd and approximately 233rd. The focus of the first two centers is on providing services to the neighboring residential and industrial activities. The third center at approximately 233rd may include services but may also reflect a more regional market given the character of uses that already exist in the area.

9. Compatible light industry will be allowed in the Sandy Boulevard Corridor Commercial Areas. Heavier industrial development shall be reviewed through the conditional use process and must demonstrate an ability to meet City standards and policies for locating near residential development.

10. Consistent with the Blue Lake Master Plan, a recreationally oriented commercial development that serves visitors and neighbors may be located in the Blue Lake Park area.

11. Further reduction of the wetlands area near Halsey, to the west of Target, to provide for commercial development shall not be permitted.

12. A "gateway" concept for commercial development near I-84 will be considered. No development that substantively changes the existing quality of life in adjoining neighborhoods will be approved.

13. Fairview will continue to be an active partner in the coordinated and compatible development of the commercial and industrial lands in East Multnomah County.

14. City land use regulations will comply with Title 4 of Metro's Urban Growth Management Function Plan, which serves to preserve and protect industrial and

employment lands throughout the region. See Figure 9-C Fairview Adopted Title 4 Industrial and Employment lands map for an illustration of all Title 4 lands in Fairview.

ACTIONS

1. In recognition of Metro's employment target for this area, the City shall set an employment target of 7,063 jobs in Fairview by 2017.

2. The City shall evaluate whether (Fairview Parkway) NE 207th Avenue offers special opportunities for the community to attract compatible commercial development where the 207th crosses I-84.

3. Encourage bed and breakfast inns in the Old Town historic neighborhood to increase tourist facilities.

4. Enhance and intensify the efforts made towards economic development through strategy development, industrial/commercial land inventory, collaboration and marketing programs. An emphasis will be placed on the process of recruiting new business to the area as well as fostering existing business.

5. Encourage appropriate tourist oriented businesses in cooperation with neighboring communities.

SOURCES USED- listed in Appendices A & B

Fairview Cultural Resource Inventory and Historic Context
Visioning Document 2022

FIGURE 9-A
DEVELOPABLE LANDS

FIGURE 9-B
COMMERCIAL CORE MAP

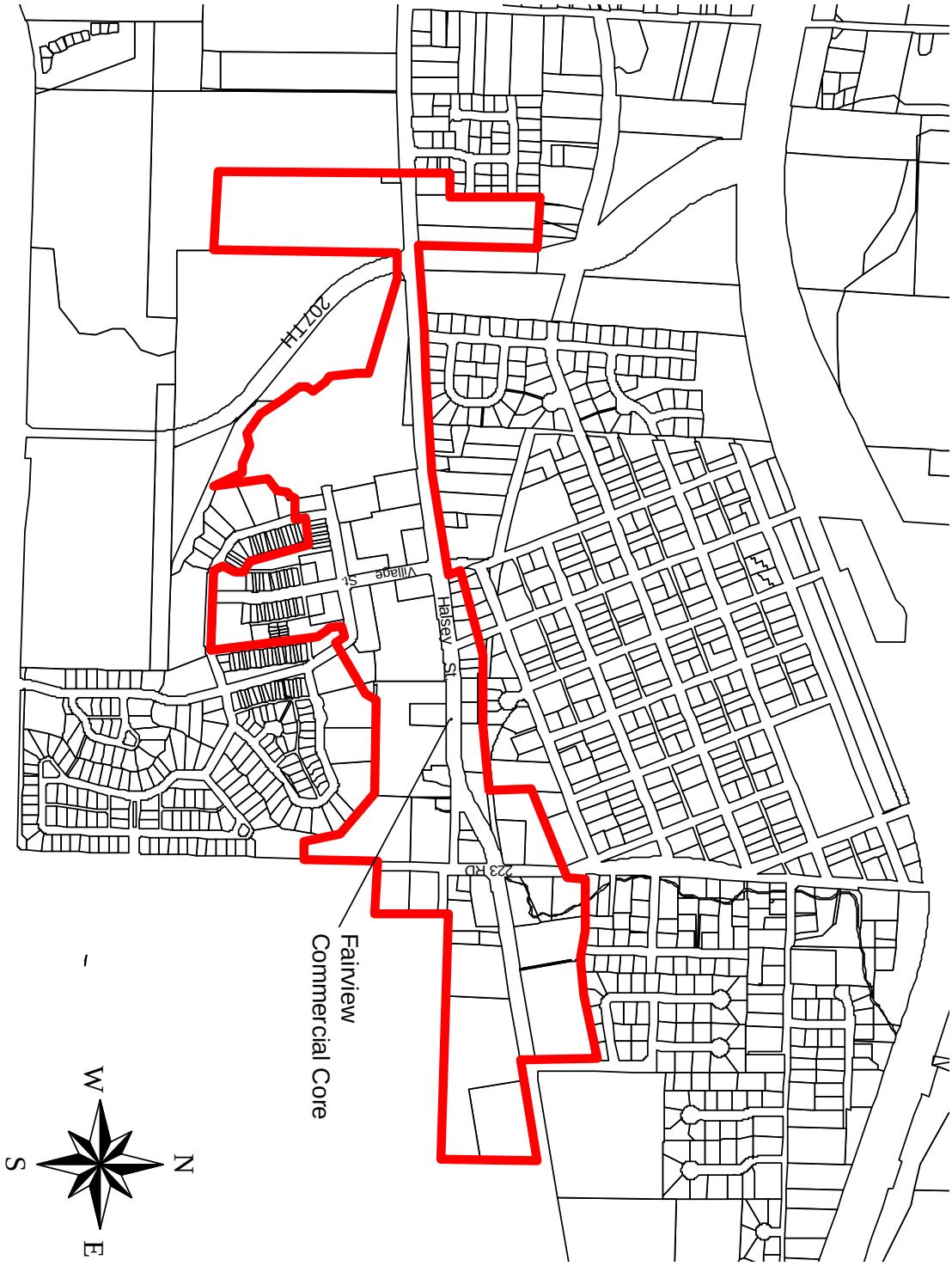
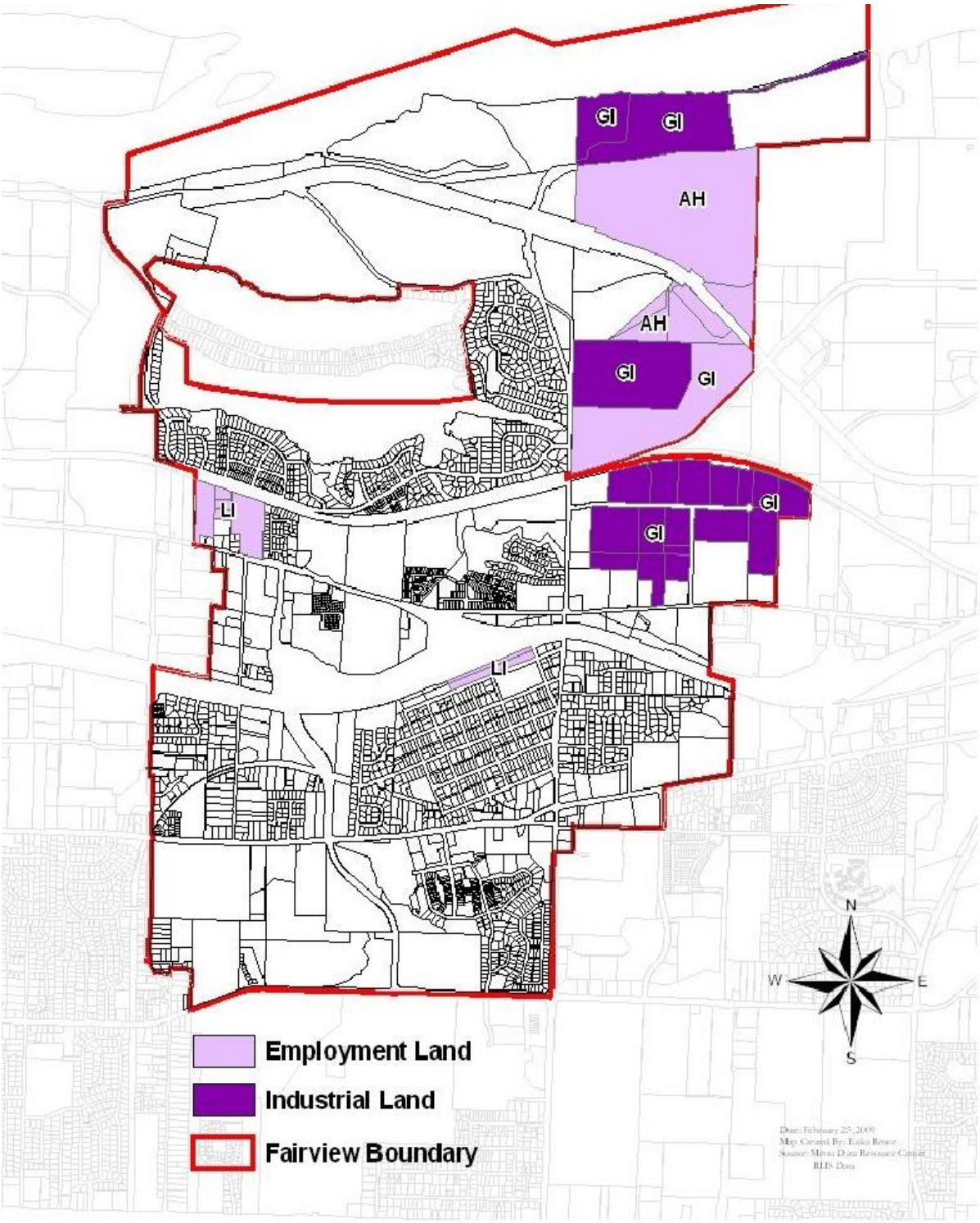


FIGURE 9-C
TITLE 4 LANDS



CHAPTER 10

HOUSING

GOAL

To provide for the housing needs of the citizens of Fairview.

INTRODUCTION

The housing element is intended to identify housing needs for the present and future residents of Fairview, and to develop policies to meet those needs. Its purpose is to identify issues and problems, provide inventories and other information and specify implementation measures. It is also the responsibility of local government to assure pertinent state and federal housing goals are met. These include the Statewide Planning Goal 10:Housing and federal housing policy and assistance programs. There is also the community obligation to assure safe, decent, sanitary, and affordable housing for all citizens of the city.

Statewide Planning Goal 10 states that buildable lands for residential uses shall be inventoried, and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of resident households, as well as provide for flexibility of housing location, type and density. Each community must consider the broader housing need of the region in arriving at a fair allocation of housing types and amounts. This is a particularly complex task in a large urban region such as the Portland area where Fairview is located. Local standards and procedures for reviewing housing applications must be "clear and objective," and provide certainty in the development process. The state suggests a variety of methods to achieve the goal, such as tax incentives, building code revisions, zoning and land use controls, subsidies and loans, acquisition techniques, enforcement of health and safety codes, and coordination of urban services to provide affordable housing throughout the planning area. It also recommends ordinances and incentives be used to increase population densities in urban areas.

Affordable Housing

Housing variables of price, density, and mix are primarily determined by economic forces because most housing is produced for profit. The attractiveness of the community to new residents, the income level of the community and housing prices are the major factors that affect the quantity of housing demand. The regional demand, based on the regional economy and population growth, has a larger influence on housing prices than the demand in one individual city.

The State of Oregon requires each city to zone land so as to accommodate its fair share of multiple-family, manufactured, and assisted housing. Development requirements must not discourage needed housing types. ORS Chapter 197 prohibits cities from imposing approval standards on government-assisted housing or farm worker housing that are not applied to similar, unassisted housing. To assure affordable housing, the state requires provisions for manufactured home parks, manufactured homes on individual lots and residential care facilities. The state also

requires provisions and procedures for residential care facilities. Regional housing requirements require cities in the Portland UGB to include provisions for accessory dwelling units.

Local government regulation of development can affect the provision of affordable housing. The permit process affects the ultimate cost by determining land use designations and zoning, by the standards and requirements imposed, by the processing time, and by the imposition of impact fees, among others. The development process should be regularly reviewed to assure that it does not hinder the provision of affordable housing. Such hindrances could include poor drafting of ordinances and regulations, differing interpretations leading to confusion, overcrowded agendas, requirements added late in the process, understaffing causing delays, lack of training for new boards and councils, changing rules during the process, not enough administrative approvals, and long permit processing times.

Housing will continue to be the primary land use in the Fairview Planning Area. Rapid growth in the 1990's added a significant number of new homes for new residents migrating to Fairview, increasing the city's population and housing supply more than during any other past growth period. The city complies with state housing requirements by providing for manufactured homes on lots and in parks, by providing for residential care facilities and multi-family housing, and by providing its share of the regional housing needs as established by Metro.

FACTUAL INFORMATION

Population and Household Characteristics

With rapid growth has come a change in the population and household characteristics of Fairview residents. Census data for the city is only available for 1990 and 2000, but changing trends can be seen between those two decades.

The median age in the City of Fairview in the 1990 census was not determined. In 2000 the median age in the city was 30.1 years old. This compares with a median age of 34.9 in Multnomah County and of 36.3 years in the state. The median age in Fairview will continue to increase with the aging of the "baby boomers" and the national increase in longevity. In 1990 the age groups with the highest numbers were ages 25 to 44 (33.5%), and ages 5 to 17 (18%) who are children of the baby boomers. By 2000 the age group with the highest numbers was still age 25 – 44 (33.7%). In 1990 those with the lowest numbers were ages 55 to 59 and over age 85. In 2000 the lowest numbers were ages over 75.

Household Size

The federal census provides a variety of statistical data on the characteristics of households. The average number of persons per household in the City of Fairview in 1990 was 2.58. Although that number has been declining nationwide, in 2000 the average number of persons per household in Fairview increased to 2.67. That number is higher than Multnomah County at 2.37 and the state of Oregon at 2.51 persons per household in 2000. This increasing trend could be a factor in determining housing needs and should be monitored since it is not following national trends.

In Fairview, the average number of persons per households in owner-occupied units was 2.48 in 1990, and decreased to 2.46 in 2000, as compared to 2.37 in the county and 2.59 statewide. The number of persons per renter-occupied unit in 1990 was 2.78, and increased to 2.98 in 2000, as compared to 2.16 in the county and 2.36 statewide. Contrary to statewide trends, the number of persons per rental unit has increased in Fairview, probably due to the growing in-migration of larger families and the increased subsidized low-income housing locally.

Household Composition

In 1990, married couple families made up 20.1% of the 893 households in Fairview, versus householders living alone at 8.2%. In 2000, married couple families made up 49.9% of the households in Fairview, as compared to 40.9 in the county and 51.9% statewide. Non-family households in Fairview increased from 10.3% in 1990 to 31.6% in 2000, as compared to 44.1% in the county and 34.2% statewide. Householders living alone in Fairview increased from 8.2% in 1990 to 22.6% in 2000, as compared to 32.5% in the county and 26.1% statewide. Female householders without a husband increased from 4.9% in 1990 to 9.3% in 2000, as compared to 10.8% in the county and 9.8% statewide. This group may be particularly susceptible to increasing housing costs. Householders over age 65 in Fairview increased from 3.8% in 1990 to 5.3% in 2000, significantly lower than the county at 8.6% and 9.1% statewide.

Ethnic Population

The 1990 Federal Census identified 6% of the Fairview population as nonwhite. That number increased to 24% in 2000, as compared to 21% in Multnomah County and 11% in Oregon. The Hispanic population in Fairview increased from 4% in 1990 to 16% in 2000, as compared to 7.5% in Multnomah County and 8% in Oregon. All other ethnic populations have increased in Fairview as well, but are not as large a percentage as the Hispanic or Latino group. (See Table 3C in Chapter 3 for details.)

Housing Inventory

The number of housing units in Fairview has increased significantly since 1990, and there is a wider variety in housing types at various prices to meet the changing needs of city residents. The following table illustrates the number of housing units as compared to the population since 1970.

TABLE 10-A
Population and Housing Units 1970-2002

Year	Population	Housing Units
1970	1,045	338
1980	1,749	702
1990	2,391	922
2000	7,561	3,116
2002	8,400 (est.)	3,599

Housing Mix

A gradual shift in the composition of housing stock has occurred over time. Historically, detached single-family dwellings dominated the stock, which by definition includes manufactured homes. But changing trends in household composition and income levels, as well as statewide goals to assure housing affordability, have resulted in more housing stock options for residents. For instance the Oregon State Housing Rule applicable to the Portland metro area requires all jurisdictions to provide 50% of the housing stock for single-family housing and 50% for multi-family dwelling units. The same rule requires an overall citywide average housing density of six (6) dwelling units per acre for cities of Fairview's size.

Another factor for Fairview is the Metro housing capacity target requirement. To accommodate growth regionally, all jurisdictions are required to provide their fair share of new units to accommodate projected regional growth. Metro targeted 2,921 new dwelling units to be built in Fairview between 1994 and 2017. A city housing inventory in 2002 demonstrated that Fairview was in compliance with both the State Housing Rule and the Metro housing target. The following table depicts the housing mix and total number of dwelling units in Fairview in 2002.

TABLE 10-B
Housing Types in 2002

Type of Housing	Number of Units
Single-Family detached	1,481 (41%)
Town homes	350 (9.7%)
Apartments	1,332 (37%)
Manufactured Home Park	343 (9.5%)
Mixed-Use dwellings	93 (2.5%)
Total Number of Units	**3,599**

TABLE 10-C
Existing Housing Developments by Housing Type
(And number of dwelling units)
City of Fairview, May 2004

Single-Family		Apartments		Townhouse		Manufactured Home Park		Other	
Fairview	212*	Klondike	100*	Fairview Pl.	26	Quail Hollow	135	Fair.Vill. MU	93
Raintree	73*	Brookcrest	30*	Fairvew Village	113	Blue Lake Vill.	66		
Osburn Park	56*	Thiebert	12*	Fairview Terrace (#1&2)	119	#2:	27		
Donegal	6*	Fairv.Oaks	104			Silent Creek	38		
Lutzenburg	43	Fairv. Woods	124			Creekside	30		
Troutgate	19*	Kings Garden	152			Little Ranch	47		
Brandon	23*	Wood Creek	19						
Shae	27*	Fieldstone	153						
Creekside	25*	Fairv. Vill.	210						
Marjorie	36*	Courtyard	107						
Bridge St. Forest	7	Cedar Grove	30						
Blue Lake Est.	6*	Depot St.	24*						
Fairview Pl.	15	Salish Ponds	203						
Raze Mead.	39	Park Lane	62	Pending:					
Salish Ponds West	10	Marketplace	15	Fairview Terrace (#3)	92				
Fairv. Vill.	148								
Forest Cr. #1	13								
Forest Cr. #2	13								
Moore V.	7								
Heron Point	70								
FairLakeEst	89								
#2:	62								
Lakeshore#1	63								
#2	55								
#3	10								
Lakefront Est.	219								
Blue Heron	48								
#2	12								
Pelfrey S.S.	14								
#2:	11								
Misc.	25*								
Total:	**1,456**	**Total:**	**1,345**	**Total:**	**350**	**Total:**	**343**	**Total:**	**38**

* Denotes an estimate

Vacancy Rates

The vacancy rate is one indication of the state of the housing market at a given time. If the rate is too low the housing stock is under-built, causing inflated housing costs. If the rate is too high, the housing stock is over-built, at least at some price levels. A 5% rental vacancy rate is considered the minimum necessary to allow for ordinary renter mobility. A lower vacancy rate results in tenants having difficulty finding appropriate units. For general purposes it can be assumed that desirable vacancy rates are 2% for owner-occupied units and 5% for rental units. The following table describes Fairview's vacancy rates in the 1990 and 2000 US census. The data indicates that vacancy rates were too low in 1990 and too high in 2000. The 2000 rates also reflect the high rate of building construction in Fairview at and just prior to that year.

Comparable data indicates a 2000 owner-occupied vacancy rate of 2.3% in the county and the state, and a rental vacancy rate of 6.3% in the county and 7.3% statewide.

TABLE 10-D
Housing Vacancy by Type

	1990 census		2000 census	
	Homeowner Vacancy	**Rental Vacancy**	**Homeowner Vacancy**	**Rental Vacancy**
Fairview	1.0%	2.4%	7.7%	6.5%
Multnomah County	N/A	N/A	2.3%	6.3%
State of Oregon	N/A	N/A	2.3%	7.3%

Housing Need

State statutes require cities to assure an opportunity for the provision of adequate needed dwelling units, and the efficient use of buildable residential land. Needed housing is defined as that which is required to meet the need for various housing types within an Urban Growth Boundary at particular price ranges and rent levels. It must include attached and detached single-family housing, multiple-family housing, and manufactured homes, for both renter and owner occupancy. The statutes require buildable residential land that is suitable and available, and a housing need projection to determine the mix of housing types and densities that will be commensurate with the financial capabilities of present and future residents of all income levels.

The Metro Urban Growth Management Functional Plan adds another layer of regional housing requirements. Because Fairview is in the metro area, regional growth projections have been prepared to include the City. Therefore, rather than each jurisdiction developing independent projections, the regional is considered as a whole. From there, each jurisdiction is granted a target number of total housing units to accommodate the projected growth. The target is based on land availability, zoning and the density of the units.

Fairview's rapid growth since 1990 has depleted the residential land supply significantly. There is an estimated 68 acres of vacant residential land remaining in the city's planning area. Based on a housing inventory in 2002, the vacant land has a capacity for 603 new dwelling units. With the potential for additional infill units on large lots and in the TCC zone, as well as accessory dwelling units, there is the potential for another 194 dwelling units, for a total of 797 new units. These units will provide the needed housing for the estimated additional residents at a rate of 2.5 residents per dwelling before reaching the estimated population of 10,500 residents in 2008.

The following table identifies the remaining vacant residential land and the estimated number of dwelling units that can be built in the City. The table proceeds to add future units to those units built after 1994, when the Metro 2040 Plan came into effect and metro cities were granted a target number of housing units to meet the regional growth estimates. The table illustrates that Fairview will meet their housing target of 2,921. Those units are then added to the number of units estimated to have been built prior to 1994, for a total citywide housing count of 4,598 dwellings to serve an estimated final build-out population of 10,941.

TABLE 10-E
Residential Dwelling Unit
Projection to 2017
June 2003

	Vacant Acres	# Of Dwelling Units	Population
Vacant or Redevelopable Land: (Ptld RV, Glacier Sand, 207th I-84)	68	603	1,507
Plus New Assessory D.U. plus City Infill		+125	+312
Plus TC mixed-use units		+69	+172
Equals total estimated # of new units		797	1,991
Plus Existing units built from 9/94 - 5/03		+ 2,132	5,328
Equals Total # of dwelling units from '94 – 2017		**= 2,929**	7,320
Metro dwelling target (from '94 –2017)		**2,921**	
Total Dwellings built before 1994		1669	
Plus total # of dwelling units from '94 to 2017 (from above)		2,929	
Equals Total Dwellings at Build Out		**4,598**	**10,941**

POLICIES

1. Maintain existing multi-family and single-family housing development to achieve the minimum residential density allocation for new housing construction for Fairview established by OAR 660-07-0035.

2. Maintain existing multi-family housing development along Sandy Boulevard (west of NE 223rd Ave), Halsey Street, 201st Avenue, and NE 207thrd Avenue (south of Halsey Street).

3. Continue to comply with the State Housing Goal and Regional Housing Targets for the Portland region.

4. Where single-family housing is to be developed, encourage small to medium lot sizes (6,000 to 10,000 square feet).

5. New residential development will occur in accordance with the policies for urbanization stated in the Community Building chapter of the Plan.

6. The Fairview Planning Commission will review all subdivision requests within the planning area to ensure policy enforcement. When the subdivision is for an expedited land division or creates 10 or less lots, City staff may review the proposal through an administrative process. When the proposed subdivision is located outside the Fairview City Limits, the City will advise the Multnomah County Planning Commission as to the acceptability of the proposal vis-à-vis the Fairview Area Comprehensive Plan.

7. Master Planned Developments will be encouraged on parcels of land of at least 4 acres. Design and development of Master Planned Developments will be in accordance with the Development Code.

8. Manufactured homes on individual lots shall be permitted in designated residential zones subject to site development standards. Manufactured home parks are a permitted use in designated residential zones.

9. In Fairview Village, the following housing policies shall apply:
   A. Provide a mix of housing types and price ranges to accommodate neighborhood diversity.

   B. Fairview Village shall provide a range of densities ranging from 5 to 30 dwelling units per acre, which will promote an efficient use of the land and a variety of housing choices.

   C. All residential development including front doors and porches shall be oriented towards the street and have reduced setbacks.

   D. Garages, driveways and off-street parking areas shall be of a scale that is subordinate to the residence.

   E. Building location and design shall consider pedestrian scale orientation.

   F. The opportunity for accessory dwelling units shall be provided within the Village Single-Family Residential and Townhouse designated areas. Density calculations shall not include accessory dwelling units.

   G. Higher residential densities close to the Village core shall be provided through the following locational criteria:

      (1) The Village Single-Family Residential District shall be located on the periphery of the Village.

(2) Village Townhouses and apartments shall be located adjacent to, or in convenient walking distance of the Village core.

(3) Multi-family shall be encouraged in conjunction with commercial uses in the Village Commercial and Mixed-Use areas.

10. In the Sandy Boulevard Corridor area to the west of N.E. 223rd Avenue, provide a variety of residential uses and densities throughout the corridor and allow redevelopment of existing low-density residential areas with medium density town homes and row houses that are pedestrian oriented and affordable.

11. In the Old Town area residential land north of Lincoln Street shall be primarily designated for single-family dwellings.

12. Residential care facilities will be permitted in designated areas in accordance with state statutes.

13. Accessory Dwelling Units shall be permitted in all single-family residential districts.

SOURCES USED- listed in Appendices A & B

Oregon Land Use Goals & Guidelines
Sandy Boulevard Refinement Plan
Fairview Village Comprehensive Plan
Metro's Urban Growth Management Functional Plan
Visioning Document 2022
U. S. Census Data 2000

CHAPTER 11

PUBLIC FACILITIES AND SERVICES

GOAL

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve planning area development.

INTRODUCTION

The purpose of this planning goal is to develop public facilities and services to serve as a framework for urban development in the Fairview planning area. The intent of the goal is to assure that urban development is supported by types and levels of urban services appropriate for the needs and requirements of the area to be served. Statewide Planning Goal 11 requires that all cities with over 2,500 population adopt a public facilities plan that describes the water, sewer and transportation facilities needed to support the specified land use designations within the urban planning area. The public facilities plan shall include an inventory and assessment of the facility systems, a list of needed projects, their costs and anticipated funding mechanisms, and a policy statement or urban growth management agreement that identifies the provider of and provisions for each public facility system. This information is typically provided in a capital improvements plan.

For purposes of planning, OAR 660 Division 11 Public Facilities and Services is divided into two categories. Category A includes the key essential services of sanitary sewer collection and treatment, storm drainage, water service and transportation facilities. Transportation facilities for Fairview are discussed in Chapter 12 Transportation. Category B includes additional urban services needing less intensive detail such as fire and police protection, parks and recreation facilities, schools, solid waste and health services. The parks and recreation facilities and plans for Fairview are discussed in Chapter 8 Recreation.

The various public facilities usually have separate plans, timelines, funding mechanisms, and often serve different areas. For instance, water, sewer, storm drainage and transportation facilities usually are provided before or concurrent with new development in the City. But parks may be provided later, based on funding mechanisms and location. Schools, fire districts and health services are provided by agencies independent of the city and in areas with boundaries outside of Fairview. These kinds of disparities can interfere with coordination of planning for public facilities. Close coordination is required between the City and the various service providers, and is usually based on a service agreement between the two entities. In addition, the City must also coordinate with private utilities such as the providers of electric power, natural gas, telephone and cable to assure those services are extended efficiently to existing and new development.

FACTUAL INFORMATION

Existing Public Facility Plans

Starting with the earliest plans, the *Fairview Sewer Study* was completed in 1970 by CH2MHill. In 1989 the City adopted the *City of Fairview Capital Improvements Plan* (Cooper Consultants). In 1993 the water and sanitary sewer portion of the Capital Improvements Plan was updated in the *Water and Sanitary Sewer Systems Master Plan Update, City of Fairview* (ASCG Inc.) The *Storm Drainage Master Plan* was developed in 1993 by Oakley Engineering and supplemented by the *Downtown Area Drainage Plan* in 1995. In 2000, CH2MHill prepared the *Capital Improvements Plan for the Fairview Water System, Sanitary Sewers, Storm Drainage and Roads* (CIP). In 2003 a *Storm Drainage Plan for Northeast Fairview* was prepared by Newton Consultants, Inc. The CIP prepared in 2000 and the subsequent 2003 Storm Drainage Plan for NE Fairview are the guiding documents for the essential Category A public facilities and services.

In addition to the public utility plans for sewer, water and storm drainage, the City has detailed plans, policies and projects for public parks, streets and beautification. *The City of Fairview Parks and Recreation/Open Space Plan,* 2001 provides detailed plans, policies, programs and projects for open space and recreation facilities in the City. *The City of Fairview Transportation System Plan,* 1999 and *The Sandy Boulevard Corridor Refinement Plan,* 2001 provide detailed plans, policies and transportation improvement projects in the city. The projects in these plans need to be included in the city CIP and prioritized, budgeted and funded to assure the needed improvements are made.

Service Providers

Due to the size of Fairview and the fact that it is adjoined by three other cities that are all located in a large metropolitan area, there are a number of cooperative agreements for public services in the urban planning area. The City has an intergovernmental coordination agreement with Multnomah County. For instance, Multnomah County currently has jurisdiction for all arterial and collector roads in Fairview. Multnomah County also provides planning and zoning services for Interlachen, the only unincorporated neighborhood in the Fairview Planning Area. In addition, the Rockwood Water District provides back-up emergency water service for Fairview. An intergovernmental agreement between Metro and Fairview provides police protection and maintenance service for Blue Lake Park, a regional recreation site. The City of Gresham provides sanitary sewer treatment for Fairview sewerage, as well as fire protection for the City. Service providers are listed on the following table. Service data provided about providers not within the City's jurisdiction does not imply that the City can assume responsibility for implementation of extra jurisdictional plans or programs.

TABLE 11-A
Fairview Planning Area Public Facility Service Providers

TYPE OF SERVICE	PURVEYOR	REMARKS
Police	City of Fairview and Multnomah County	
Fire	City of Gresham	
Sanitary Sewerage	Collection system – Fairview Treatment facility – Gresham	
Storm	City of Fairview and Multnomah County	
Planning, Zoning, Subdivision	City of Fairview, within the city limits. Multnomah County elsewhere.	
Health Services	Multnomah County	Medical Access Center located at 12240 NE Glisan.
Recreation	City of Fairview and Metro	
Governmental Service	City of Fairview. Multnomah County for areas outside City.	
Water	City of Fairview and Rockwood Water District	
Schools	Reynolds School District	1 alternative high school, 1 middle school, 3 elementary.
Solid Waste	Twelve Mile Disposal and Metro	Includes residential recycling

Population Forecast for Determining Public Facility Needs

According to the 2000 Fairview CIP, the public facility needs identified in the plan were based on a sharp increase in population from 1999 to 2003. After 2003, the population growth was assumed to continue at a reduced but constant rate until the area reaches buildout conditions estimated in the year 2009. For public facility planning purposes in the CIP, the buildout population is projected to be an estimated 12,000. This number closely reflects the city's 2008 estimate of 10,500 because the CIP projection includes the Interlachen neighborhood (estimated population of 320) and projects the population for an additional year to 2009.

Sewerage Facilities

In 1977, the Columbia Region Association of Governments (CRAG), now Metro, completed an Areawide Waste Treatment Management Study, in accordance with Section 208 of PL 92-500, for the Portland urban area. The study proposed a regional plan for sewerage facilities in the east Multnomah County area of Fairview, Gresham, Troutdale, and Wood Village. Wastewater from the City of Fairview would continue to be treated at the Gresham Sewage Treatment Plant, northwest of Fairview. The City of Fairview has purchased capacity at the Gresham Wastewater Treatment Plant for treatment of Fairview sewage. The City of Fairview also has an agreement

with the City of Wood Village to provide for transmission of a peak flow of up to 1.0 million gallons per day of Wood Village sewage through the Fairview sanitary system to the City of Gresham wastewater treatment plant.

Fairview owns the interceptor sewer in Sandy Boulevard connecting the Fairview sewer system to the Gresham Sewage Treatment Plant. Gresham has sole ownership of mainlines in the area west of 205th Avenue.

The purpose of the sanitary portion of the 2000 CIP was to update the hydraulic model of the collection system created in 1994, to evaluate the capacity of the collection system for all pipes greater that 10-inches in diameter, and to develop and evaluate alternatives and proposed amendments. The 2000 CIP describes the existing Fairview sewer collection system as composed of approximately 77,000 feet of pipe, excluding force mains. There are four major pipeline systems and four pump stations owned and operated by the City including the:

- Fairview Trunk
- Sandy Boulevard Trunk
- Interlachen Trunk
- Fairview Lake Sewer LID
- Interlachen Pump Station
- Fairview Lake Pump Station
- Blue Lake Pump Station
- Marine Drive Pump Station

The 2000 CIP describes the sanitary sewer system inventory, condition, deficiencies and projected needs based on the ultimate population of the City. The identification of system deficiencies resulted in a list of improvement projects and their estimated costs, construction timeline and benefits to the system. Improvements are primarily associated with inflow and infiltration management and potential overflows. The planned projects list is periodically updated to reflect needed changes in the system.

Water Facilities

Fairview owns and operates its own water system, including 5 functioning wells, a 2.0 million gallon storage reservoir that serves the upper service level and a 1 million gallon standpipe that serves the lower service level, distribution piping, pumps, valves, and hydrants. The upper service level is the area south of Halsey, and the lower service level is the area north of Halsey. The two levels are essentially two separate water systems. However the upper service level receives water from the lower and stores it in the 2 million gallon tank on Glisan Street. The 2000 CIP provides detailed maps and analysis of the system. Storage capacity, storage elevation, and well pumping capacity are the factors limiting the area to which Fairview can provide water and the number of customers that can be served within that area.

Fairview currently is served completely by groundwater. Water quality in the system is good and continues to meet the requirements of federal and state drinking water standards. The future per

capita average day demand consumption is assumed to be 125 gallons per capita per day, based on the estimated total water consumption and population in 1998. Commercial and industrial water use currently is a small fraction of total water use compared to residential demands.

Rockwood Water District services areas inside the city limits, but outside Fairview's water distribution system (generally west of 207th and south of I-84). The Rockwood Water District currently provides public water service to areas outside the city limits, but within the planning area.

The 2000 CIP documents an analysis of the water system for existing through future build-out conditions in Fairview. The analysis includes the evaluation of the pumping, storage, and transmission components of the Fairview water system. Planning data was used to develop population and water demand estimates. Necessary projects to meet demand and regulatory requirements were evaluated and selected for the CIP projects. The CIP identified additional water source and storage needs for the future and identified projects to meet those needs. The City periodically updates the capital projects as listed in the Executive Summary of the Capital Improvement Plan as needed changes are identified.

Stormwater Drainage

The drainage facilities within the City of Fairview generally drain to several natural drainage ways, including Fairview Creek, No-Name Creek, Osburn Creek and Salmon Creek. In undeveloped areas, overland flow to one of these creeks is common. In urban development pipe systems are more common, often accompanied by detention facilities. The historic downtown area west of Fairview Avenue is commonly drained through a series of roadside swales. The planning area drainage basin is characterized by loam and silt loam soils ranging from poorly drained to well drained. Infiltration rates range from 0.2 inches per hour in poorly drained areas to 2.0 inches per hour in well-drained soils. The average annual precipitation in Fairview is approximately 40 inches.

In the 2000 CIP, land use and hydrologic characteristics of the various sub-basins were studied, particularly the Osburn/Raintree Creek and Fairview Creek sub-basins. Several improvement projects in those basins were identified, including costs and timing. The CIP also identifies measures to control water quality in the City. In 2003 Newton Consultants prepared, *A Storm Drainage Master Plan for Northeast Fairview*. The plan provides for implementation of stormwater management planning and drainage infrastructure development in the northeast Fairview Creek drainage area and Salmon Creek drainage area, an area not studied in previous plans.

Category B Facilities

Category B facilities include fire and police protection, parks and recreations, schools, solid waste and health services. Parks and recreation facilities are discussed in detail in Chapter 8 Recreation. Fire protection is included in the water system section of the CIP in terms of adequate water pressure and flow for fire suppression. The City of Gresham fire department provides fire protection service, except for Interlachen, which remains in Fire District #10. Both the City of Fairview and the Multnomah County Sheriff's Department provide police protection in the

planning area. Health services are provided by the Multnomah County Health Division, as well as privately organized medical facilities in the east county area. There are three public elementary schools, a middle school and an alternative high school in Fairview and they are all within the Reynolds School District. There are no future school sites in the planning area. A private company, Twelve Mile Disposal, provides solid waste and recycling disposal in the city. Non-recycled garbage is transferred by truck and barge to Arlington, Oregon along with other metro area garbage. Residential neighborhoods have recycling service. There are no landfills in Fairview.

State rules according to OAR Division 11 Public Facilities require no specific documentation for Category B facilities.

POLICIES

1. No urban development shall occur without provision of essential public facilities and services.

2. Public facilities and services shall only be provided in areas (1) designated for urban development by the Comprehensive Plan map (Figure 3-A); (2) indicated by the Metro regional facilities plans to be within Fairview's jurisdiction; and (3) in accordance with policies set forth in the Community Building chapter of the Comprehensive Plan, Chapter 3.

3. Wherever possible utility facilities will be developed in a manner not dividing privately owned parcels of land.

4. Development of the various types of public facilities and services will be coordinated to most effectively direct development to the areas and at the intensities desired. The Capital Improvements Plan is adopted as part of the Comprehensive Plan.

5. Public facility planning for essential water, sewer, storm drainage, and street facilities shall be based on public facility plans in accordance with OAR Division 11. Public facility plans shall provide the primary factual basis for capital improvement programming in the City.

6. The City shall make every reasonable effort to facilitate a sound, fully coordinated public facility planning process throughout the Fairview planning area. Entities, other than the City, responsible for the planning and/or the provision of public facilities and services within the Fairview planning area are urged to cooperatively facilitate the provision of services in a manner consistent with the Fairview Comprehensive Plan.

7. As is feasible, incorporate, prioritize, and fund public improvement projects identified in city transportation, parks, neighborhood, Vision and other plans into the Fairview Capital Improvement Plan.

ACTIONS

1. Provide for distinctive street identification signs, street lamps, alley upgrades, street trees and gateway features in the Old Town historic neighborhood.

2. Seek financial grants from private donors such as Target, Fred Meyer and other local businesses to assist the city in completing public improvement projects. Partner with local schools in constructing community improvement projects

3. Incorporate bottomless culverts in stormwater management to protect streams and creeks.

4. Provide for City beautification projects in the CIP including gateway features, railroad overpass landscaping improvements, distinctive signage to tourist attractions, and burying of overhead utilities

SOURCES USED- listed in Appendices A & B

Capital Improvement Plan
Storm Drainage Master Plan
Storm Drainage Master Plan for Northeast Fairview
Parks and Recreation/Open Space Master Plan
Transportation System Plan
Sandy Boulevard Corridor Refinement Plan
Oregon Land Use Goals & Guidelines

CHAPTER 12

TRANSPORTATION

GOAL

To provide and encourage a safe, convenient and economical transportation system.

INTRODUCTION

Adequate transportation facilities and services are essential to urbanization. The motor vehicle continues to be the predominant form of daily transportation, but increasingly there is interest in providing an integrated, multi-modal transportation system involving bicycles, pedestrians and public transit in urban areas.

Fairview is still highly dependent on the private automobile because, for most residents, employment and shopping destinations are located outside the planning area. In addition, Fairview streets are part of a regional network for a much larger population that travels through Fairview to I-84, I-205, the Portland airport, shopping, tourist attractions such as Blue Lake and the Chinook Landing boat launch, the Columbia River Gorge and Mount Hood, and metro destinations in general. Daily drive-thru traffic adds significant congestion to city streets. Major freeways, an international airport and large tourist attractions at Fairview's doorstep add challenges to transportation planning in the city.

During the rapid growth years of the 1990's and early 2000's, new sidewalks, bicycle and pedestrian pathways were built to provide transportation alternatives and recreation for people living in Fairview. Public transit was also greatly enhanced by Tri-Met with the construction of light rail from downtown Portland to Gresham, as well as added bus service to east Multnomah County. Plans for more city trails linking neighborhoods and providing access to community services, as well as needed street improvement projects have been prepared to help the City prioritize its transportation needs and allocate its financial resources for all modes of transportation.

FACTUAL INFORMATION

Transportation System Plans

As required by Statewide Planning Goal 12:Transporation and OAR 660 Division 11 Public Facilities and 660 Division 12 Transportation Planning, all cities in Oregon must prepare, adopt and implement a transportation system plan (TSP). Through measures designed to reduce reliance on the automobile, the rules are intended to assure that the planned transportation system supports a pattern of travel and land use in urban areas which will avoid the air pollution, traffic and livability problems faced by other areas in the country.

As the regional Metropolitan Planning Organization, Metro prepares and adopts a *Regional Transportation Plan (RTP),* a 20-year blueprint for the region's transportation system that addresses how best to move people and goods in and through the Portland region. First adopted in 1983, the RTP is updated every five years to reflect changes in the region. The RTP is important to Fairview because it defines a regional framework that all city, county, Tri-Met, Oregon Department of Transportation (ODOT) and Port of Portland transportation plans must follow. It identifies transportation projects and programs for 20 years to implement the region's 2040 Growth Concept. The plan must meet federal and state requirements as articulated in the State Transportation Planning Rule (OAR 660-012). The RTP is based on population projections as well as household and job allocations for each jurisdiction in Metro. The RTP provides a long list of proposed transportation improvement projects in the region. A transportation project is eligible for state and federal transportation funds distributed through Metro if it is included in the RTP and is consistent with federal air quality standards.

In addition to state and regional planning requirements, Multnomah County transportation planning policies govern all arterial streets in Fairview. Planning for these streets requires close coordination between the city and the county.

Finally, the statewide *Oregon Transportation Plan (OTP),* administered by the ODOT is also pertinent to Fairview. It is a federally mandated plan to guide statewide transportation development. The interstate freeway I-84 bisects the Fairview planning area. Therefore, any land use change that adjoins or impacts I-84 must be coordinated with ODOT, and must be in compliance with the OTP.

Fairview's first Transportation System Plan was prepared for the city in accordance with state requirements in 1999. In 2001 the *Sandy Boulevard Corridor Refinement Plan* was prepared for the city to focus on the specific needs and future development of that street. *The Sandy Boulevard Corridor Refinement Plan* updated the standards for all future Sandy Boulevard improvements. Changes in the standards include cross sections, right of way width, intersection designs, mid-block pedestrian crossings, access management, street lighting, and landscaping for this facility. The *2016 Fairview Transportation System Plan: Volume I* replaced the 1999 Transportation System Plan in total.

Transportation System Plan Goals, Needs, Funding, and Solutions

The *2016 Fairview Transportation System Plan: Volume I* sets out a vision for the city's transportation system through goals, identifies needs based on those goals, projects funding, and plans solutions to address needs based on projected funding. The solutions are divided into two categories – financially constrained solutions and illustrative projects. Projects on the financially constrained list are reasonably likely to be funded by 2035, given projected funding during that time horizon. The prioritized set of illustrative solutions includes projects that are not likely to be funded without enhanced or new funding opportunities, such as grants.

Land Use and Transportation

Land use is a key factor in how the transportation system operates. The amount of land that is developed, the type of land uses and how land uses are mixed together have a direct relationship to expected demands on the transportation system. Metro projects land use, population and job data for all areas within the Portland urban growth boundary as part of the RTP update process. The most recent data from the RTP were established based on existing conditions in 2010 and project out to the year 2040. The analysis includes a detailed summary of land uses in small geographic areas, called Transportation Analysis Zones (TAZ). The Fairview Transportation Analysis Zones are instructive of the expected growth in transportation demand locally.

The Fairview TSP is informed by Metro's modelling of the expected growth in households and the number of employees in the TAZ. This data is combined with the Metro Travel Demand Forecast Model to provide the information necessary for making decisions on transportation system needs and priorities. In addition, the TSP considers existing uses and projected growth in the various neighborhoods to determine residential density levels, commercial service nodes, industrial and commercial trucking needs and other elements that affect travel demand.

One of the key interconnections between land use and transportation is the amount of connectivity in the local street plan. Good street connectivity allows for multiple access opportunities for entering and exiting a neighborhood. Multiple access points avoid funneling all the traffic onto one street, and avoid out-of-direction travel that may increase trip length for vehicles, pedestrians and bicyclists. Most of Fairview's street network already exists, and in many places is well connected. However, there are a number of areas where neighborhood traffic is funneled onto one street, or where there are circuitous entry and exit routes to homes. The TSP details constraints on major street connectivity due to physical and infrastructural barriers, and identifies local street connectivity improvements for planning and funding purposes.

Transportation Facilities in Fairview

Air and Rail Facilities: There are no airports within the City of Fairview. Fairview has access to the Portland International Airport located approximately 10 miles west of the city. Fairview is also close to the Portland-Troutdale Airport; a general aviation facility located a few miles east of the city. There are no city policies or recommendations regarding airport transportation planning.

There are two east-west railroad lines from Portland to destinations east crossing through Fairview on both the north and south side of the I-84 freeway. The north line is the *Kenton Line* and the south line is the *Graham Line*. Trains pass through Fairview at a rate of about one train per hour. There are no on-grade railroad crossings in the City. Grade-separated crossings occur at I-84, 201st Ave., 207th Ave., and at 223rd Ave. The TSP identifies rail line grade separation structures on 201st and 223rd avenues in need of safety improvements for all modes of travel.

Transit: TriMet provides fixed route bus service and advance-reservation paratransit service to Fairview. Bus Route 77 provides service on Halsey Street and Bus Route 12 provides service on Sandy Blvd., west of 223rd Ave. and on 223rd Avenue south of Sandy Blvd. As of 2016, TriMet is developing a Service Enhancement Plan for the eastern side of its service area, including

Fairview. Impending changes to service could include new routes and more frequent service. Fairview's TSP addresses transit use through solutions that increase connectivity and safe pedestrian and bicycle routes to transit stops.

Bicycle Paths: High quality bicycle facilities that are safe, comfortable, and well-connected encourage residents and visitors in Fairview to make healthy and active transportation choices. Bicycle trips typically cover distances that are longer than pedestrian trips and can reduce roadway congestion.

Bicycle trips generally fall into three categories: commuters, activity-based and recreational. Bicycle lanes provide good accommodations for commuters; local streets can serve many activity-based trips such as home-to-school; and off-street and regional routes such as the 40-Mile Loop serve recreational bicyclists. Bicycle safety, adequate path design and connections and parking racks are some of the needs that should be considered in planning for bicycle paths.

Fairview TSP includes a number of financially constrained solutions for Multnomah County facilities that include bicycle infrastructure and many illustrative solutions to enhance the bicycle network.

Pedestrian Paths: Continuity and connectivity are the key issues for pedestrians. Pedestrian trip types are residential based trips, service based trips and recreational based trips. The most important needs for pedestrians identified in the TSP are providing sidewalks on arterial and collector streets that connect to key activity centers in the city. Sidewalks should be built to certain design standards, which may vary depending on the location, adjacent land uses and the type of path. The Fairview TSP includes financially constrained solutions for sidewalk infill programs and many illustrative solutions to enhance the pedestrian network.

Streets: Roadways have two functions, to provide mobility and access. These functions can be incompatible since high or continuous speeds are desirable for mobility, while low speeds are more desirable for land access. Therefore, streets are separated into functional classifications. Streets designed for a high level of mobility and through movement are classified as an arterial, as compared to collector streets that offer a balance of both. Traffic volume, design and size are outcomes of functional classification. Function can best be defined by connectivity. Roadways that provide the greatest reach of connectivity are the highest-level facilities. Arterials can be defined by regional level connectivity, as they go beyond city limits. Collectors can be defined by citywide or district wide connectivity. Collectors span large areas of the city but typically do not go into adjacent jurisdictions. All other routes are usually defined as local streets, providing the highest level of access to adjoining land uses. But another functional category has been created – neighborhood route – to define streets commonly used by residents to circulate into or out of neighborhoods.

In the past, traffic volume and roadway size were linked to functional classification. More recently urban design and land use have also been tied to functional classification. By planning an effective functional classification of Fairview streets, the city can manage public facilities

pragmatically and effectively. Planning must be closely coordinated with Multnomah County because the county owns and maintains Fairview's arterial and collector streets. Therefore the city relies upon the county's functional classification system and design standards for those roadways.

The TSP identifies solutions for the roads system in Fairview to accommodate multi-modal transportation along with an expected increase in overall demand. These solutions are consistent with both Metro's Regional Transportation Plan and Multnomah County's Transportation System Plan.

Truck Routes: Efficient truck movement plays a vital role in maintaining and developing Fairview's economic base. Well-planned truck routes can provide for the economical movement of raw materials, finished products and services, while at the same time maintaining neighborhood livability. Establishing truck routes for vehicles traveling through the city provides for efficient movement while maintaining neighborhood livability, public safety, and minimizing maintenance costs of the roadway system. Both the TSP and the Regional Freight Plan identify the reconstruction of the railroad bridge at NE 223rd Avenue as a Medium-High Regional Priority.

POLICIES AND ACTIONS

The Transportation Policies and Actions of the Comprehensive Plan are set forth in the *2016 Fairview Transportation System Plan Volume 1*

SOURCES USED- listed in Appendices A & B

2016 Fairview Transportation System Plan Volume 1
Sandy Boulevard Corridor Refinement Plan
Regional Transportation Plan
Oregon Transportation Plan
Multnomah County Comprehensive Framework Plan
Oregon Land Use Goals & Guidelines

CHAPTER 13

ENERGY CONSERVATION

GOAL

To assure that urban land use activities are planned, located and constructed in a manner that maximizes energy efficiency.

INTRODUCTION

The primary purpose of this section is to incorporate the significance of energy consumption and the fundamental principles of energy conservation into Fairview's planning efforts. It is the intent to show that both the long and short-term benefits of energy conservation and the use of renewable energy sources are timely and cost-effective.

In 1976 Statewide Planning Goal 13, Energy Conservation, was added to the planning goals. This goal states, "Land and uses developed on the land will be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles."

FACTUAL INFORMATION

Fairview, like most cities, is an energy consumer. Specific energy consumption data for Fairview are not available, but it can be assumed that the trends and distributions cited for the state are indicative of energy uses in Fairview. As of 1996, about 40% of the energy Oregonians use is for transportation, 35% for industry, 15% for household use, and 10% for commercial, institutional and other uses. Oil supplies 50% of the energy used in Oregon, electricity accounts for over 20%, natural gas is less than 20%, and wood and other fuels supply about 10%. For residential uses, transportation comprises more than half the energy used by a household, and space/water heating over one-third. The remaining residential energy use is through activities such as refrigeration, cooking, lighting, clothes drying, etc.

Traditional Energy Sources

Fairview produces none of its own energy supply and has no fossil fuel resources. Traditional energy sources are used within the community including, electricity, natural gas, and petroleum. These traditional sources are contributors of greenhouse gas emissions, which have broad negative impacts on the environment. These impacts are largely due to the release of carbon dioxide into the atmosphere through burning fossil fuels to generate electricity, manufacture goods, heat our homes and power our vehicles.

Electricity

The electrical power system in Oregon is part of the Bonneville Power Administration's (BPA) regional network. The BPA is a federal agency under the U.S. Department of Energy that

markets wholesale electrical power and operates and markets transmission services in the Pacific Northwest. The power comes from 31 federal hydroelectric projects, one nonfederal nuclear plant and several other nonfederal power plants. The hydroelectric projects and the electrical system are known as the Federal Columbia River Power System. About 45 percent of the electric power used in the Northwest comes from BPA. BPA's transmission system accounts for about three-quarters of the region's high-voltage grid and includes major transmission links with other regions.

The BPA serves Oregon's electric utilities. Portland General Electric is the primary supplier of electricity in the City of Fairview. In 1975, only 8 million kilowatt hours were consumed, but annual electricity use in 2001 for the City of Fairview equaled over 50 million kilowatt hours. In 2001, a residential customer used an average of 10,874 kilowatt hours a year, or 906 kilowatt hours per month. Commercial customers used 90,722 kilowatt hours a year on average. The increase is primarily due to an increase in population and industry within the City.

Natural Gas

NW Natural Gas serves the city. NW Natural Gas serves more than 560,000 customers in northwest Oregon and southwest Washington, including the Portland-Vancouver metropolitan area. The company purchases natural gas for its core market from a variety of suppliers in the western United States and Canada. In addition, the NW Natural Gas operates an underground gas storage facility in Columbia County, Oregon, and leases additional gas storage outside its service area. NW Natural Gas also operates two liquefied natural gas plants in its service area.

According to the Local Action Plan on Global Warming 2001 for the City of Portland and Multnomah County, total natural gas consumption increased steadily since 1990, growing by about two percent per year in the region. Residential gas use has shown the sharpest rise, increasing by over 40 percent; however, this increase is attributed to residents shifting from fuel oil heat to natural gas.

Petroleum

Petroleum is available in many forms, including residual oil, distillate oil, gasoline, and diesel fuel. These petroleum products are not supplied by utilities but through a multitude of private companies, distributors and retail outlets. Of the various petroleum types, gasoline is by far the most heavily relied-upon fuel source, with private transportation consuming the greatest percentage. More than 80% of the oil used in Oregon is for transportation.

By providing multi-modal transportation options within the city oil consumption will decrease for automobile usage. Implementation of the TSP Policies to encourage Tri-Met ridership, bicycling and walking will help meet this goal.

Alternative Energy Sources

Consumption of most types of energy, especially petroleum, has created numerous environmental problems in the United States. Due to safety issues related to nuclear energy, air pollution and global warming impacts of oil consumption, alternative energy sources provide popular options. Renewable energy resources include wind, geothermal, solar heating, and

photovoltaics. Portland General Electric recently began offering customers the option of purchasing electricity from renewable sources through their wind and salmon friendly programs.

Conservation is the most readily available alternative to an increasing dependency on nonrenewable energy and protecting the environment. Conservation programs include: energy standards for new buildings and weatherization programs, tax credits, loans and rebates for energy-efficient improvements or appliances, citing residential buildings to capture passive solar energy, solar and wind power generators, and transportation alternatives for commuters. Waste reduction and recycling efforts also contribute to energy conservation by preventing waste at the source, reusing materials, and decreasing the amount of landfill gas.

Energy Efficient Development Practices

Land development regulations can promote energy conservation at the community level. The League of Oregon Cities suggests that a city's land use policies:

- Encourage clustering of housing and services to avoid unnecessary travel
- Encourage energy efficiency by the vigorous enforcement of up-to-date building codes
- Encourage the use of waste heat recovery from industry
- Encourage the use of solar energy by guaranteeing solar access through appropriate ordinances.

Compact development with a mixture of different land uses, where goods, services, jobs, residences and recreation are closer together, reduces travel needs and increases the feasibility of public transportation.

The energy required to heat and cool buildings is determined in part by the amount of insulation and in part on the design of buildings and sites with respect to climate. Sun, cold winds, warm breezes, vegetation and topography that affect a building's heating and cooling needs can be utilized to reduce such needs. The orientation of buildings with respect to the sun and wind, and the use of landscaping are examples of actions that can be taken to moderate climate extremes, create a more comfortable living environment, and save energy.

In many areas, Fairview's existing pattern of land use is basically energy-efficient. High-density housing is located near Halsey, the principal access street and commercial uses are clustered principally at the Halsey Street/Fairview Avenue intersection in proximity to Old Town and the Fairview Town Center. Although these areas are within walking distance of many residences, the lack of a safe, designated pedestrian pathway discourages foot access. Further, the lack of employment opportunities in the area encourages a high percentage of automobile commutes to distant employment centers.

Energy conservation techniques are the most practical approach to saving energy in Fairview. The use of passive solar siting techniques for new homes is allowed in Fairview. The land use principles used to design and create the Village neighborhood promote living, working, shopping and recreating within walking distance. Further, planned improvements for transit, sidewalk and bicycle paths will improve safety and accessibility for those energy-efficient modes of travel.

POLICIES

1. Support programs for household and industry energy conservation.

2. Pattern land use in the City to:
   A. Place the highest intensity uses (e.g., commercial, multi-family housing) nearest the major area access routes (e.g., Halsey Street).
   B. Create compact development patterns to reduce the costs for and efficiency of energy supply facilities.
   C. Cluster retail sales and service offices adjacent to residential areas to reduce the walking or driving necessary to satisfy daily household needs.

3. Support development of well defined, safe pedestrian and bicycle paths and street crossings from residential areas to schools, parks and recreation centers, and public buildings (e.g., City Hall, post office, library).

4. Consider efforts to plan and develop bicycle commuter routes in east Multnomah County.

5. Follow a program of phased development of new residential areas while encouraging infill development to make maximum and most efficient use of existing or newly created energy transmission facilities.

6. Support recycling and energy-recovery programs in solid waste disposal at the individual and citywide levels.

7. Modify the Development Code when necessary to enforce land use patterns, building forms or siting practices which in common practice will reduce energy consumption or improve energy use efficiency.

8. Support use of mass transit (Tri-Met) and carpooling when possible for work and shopping trips.

9. Promote economic development in Fairview and neighboring cities to increase employment opportunities in the region and avoid long automobile commutes.

SOURCES USED- listed in Appendices A & B

Local Action Plan on Global Warming
Transportation System Plan
Oregon Land Use Goals & Guidelines

CHAPTER 14

GOAL AND POLICY SUMMARY

This chapter is designed to provide an easy reference to the goals and policies contained within this comprehensive plan. While the individual chapters provide a substantially more complete description of the facts and values used in the development of that part of the city's land use program, this chapter allows the policies to be seen together and allows a broader policy perspective.

Further, by compiling the policy statements in a single place it will be easier for staff, Planning Commissioners, City Council members and citizens to use those statements when evaluating land use applications or other policy interpretations.

CITIZEN INVOLVEMENT

GOAL

To develop and implement a citizen involvement program to ensure public input to the planning process.

POLICIES

1. The City of Fairview will implement the Citizen Involvement Program outlined in the following policy statements.

    A. The City Planning Commission is the officially recognized Committee for Citizen Involvement (CCI). The CCI is responsible for the initial public announcement of the planning process and for generating land use policy based upon its own investigation and knowledge, input from the citizenry and input from the city officials and agencies.

    B. Citizen input will occur at public information meetings and informal hearings held during each phase of the planning process by the CCI or other committees formed by the CCI for the purpose of drafting_or updating a comprehensive plan.

    C. Meetings and hearings will be publicly announced and conducted according to requirements of state law and city code and will guarantee adequate opportunity for citizen input and review.

    D. The record of all meetings and hearings will be published for general circulation within the planning area and posted for public view at the City Hall and one other location within the planning area.

    E. The CCI will make policy recommendations to the Mayor and City Council, who will reply to the CCI in writing.

F. The City Council adopts the comprehensive plan and makes all decisions regarding amendments of the comprehensive plan.

G. The City of Fairview will provide staff and information support to the CCI for technical matters and will provide financial support subject to budgetary appropriation.

2. The City will periodically conduct an evaluation of the Citizen Involvement Program in the manner outlined in the following policy statements:

   A. Place a notice in the local newspaper that the CCI will meet to evaluate the Citizen Involvement Program and asking for citizen comments on the program.

   B. Review and evaluate all letters received from citizens that indicate dissatisfaction or satisfaction with the City's planning and Citizen Involvement Program.

   C. Review the Citizen Involvement Program to be sure that all procedures outlined therein were followed during the review period.

   D. If there are indications of weakness in the Citizen Involvement Program, institute new procedures.

   E. Send a written report to the City Council indicating findings.

3. When preparing to undertake significant studies or planning projects, the Planning Commission shall seek input and recommendations from the Council/Citizen Alliance Committee (CCAC) regarding public involvement. Specifically, the CCAC is encouraged to suggest programs and strategies that will provide substantive citizen involvement from all areas of the city.

4. The Planning Commission will consider all CCAC recommendations and create a public involvement program that maximizes citizen input opportunities within available resources. The Commission may also utilize the CCAC to monitor the public involvement process for effectiveness and to provide useful feedback for future processes.

5. The CCAC responsibilities are limited to public participation methods and are not to conflict with the role of the Planning Commission as a decision making and recommendation making body.

6. The City shall involve other governmental agencies in the local planning process in the following manner:

   A. Identify agencies that have regulations or existing published information pertaining to each Plan element.

B. Contact identified agencies and obtain pertinent information and/or regulations.

C. Incorporate information and regulatory data into the database and draft for each Plan element.

D. Send a copy of preliminary drafts of each Plan element to the respective agency for review and comment.

E. Send notice of hearings on the Plan to the agencies.

F. Send a copy of the adopted Plan to the agencies.

G. Maintain oral and/or written communication with all agencies affected by development proposals within the City of Fairview planning area or proposed changes in the Plan or its support documents.

H. Provide Metro with a mailing list of all agencies involved in the City of Fairview planning process.

I. Assure Metro access to the City of Fairview Citizen Involvement Program by:

(1) Providing it notice of the Committee for Citizen Involvement (Planning Commission) meetings.
(2) Providing it access to all information collected or generated by the CCI.

7. The citizens of Fairview and any affected governmental units will be given an opportunity to propose Plan changes for review and comment on any proposed Plan changes in accordance with the following procedures:

A. The City will hold a public hearing on the proposed change. If the change affects an individual parcel, at least 30 days notice of the hearing will be given to all property owners within 500 feet from the boundary of the property where the change is proposed. For textual or other changes affecting general categories of land, public announcements of the hearing will be made. If legislative changes to the Zoning Map or Development Code are proposed that may affect permissible uses or property values, individual notice to all affected properties will be provided according to state law.

B. Major revisions will require re-evaluation of the public's need expressed in the Plan. (Major revisions may include land use changes that have widespread and significant impact beyond the immediate areas such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships)

C. Revisions having little significance beyond the immediate area of the change (minor revisions) will be based on special studies or other information that justifies the public need for the change.

D. The following criteria will be used to establish the justification of a proposed plan amendment or zone change:

(1) Demonstration of compliance with all applicable comprehensive plan policies and map designations. Where this criterion cannot be met, a comprehensive plan amendment shall be a prerequisite to approval.
(2) Demonstration of compliance with all applicable standards and criteria of the Fairview Development Code, and other applicable ordinances.
(3) Evidence of change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or land use district map regarding the property, which is the subject of the application.
(4) Demonstration of compliance with the Fairview Transportation System Plan.

8. The Planning Commission will completely review the plan when needed based on available staff time and resources. Its recommendations will be given to the City Council. If the Planning Commission recommends a plan change, the City Council will follow the procedure outlined in paragraphs 4A through 4D above.

9. The procedures for encouraging and obtaining input from, and communicating with, the citizens and public agencies outlined in the Citizen Involvement Program will also be adhered to in future land use planning matters.

10. The City will strive to educate and involve more citizens in City decisions by expanding use of the City's website and newsletter, improving attendance at neighborhood meetings, installing informational kiosks, providing informational brochures and by preparing a citizen involvement handbook.

COMMUNITY BUILDING

GOAL

To provide sufficient land to accommodate growth to the year 2020, and provide for the orderly development of that land.

Old Town Development Goals and Objectives:

- *Preserve the historic buildings and other cultural resources of Old Town. Increase funding for public improvements that maintain the area's unique small town character and historic buildings.*
- *Preserve the Fairview Creek riparian area, as well as the wooded areas in Osburn Park and Fairview Woods areas.*
- *Maintain single-family housing density and carefully blend new construction with historic building styles.*

- *Give preference to bicycle and pedestrian transportation improvements over increased vehicle efficiency. Calm traffic on local streets.*
- *Improve the appearance of the Old Town neighborhood.*
- *Upgrade public facilities, streets and parks. As redevelopment occurs, bury utility lines.*
- *Organize community celebrations and events.*
- *Build distinctive city gateway features, and landscape city streets.*
- *Designate Halsey as a "Main Street", and remove Old Town from the "Regional Town Center" designation, as defined by the Metro 2040 Growth Concept Plan.*

Town Center Goals and Objectives:

- *Provide a strong sense of place in the Fairview Community through community design. Link the Town Center and Old Town with transit and community services.*
- *Ensure the efficient use of land and urban services*
- *Provide a mix of housing types and price ranges to accommodate neighborhood diverstity*
- *Ensure adequate open space and the protection of sensitive natural areas.*
- *Provide the opportunity for jobs and services within the Town Center and Old Town Fairview to reduce trip lengths.*
- *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.*

Sandy Boulevard Corridor Goal:

- *The N.E. 223rd 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. 238th Avenue.*

Lakes Goal:

- *To preserve a lake-oriented residential area, while fostering compatible economic opportunities*

POLICIES

1. A planning area boundary has been defined around the City of Fairview enclosing land area sufficient to accommodate the city's foreseeable land needs (see Figure 3-A). Agreements have been reached with the cities of Troutdale and Wood Village, and with Metro and Multnomah County to assure coordination with each jurisdiction as comprehensive plans are modified in the future.

2. The City Council will only amend the planning area boundary in accordance with regional and state requirements.

3. Land within the planning area boundary will support a mix of residential, commercial, industrial, and recreation/open space uses.

4. New residential development will generally be of moderate overall density.

- About half of the new dwelling units will be single-family detached at an average density of nearly 5 units per acre.
- Half the new dwelling units will be duplexes, multi-family developments (apartments and condominiums), and manufactured homes at an average density of 20 units per acre.
- Planned unit developments will be encouraged on parcels of land of at least 4 acres (see the Policies section of Chapter 10 – Housing).
- New housing shall fit the character of the existing neighborhood.

5. Retail and service commercial businesses serving clientele from the planning area and nearby locations will be encouraged to develop in the Town Center and arterial corridor commercial areas, as well as in clusters along 223rd Avenue at Halsey Street and Sandy Boulevard. Off-street parking will be required. Existing commercial establishments not located in areas designated by the Plan for commercial use will be allowed to continue, but will only be permitted to expand beyond their present sites upon Planning Commission approval.

6. Village Commercial, Mixed Use, and Office
   - The village commercial is near the heart of the Village core and shall be easily accessible from the surrounding neighborhoods by walking, biking, transit or auto.
   - Larger stores may be set back from the street to allow some parking adjacent to the streets.
   - All larger stores shall be located immediately south of NE Halsey Street. Front entries in this portion of the retail area shall be oriented toward the main north/south street.
   - Transit facilities and service on NE Halsey Street shall be integrated with the Village Commercial area.
   - Residential areas shall be adequately buffered from commercial and office uses.
   - The Village Mixed Use designation shall link the Village Commercial district to the Village Office district. It will consist of small ancillary shops oriented towards the primary streets with residential units above or townhouses that may evolve to retail uses in the future. Parking and building codes shall be taken into consideration for all uses. Buildings located at the four corners of the Village Square (Village Street and Market Street Intersection. See Land Use Designations in Figure 3-D) shall be two stories or tall-facade one story buildings, with the first floor restricted to commercial/office/retail use.
   - The Village Office designation shall be adjacent to the Village Mixed Use district on the Village main street and shall be within a convenient walking distance of the Village core.
   - The office development shall be designed to human scale in a series of low- rise buildings, which generally do not exceed three stories.
   - Office development shall be oriented towards the primary streets and the adjacent upland and wetland park areas.

7. Additional commercial or industrial development will be sought on land parcels scattered along the I-84N/Union Pacific Railroad/Sandy Boulevard corridors. These areas are suitable for industrial development. Site plans for industrial development proposals will be reviewed by the Planning Commission to evaluate the relationship to adjoining land uses.

8. Suitable sites for parks will be purchased and developed where feasible and consistent with the Parks Master Plan.

9. New urban development (e.g., residential subdivisions, commercial, or industrial) may only occur when the site is provided with public streets and it is determined that water, sanitary sewer, and, if required, storm drainage facilities, are available to the premises before or in conjunction with development. All new residences and businesses must connect to the public sewer system unless the development can demonstrate economic hardship and can meet all applicable state and federal water quality standards through alternate means.

10. The City of Fairview will assume jurisdictional responsibility for providing urban services to the area contained within the planning area boundary. Agreements with Multnomah County and the cities of Gresham, Troutdale, and Wood Village acknowledging the Fairview planning area provide the basis for on-going coordination with adjoining jurisdictions. Fairview will continue to coordinate with these jurisdictions, as well as the Reynolds School District, the Rockwood Water District, and other special districts in determining urban service areas and determining immediate growth and future urbanizable areas.

11. Urban services will be extended to land within the planning area in accordance with the Fairview Capital Improvements Plan. The City anticipates a balanced mix of land uses throughout the community to assure adequate housing, commercial services, job opportunities and recreation/open space for all residents.

12. In order to assure orderly development in conformance with the Comprehensive Plan, the City will adopt the following policies for annexation and development within the planning area boundary.

    A. Annexation will be permitted if:
        (1) The proposed use of the area to be annexed conforms to the Comprehensive Plan.
        (2) The City is able to provide adequate services for the area including sewer, water, administration and fire protection.
        (3) The proposal for use of the new area meets City standards for roads, sewers, water, storm drainage and other services.
        (4) The area to be annexed is inside the urban planning area.
        (5) The majority of the area to be annexed is contiguous to the City and represents a logical direction for City expansion.

(6) The majority of the residents within the area to be annexed agree that annexation is appropriate.

B. Upon annexation, the land use designation(s) indicated by the Comprehensive Plan and Map (see Figure 3-A) for the annexation area will supersede the Multnomah County Comprehensive Plan land use designation(s). Zoning, in concert with the Fairview Comprehensive Plan, will be recommended by the Planning Commission for adoption and enforcement by the City.

13. The City of Fairview will notify Multnomah County of any proposed annexations or service extensions beyond its corporate limits.

14. The policies of this Comprehensive Plan will be implemented through the Development Code of the City of Fairview and other regulations and programs as appropriate.

15. Fairview will coordinate with Metro as elements of the Regional Plan are formulated or amended that affect Fairview. This includes use of population projections.

ACTIONS

1. Fairview will provide Metro an annual report on all new non-residential parking approved by the City.

2. Fairview will designate Halsey Street as a "Main Street" and delete Old Town from the "Town Center" designation as defined by the Metro 2040 Growth Concept Plan.

AGRICULTURAL LANDS

GOAL

To urbanize all remaining agricultural land in the Fairview Planning Area.

POLICY

1. The City of Fairview can and should provide public services and facilities to the areas inside the planning area currently zoned for agricultural use. The timing and manner in which services would be provided are described in Chapter 3, Community Building Policies 7-14. The agricultural land shall be developed consistent with the Comprehensive Plan.

OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

GOAL

To conserve open space and protect natural and scenic resources.

POLICIES

1. Where a property contains a wetland, the Division of State Lands and/or a wetlands delineation expert shall be consulted prior to development.

2. Within identified resource areas conflicting uses shall be avoided or limited to better provide habitat for wildlife, visual diversity, maintain water quality and enhance the attractiveness and livability of the city. Where conflicting uses do affect the resource area, their impacts shall be reasonably mitigated.

3. Allow Transfer of Development Rights and other mechanisms as necessary to protect land with highly valuable natural resources.

4. Enforce compliance with provisions of the Riparian Buffer Overlay Zone, as part of the Fairview Municipal Code.

5. Bolster the Significant Environmental Concern Overlay Zone provisions in the Fairview Municipal Code to protect natural resources.

6. Public access to highly sensitive habitats shall be limited either seasonally or permanently to reduce serious impacts on wildlife.

7. All new lands protected by riparian buffers, conservation easements and mitigation shall allow public access wherever practical and according to the sensitivity of the natural resource.

ACTIONS

1. Appoint the Fairview Planning Commission to consider designation and preservation of historic buildings.

2. Develop a program for the protection of important scenic views in the planning area, such as view protection corridors.

RESOURCES QUALITY

GOAL

To maintain and improve air, water, and land resources quality consistent with federal and state mandates.

POLICIES

1. Fairview shall remain informed about the status of the federal Ground Water Rule (GWR) and begin developing a compliance strategy to address the future promulgation of the GWR.

2. Development within the Wellhead Protection Area shall be required to comply with the Wellhead Protection Ordinance.

3. Development and earth disturbing activities shall follow the City Erosion Control Ordinance.

4. Fairview shall continue to participate with Metro in regional commercial and residential recycling and waste prevention campaigns.

5. All residences and businesses must be connected to the public sewerage system.

6. Present DEQ air quality maintenance programs will be supported. Proposed developments within the City of Fairview potentially affecting air quality will be referred to the DEQ.

7. New development shall not be approved where such development will violate noise standards adopted by the Department of Environmental Quality, or is otherwise not compatible with the character of the area or the adjoining neighborhoods.

8. Fairview should continue to be involved in airport planning discussions and register noise complaints with the Port of Portland regarding the Troutdale and Portland airports.

NATURAL HAZARD AREAS

GOAL

To protect life, property, and natural resources from natural disasters and hazards.

POLICIES

1. Flood Plain Development: Development of flood plain areas will be in accordance with the National Flood Insurance Program guidelines, Metro's Title 3 of the Functional Plan, and the City's Flood Plain Ordinance.

2. Storm Drainage Improvements shall be implemented as outlined in the City's Storm Drainage Master Plan.

3. Standards to decrease impervious surface and provide on-site stormwater improvements shall be implemented and enforced on private development.

4. Wet soils area development: Development can occur in these areas only after the load-bearing capacity of soil has been determined. Foundation design must adequately respond to weak bearing soils.

5. Current seismic construction standards shall continue to be met.

6. New development must meet the wind load standards for the east county region.

RECREATIONAL NEEDS

GOAL

To satisfy the recreational needs of the citizens of the Fairview area and visitors.

POLICIES

1. Parks shall have adequate facilities according to park classification. Refer to Fairview Parks and Recreation/Open Space Master Plan. Utilize nearby public facilities, i.e. parking, restrooms.

2. Parks Committee shall review all parkland acquisitions and designs prior to review and/or approval by City Council.

3. Pursue the long-term goal of locating a senior and youth activities center within the City.

4. Provide additional capacity and higher quality spaces for sports activities, including a possible recreation center.

5. Design safe and secure pedestrian and bikeway connections between parks and other activity centers in Fairview.

6. Coordinate the development and maintenance of the 40-Mile Loop regional bicycle path with other affected agencies. Enhance protection of the trail by requiring developers to provide a trail easement and construct and maintain sections of the trail that cross their property.

7. Support implementation of the *Blue Lake Park Facility Design Concept Plan*.

ACTIONS

1. Create Parks Subcommittee to oversee volunteer efforts to operate and maintain parks.

2. Improve the Community Center facility (Old City Hall) and assure full use of the center through developing and facilitating high quality recreation programming.

3. Develop bicycle and pedestrian plans, which link to recreational trails.

4. Develop opportunities to incorporate the Columbia River into parks, recreation facilities, tourist and other riverfront activities.

5. Consider development of soccer and baseball fields of the vacant parcel in the NE corner of the City as identified on the Parks Master Plan Map and as funding allows.

6. Consider public purchase of the George property for public park use.

7. Consider expanding Park Cleone, under the adjacent power lines, in order to provide additional recreational facilities within the Old Town neighborhood.

8. Construct a community focus public gateway feature at Halsey and Fairview (223rd) Avenues, and at the 207th & I-84 interchange area. The gateway features shall be large and attractive in order to mark the entrances into the community.

9. Install distance markers along the Salish Pond trails.

10. Develop a community garden site in Old Town to foster community spirit and education.

11. Build a plaza at the Community Center site.

12. Offer adult exercise classes at the Community Center.

13. Utilize bicycle police to patrol parks and open spaces. Create a "Park Watch" program to improve security in public parks.

14. Add emergency telephones, garbage cans and other pedestrian amenities to increase security in city parks and trails. For increased security at night, consider locking gates to public parks and open spaces.

15. Consider building a skateboard park in an appropriate location within the City.

16. Install more signs, benches and picnic tables in city parks. Post "kids rules" in parks

ECONOMIC DEVELOPMENT

GOAL

To attract family-wage jobs, clean industry and businesses to serve local needs.

POLICIES

1. Encourage commercial development commensurate with the products and service needs of planning area residents and other residents of the local economic market area.

2. Focus commercial development at sites along arterial and collector streets as identified on the Plan Map.

3. All commercial development shall have off-street parking consistent with local and mandated regional standards.

4. Existing commercial establishments located in areas the Comprehensive Plan Map designates as non-commercial will be permitted to continue but not expand.

5. All industrial uses, which abut residential uses, shall be screened from the residential uses. Where possible, access to industrial uses will be prohibited from residential streets.

6. The City shall emphasize the enhancement of the tax base in its economic development activities in order to better provide adequate services to its population.

7. The "Commercial Core" along Halsey Street and 223rd Avenue is to be reflective of a "Main Street" design. This area is part of the overall Regional Town Center commercial development that includes both Fairview's Town Center along Market and Village Streets and Wood Village's Town Center focused near the intersection of Park Lane and Wood Village Boulevard.

8. Commercial development along Sandy Boulevard will be focused in three centers at 207th, 223rd and approximately 233rd. The focus of the first two centers is on providing services to the neighboring residential and industrial activities. The third center at approximately 233rd may include services but may also reflect a more regional market given the character of uses that already exist in the area.

9. Compatible light industry will be allowed in the Sandy Boulevard Corridor Commercial Areas. Heavier industrial development shall be reviewed through the conditional use process and must demonstrate an ability to meet City standards and policies for locating near residential development.

10. Consistent with the Blue Lake Master Plan, a recreationally oriented commercial development that serves visitors and neighbors may be located in the Blue Lake Park area.

11. Further reduction of the wetlands area near Halsey, to the west of Target, to provide for commercial development shall not be permitted.

12. A "gateway" concept for commercial development near I-84 will be considered. No development that substantively changes the existing quality of life in adjoining neighborhoods will be approved.

13. Fairview will continue to be an active partner in the coordinated and compatible development of the commercial and industrial lands in East Multnomah County.

ACTIONS

1. In recognition of Metro's employment target for this area, the City shall set an employment target of 7,063 jobs in Fairview by 2017.

2. The City shall evaluate whether (Fairview Parkway) NE 207th Avenue offers special opportunities for the community to attract compatible commercial development where the 207th crosses I-84.

3. Encourage bed and breakfast inns in the Old Town historic neighborhood to increase tourist facilities.

4. Enhance and intensify the efforts made towards economic development through strategy development, industrial/commercial land inventory, collaboration and marketing programs. An emphasis will be placed on the process of recruiting new business to the area as well as fostering existing business.

5. Encourage appropriate tourist oriented businesses in cooperation with neighboring communities.

HOUSING

GOAL

To provide for the housing needs of the citizens of Fairview.

POLICIES

1. Maintain existing multi-family and single-family housing development to achieve the minimum residential density allocation for new housing construction for Fairview established by OAR 660-07-0035.

2. Maintain existing multi-family housing development along Sandy Boulevard (west of NE 223rd Ave), Halsey Street, 201st Avenue, and NE 207thrd Avenue (south of Halsey Street).

3. Continue to comply with the State Housing Goal and Regional Housing Targets for the Portland region.

4. Where single-family housing is to be developed, encourage small to medium lot sizes (6,000 to 10,000 square feet).

5. New residential development will occur in accordance with the policies for urbanization stated in the Community Building chapter of the Plan.

6. The Fairview Planning Commission will review all subdivision requests within the planning area to ensure policy enforcement. When the subdivision is for an expedited land division or creates 10 or less lots, City staff may review the proposal through an administrative process. When the proposed subdivision is located outside the Fairview City Limits, the City will advise the Multnomah County Planning Commission as to the acceptability of the proposal vis-à-vis the Fairview Area Comprehensive Plan.

7. Master Planned Developments will be encouraged on parcels of land of at least 4 acres. Design and development of Master Planned Developments will be in accordance with the Development Code.

8. Manufactured homes on individual lots shall be permitted in designated residential zones subject to site development standards. Manufactured home parks are a permitted use in designated residential zones.

9. In Fairview Village, the following housing policies shall apply:
   A. Provide a mix of housing types and price ranges to accommodate neighborhood diversity.

   B. Fairview Village shall provide a range of densities ranging from 5 to 30 dwelling units per acre, which will promote an efficient use of the land and a variety of housing choices.

   C. All residential development including front doors and porches shall be oriented towards the street and have reduced setbacks.

   D. Garages, driveways and off-street parking areas shall be of a scale that is subordinate to the residence.

   E. Building location and design shall consider pedestrian scale orientation.

   F. The opportunity for accessory dwelling units shall be provided within the Village Single Family Residential and Townhouse designated areas. Density calculations shall not include accessory dwelling units.

   G. Higher residential densities close to the Village core shall be provided through the following locational criteria:
      (1) The Village Single Family Residential District shall be located on the periphery of the Village.

      (2) Village Townhouses and apartments shall be located adjacent to, or in convenient walking distance of the Village core.

      (3) Multi-family shall be encouraged in conjunction with commercial uses in the Village Commercial and Mixed-Use areas.

10. In the Sandy Boulevard Corridor area to the west of N.E. 223rd Avenue, provide a variety of residential uses and densities throughout the corridor and allow redevelopment of existing low-density residential areas with medium density town homes and row houses that are pedestrian oriented and affordable.

11. In the Old Town area residential land north of Lincoln Street shall be primarily designated for single-family dwellings.

12. Residential care facilities will be permitted in designated areas in accordance with state statutes.

13. Accessory Dwelling Units shall be permitted in all single-family residential districts.

PUBLIC FACILITIES AND SERVICES

GOAL

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve planning area development.

POLICIES

1. No urban development shall occur without provision of essential public facilities and services.

2. Public facilities and services shall only be provided in areas (1) designated for urban development by the Comprehensive Plan map (Figure 3-A); (2) indicated by the Metro regional facilities plans to be within Fairview's jurisdiction; and (3) in accordance with policies set forth in the Community Building chapter of the Comprehensive Plan, Chapter 3.

3. Wherever possible utility facilities will be developed in a manner not dividing privately owned parcels of land.

4. Development of the various types of public facilities and services will be coordinated to most effectively direct development to the areas and at the intensities desired. The Capital Improvements Plan is adopted as part of the Comprehensive Plan.

5. Public facility planning for essential water, sewer, storm drainage, and street facilities shall be based on public facility plans in accordance with OAR Division 11. Public facility plans shall provide the primary factual basis for capital improvement programming in the City.

6. The City shall make every reasonable effort to facilitate a sound, fully coordinated public facility planning process throughout the Fairview planning area. Entities, other than the City, responsible for the planning and/or the provision of public facilities and services within the Fairview planning area are urged to cooperatively facilitate the provision of services in a manner consistent with the Fairview Comprehensive Plan.

7. As is feasible, incorporate, prioritize, and fund public improvement projects identified in city transportation, parks, neighborhood, Vision and other plans into the Fairview Capital Improvement Plan.

ACTIONS

1. Provide for distinctive street identification signs, street lamps, alley upgrades, street trees and gateway features in the Old Town historic neighborhood.

2. Seek financial grants from private donors such as Target, Fred Meyer and other local businesses to assist the city in completing public improvement projects. Partner with local schools in constructing community improvement projects

3. Incorporate bottomless culverts in stormwater management to protect streams and creeks.

4. Provide for City beautification projects in the CIP including gateway features, railroad overpass landscaping improvements, distinctive signage to tourist attractions, and burying of overhead utilities

TRANSPORTATION

(See *2016 Fairview Transportation System Plan, Volume 1 for goals and policies)*

ENERGY CONSERVATION

GOAL

To assure that urban land use activities are planned, located and constructed in a manner that maximizes energy efficiency.

POLICIES

1. Support programs for household and industry energy conservation.

2. Pattern land use in the City to:
   A. Place the highest intensity uses (e.g., commercial, multi-family housing) nearest the major area access routes (e.g., Halsey Street).
   B. Create compact development patterns to reduce the costs for and efficiency of energy supply facilities.
   C. Cluster retail sales and service offices adjacent to residential areas to reduce the walking or driving necessary to satisfy daily household needs.

3. Support development of well defined, safe pedestrian and bicycle paths and street crossings from residential areas to schools, parks and recreation centers, and public buildings (e.g., City Hall, post office, library).

4. Consider efforts to plan and develop bicycle commuter routes in east Multnomah County.

5. Follow a program of phased development of new residential areas while encouraging infill development to make maximum and most efficient use of existing or newly created energy transmission facilities.

6. Support recycling and energy-recovery programs in solid waste disposal at the individual and citywide levels.

7. Modify the Development Code when necessary to enforce land use patterns, building forms or siting practices which in common practice will reduce energy consumption or improve energy use efficiency.

8. Support use of mass transit (Tri-Met) and carpooling when possible for work and shopping trips.

9. Promote economic development in Fairview and neighboring cities to increase employment opportunities in the region and avoid long automobile commutes.

APPENDIX A

LIST OF SUPPORT DOCUMENTS

The following documents have been previously adopted or recognized by the City Council and support the City's Comprehensive Plan in whole or in part.

2016 Fairview Transportation System Plan: Volume 1, September 2016, DKS Associates (Approved by City Council January 4, 2017)

- The City's twenty-year vision of transportation system needs. Provides a plan for motor vehicles, pedestrians, bicycles, transit and other modes of travel.

Capital Improvement Plan, February 2000, Water System update in May 2002, CH2Mhill (Resolution 6-2000 and Resolution 2-2002)

- Documents the development of capital improvement plans (CIPs) for the City of Fairview public utilities, including water system, sanitary sewer system, stormwater drainage system, and roads.

Columbia South Shore Wellfield Wellhead Protection Program Reference Manual, November 2002 (Resolution 2-2003)

- Defines the groundwater protection program for the Columbia South Shore wellhead protection area, which includes the majority of the City of Fairview, as well as portions of the cities of Gresham and Portland.

Fairview Cultural Resources Inventory and Historic Context, August 1992, Dodd and Edwards Historical Research

- A comprehensive cultural resource survey for the City of Fairview Planning Area, which includes identified buildings, structures, districts, site and objects of historical significance.

Fairview Lake Agreement, September 2002 (Approved by City Council September 18, 2002)

- Agreement between the Multnomah County Drainage District #1, the Fairview Lake Property Owners Association, and the City of Fairview setting out transfer of lake permits from the drainage district to the City and defining other lake management issues.

Parks and Recreation/Open Space Master Plan, May 2001, McKeever/Morris (Resolution 7-2001)

- Guides all park system development in the City of Fairview. Includes a needs assessment and inventory, and provides an action plan for specific projects and policies.

Recreation Plan, August 2002 (Accepted by City Council August 2002)

- Guides the development of recreation programming and facilities within the City of Fairview, based upon the priorities and analysis of the Parks and Recreation/Open Space Master Plan.

Renaissance Plan, July 1997, McKeever/Morris, Inc.

- A plan for capital improvements and programs for the Old Town neighborhood, including gateway features, pedestrian pathways and crossings, a plaza, and several other improvements.

Sandy Boulevard Corridor Refinement Plan, July 2001, DKS Associates (Approved by City Council August 2001)

- Plans the land use and transportation of the Sandy Boulevard Corridor area of Fairview and Wood Village, and serves as a tool to guide new development, redevelopment, and public investment.

Standard Specifications for Public Works Construction, 1996, Amended 1998 (Resolution 8-1996 and Resolution 24-1998)

- Defines requirements, standards, and procedures for construction of public improvements. Also includes the erosion control technical guidance handbook.

Storm Drainage Master Plan, April 1993, Oakley Engineering (Resolution 08-1993)

- Plans for the orderly provision of drainage services within the City and provides solutions for the conveyance of floodwaters through the City.

Storm Drainage Master Plan for Northeast Fairview, 2003, Newton Consultants (Resolution 4-2003)

- Provides for implementation of stormwater management planning and drainage infrastructure development in the northeast Fairview area, which was not included in the Storm Drainage Mater Plan in 1993.

Visioning Document 2022, September 2002, (Accepted by Council as a guiding document September 2002)

- A guiding document for the future of Fairview. Includes goals and objectives for each area of the City.

APPENDIX B

LIST OF REFERENCE DOCUMENTS

Blue Lake Regional Park Economic Feasibility Study and Facility Design Concept, December 2001, Metro Regional Parks and Greenspaces Department

- Analyzes and recommends a range of facility concepts to be developed at Blue Lake Regional Park.

Fairview Lake Management Plan, City of Fairview

- A guiding document for the Fairview Lake Property Owners and the City of Fairview in operations, practices, education, and other actions necessary to maintain the aesthetic value, water quality, recreational use, and general livability for both the people and wildlife of Fairview Lake.

Flood Insurance Study City of Fairview, July 1995, Federal Emergency Management Agency

- Investigates the existence and severity of flood hazards in the City of Fairview and aids in the administration of the National Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973.

Local Action Plan on Global Warming, April 2001, City of Portland and Multnomah County

- A joint plan between the City of Portland and Multnomah County to reduce greenhouse emissions in the Portland area. Does not mandate other local governments to comply.

Metro 2040 Growth Concept, 1995, Metro

- Defines regional growth and development in the Portland metropolitan region by setting land-use and transportation policies. Sets the direction for implementing policies in Metro's functional plans and the regional framework plan.

Metro Regional Framework Plan, December 1997, Metro

- Sets out the land-use, transportation, parks, water resources, natural hazards and related policy directives for the Portland metropolitan region.

Metro's Urban Growth Management Functional Plan, Last updated September 2003, Metro

- Implements the regional goals and objectives adopted by the Metro Council as the Regional Urban Growth Goals and Objectives (RUGGO), including the Metro 2040 Growth Concept and the Regional Framework Plan. Recommends and requires changes to city and county comprehensive plans and implementing ordinances.

Multnomah County Comprehensive Framework Plan, Multnomah County Transportation

- Outlines Multnomah County's functional classification system for roadways.

Oregon Land Use Goals & Guidelines, First adopted 1974, Department of Land Conservation and Development

- The 19 statewide planning goals are the foundation of the Oregon land use planning program. The goals express the state's policies on land use and on related topics, such as citizen involvement, housing, and natural resources. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. The local comprehensive plans must be consistent with the statewide planning goals. Most of the goals are accompanied by "guidelines," which are suggestions about how a goal may be applied.

Oregon Transportation Plan, 1992*,* Oregon Department of Transportation

- The guiding document for the state modal plans and local transportation system plans. The plan includes policies for bicycle and pedestrian facilities, public transportation, highways, waterways, airports and railroads.

Regional Solid Waste Management Plan, Metro

- Defines plan to achieve a solid waste system that is regionally balanced, economically sound, cost-effective, technologically feasible, and acceptable to the public.

Regional Transportation Plan, 2014, Metro

- Sets the direction for regional investments for the next 20 years through a mix of transportation options, including roadways, light rail, freight, transit, pedestrian access, and bicycles.

APPENDIX C

LIST OF COMPREHENSIVE PLAN AMENDMENTS

1979		Comprehensive Plan Adoption
1980	06-1980	Comprehensive Plan Amendment
1981	04-1981	Comprehensive Plan Amendment
1982	02-1982	Comprehensive Plan Amendment
1983	01-1983	Comprehensive Plan Amendment
1985	03-1985	Comprehensive Plan Amendment
1986	16-1986	Comprehensive Plan Amendment
1987	03-1987	Comprehensive Plan Amendment
1989	10-1989	Comprehensive Plan Amendment
	12-1989	Comprehensive Plan Amendment
	15-1989	Adoption of the Comprehensive Plan Map
	19-1989	Comprehensive Plan Amendment Pursuant to Periodic Review
1991	04-1991	Comprehensive Plan Amendment to Implement Plan Changes Proposed in the Periodic Review Final Local Review Order
	05-1991	Comprehensive Plan Map Amendment
1994	08-1994	Comprehensive Plan and Map Amendment to Include Fairview Village
1995	02-1995	Comprehensive Plan Map Amendment
1998	14-1998	Comprehensive Plan Amendment for South Fairview Lake Design Overlay Zone
1999	06-1999	Comprehensive Plan Amendment
2000	08-2000	Comprehensive Plan Map Amendment
	12-2000	Comprehensive Plan Amendment for Columbia River Manufacturing
2001	08-2001	Comprehensive Plan Amendment- Natural Resource Policy
2002	02-2002	Comprehensive Plan Map Amendment
	10-2002	Comprehensive Plan Map Amendment
2004	10-2004	Comprehensive Plan Amendment – Complete Update
2009	04-2009	Comprehensive Plan Amendment – Chapter 9, Economic Development - Metro Title 4 Policy Statement and Map
2016	01-2017	Comprehensive Plan Amendment – Chapter 10, Transportation System Plan Update

APPENDIX D

GLOSSARY OF COMMON LAND USE TERMS

Many specialized terms are used in issues related to land use. The terms listed here are among those more commonly used.

Accessory Use/Building: A use or structure associated with and incidental to the main use on the lot. Examples: private garages, fences, decks, tool sheds. Also known as secondary or ancillary uses.

Accessory Dwelling: A smaller dwelling built as part of the main structure or an accessory building, and usually used as a separate residence for family members or as a rental. Sometimes called a "Granny Flat."

Annexation: The process of expanding the city boundaries to bring adjacent territory under the governmental jurisdiction of the city.

Appeal: The process of having a land use decision by the Planning Administrator, Planning Commission or Hearings Officer reviewed by the City Council or County Court. In Oregon the Council or Court decisions may be appealed to the State Land Use Board of Appeals (LUBA).

Arterial: A major road whose primary function is to efficiently move traffic with little or no direct access to adjoining properties.

Buildable Lands: Lands in urban and urbanizable areas that are suitable, available and necessary for residential use. Hazard areas (steep slopes, flood plains, etc.) are excluded.

Capital Improvement Program (CIP): A plan describing some or all of a community's planned capital improvements (roads, water, sewers, storm drains, etc.) including costs and time frames.

Cluster Development: The concentration of structures on one part of a lot to preserve the remainder of the property for open space, usually permitted under planned unit development ordinances.

Common Wall: A wall shared by two buildings and that lies along the property line between them.

Comprehensive Plan: An official document adopted by a local government, which sets forth general long-range policies on how the community's future development will occur.

Comprehensive Plan Map: A primary component of the comprehensive plan which shows the geographic pattern of the land uses as defined in the comprehensive plan.

Conditional Use: Zoning ordinances specify three types of uses for each zone: uses that are permitted outright, those that are prohibited, and those that may be permitted after review and approval by the local government. Those in the last category are described as conditional uses. The list of conditional uses for each zone typically includes activities for which no specific zone exists (e.g. schools, churches, etc.) and which may need specific development conditions. A conditional use procedure commonly provides for public review of any development being considered.

Conditions of Approval: Development requirement(s) in which the applicant, in order to adhere to standards of approval established by local governments in land use ordinances, must satisfy as a part of the approval and permit process.

Density: The measure of intensity of residential development on a particular piece of land, usually expressed in number of dwellings per acre. A typical low-density suburban subdivision has three or four units per acre.

De Novo Hearing: A public hearing in an appeal in which all evidence and comment is accepted for consideration – not an appeal based on the record as a previous hearing ("On the Record Hearing").

Design Review: Review of certain types of development proposals to insure compliance with adopted standards for site layout, design and aesthetics (style, landscaping, building materials, parking, pedestrian circulation, etc.)

Down Zoning: Changing a land use zone from one allowing more intensive uses to one of less intensive use (e.g. a commercial zone to a residential zone).

Eminent domain: A government's power to take private property for public uses if it pays "just compensation."

Exactions: The charges, conditions and dedications demanded from a developer by a local government in return for approval of some development proposal.

Ex Parte Contact: Contact outside of a public hearing or review conference in a land use case by a member of the decision making body and someone wishing to directly or indirectly influence the outcome of the case. This does not apply to legislative or policy issues such as code amendments nor does it apply to pre-hearing contact with staff.

Flag Lot: A lot that is mostly separated from the street by other lots but that has a long, narrow extension (the flag pole) that reaches to the street.

Functional Plan: A set of detailed information, policies and standards regarding some functional topic addressed by government - transportation for example. Metro's regional functional plans are mandatory on local jurisdictions within its boundary.

Grandfathered: Permitted to continue, despite the imposition of new laws that would otherwise prohibit the activity. A land use operating under a grandfather clause is often referred to as a nonconforming use.

Infill: Development that occurs on isolated vacant lots in a city. Such development usually is considered to be a boon to the community because it conserves land, reduces sprawl and uses lots that otherwise become weed-filled, eye-sores or attractive nuisances.

Infrastructure: The public facilities and services that support the functions and activities of a community (sewers, roads, water lines, storm drainage, etc.)

LCDC/DLCD: Land Conservation and Development Commission is the state commission that oversees land use planning throughout the state. The Department of Land Conservation and Development provides staff support to the commission and reviews city and county land use policies and laws.

Land Use Board of Appeals (LUBA): A state board that has authority to review appeals of land use cases decided by local jurisdiction.

Legal Description: A description of the precise location and boundaries of a particular parcel of land. The description usually is written in one of three general forms – Metes-and-bounds, plat and township-and-range survey system.

Local Improvement District (LID): A small district formed for the purpose of carrying out local improvements (paving a street, developing a park, constructing a sewer system, etc.) Property owners within the LID are assessed for the costs of the improvements.

Lot: A legally defined piece of land that is the result of subdividing or partitioning land. A lot of record is a lot or parcel for which the deed, or other instrument dividing the land, is recorded with the county.

Nonconforming Use: A use that was allowed by right when established or a use that obtained a required land use approval when established, but that subsequently, due to a change in the zone or zoning regulations, is a use that is now prohibited in the zone.

On the Record Hearing: A public hearing in an appeal in which evidence is limited to that presented at the previous public hearing in the land use case.

Ordinance: A law enacted by a local legislative body such as a city council or board of commissioners.

Partition: The division of a parcel of land into two or three lots.

Planned Unit Development (PUD): A type of residential development in which the Zoning Code allows more flexibility of development standards than in a conventional subdivision, typically as a trade-off for a development amenity.

Plat: A map of a subdivision. The plat usually shows the location of all public rights-of-way, the dimension of lots and various other items required by the local subdivision ordinance.

Pre-existing Use: A use that existed prior to the enactment of a land use regulation that now applies to it. Such a use can be one that confirms to the regulation, but most often this phrase means a **nonconforming use**.

Public Hearing: A formal proceeding before the Planning Commission, Hearings Officer or governing body in which the public is permitted to provide testimony into the record.

Public Meeting: As above, but without public testimony. Typical public meetings include work sessions where the public may attend but not testify.

Quasi-Judicial action: A legal action that involves the application of general policies or laws to specific persons or properties. This type of action can be contrasted with legislative actions, which involve the creating of policies and laws, and with ministerial actions, which involve routine administration of clear and objective requirements.

Rights-of-Way: A public or private area that allows for the passage of people or goods, such as freeways, streets, bike paths, alleys and walkways. A public right-of-way is dedicated or deeded to the public for public use and is under the control of a public agency.

Riparian: "Of, pertaining to, or situated on the edge of the bank of a river or other body of water" (definition from the LCDC Goals).

Senate Bill 100 (SB 100): passed into Oregon law in 1973, it established the Land Conservation and Development Commission and statewide land use planning goals.

Setback: The placement of a building a specified distance away from a road, property line or other structure.

Special Use: A land use, which the Zoning Code permits when certain prescribed conditions in the code are fulfilled.

Standing: The legal designation of those individuals or groups who are entitled to receive notification of a pending land use case, to receive notice of the decision or to file an appeal of the decision. The term also applies to those who are legally entitled to initiate a land use action. Sanctioned or officially recognized neighborhood associations often have standing to be notified in all cases within their boundaries. The area of notification of property owners varies, depending on the type of land use case.

Subdivision: The division of a parcel of land into at least four building lots, usually including a street system. The ordinance governing this process is referred to as the Subdivision Code, which may be included in a Development Code.

Systems Development Charge (SDC): Also called a systems charge or impact fee, it is a fee charged by a local government to a developer in order to recoup some of the local government's general capital cost for sewer, water, storm drainage, streets, and parks.

Testimony: Formal statements made at a public hearing before an official body deciding an issue or a land use case. Testimony may be either presented in writing or orally prior to the close of the public hearing.

Urban Growth Boundary (UGB): An outer boundary of future urban development near the city. Land within this boundary is planned for eventual development and the provision of sewer, water, streets and other public facilities.

Urbanizable: Land within the urban growth boundary but outside an incorporated community.

Variance: an allowable deviation from the strict application of land development standards in the zoning or development code.

Vested Right: The right to continue to build a structure that does not conform with regulations imposed upon it after its construction was begun.

Zone Change: The reclassification of land from one land use zoning designation to another.

Zoning: A system of grouping similar or compatible land uses into geographic areas called "zones" or "zoning districts". The ordinances governing these land uses are referred to as the Zoning or Development Code.

Zoning Map: A map showing locations of land use zoning districts in the jurisdiction.

APPENDIX E

PLANNERS' ACRONYMS

CCI	Committee for Citizen Involvement (advisory to local governments)
CIAC	Citizen Involvement Advisory Committee (to LCDC)
CIP	Capital Improvement Program
COG	Council of Governments
CPO	Community Planning Organization or Citizen Planning Organization
CU	Conditional Use
DLCD	Department of Land Conservation and Development
DOGAMI	Department of Geology and Minerals Industries
DRB	Design Review Board or Development Review Board
EESE	Economic, Environmental, Social and Energy (LCDC Goal 5)
EIS	Environmental Impact Statement
EFU	Exclusive Farm Use
FY	Fiscal Year
HO	Hearings Officer
LCDC	Land Conservation and Development Commission
LID	Local Improvement District
LUBA	Land Use Board of Appeals
NA	Neighborhood Association
ODOE	Oregon Department of Energy
ODOT	Oregon Department of Transportation
PC	Planning Commission

PO	Property Owner
PUD	Planned Unit Development – also Public Utility District
SDC	Systems Development Charge
TIF	Tax Increment Financing
UGB	Urban Growth Boundary
UGMA	Urban Growth Management Agreement
ZDO	Zoning and Development Ordinance