Summary

Fairview Village is a highly acclaimed new town center under construction by a private developer within Portland Oregon's Urban Growth Boundary. Although the city of Fairview already existed, the town center was relatively undeveloped when construction began on Fairview Village. The plan was formed according to New Urbanist principles: the return to early twentieth century small town design, a focus on a strong sense of community, and pedestrian access to shopping, jobs, schools, and civic activities. Fairview Village broke ground in March of 1997 on 90 acres of farmland in the rapidly developing suburbs of Portland. A response to the acres of twisting single-family subdivisions being developed in the area, Fairview Village utilizes a mix of housing types and pedestrian-oriented commercial development. Streets run on a north-south grid and tie into the original street orientation, while the town center is located within walking distance of the older, existing town center. Although commercial development has been slower than expected, the center of town now boasts a city hall, library branch, post office, park, elementary school, and a central core of mixed-use rowhouses inhabited by a coffee shop, travel agency, art gallery, gift shops, salon, sandwich shop, and a few small offices. Efforts at attracting "anchor stores" such as a mid-sized local grocery have been unsuccessful so far, but the developers did succeed in bringing in a 133,000 sq ft Target store to within a few blocks of the town center. Although the community has raised concerns about increased traffic, the loss of wetlands, and the incongruity of such a large auto-oriented store in a small, pedestrian-oriented town, the developers and the small businesses see the Target as an economic necessity and draw to main street rather than a threat.

Community Background

Location: Fairview, Oregon 13 miles east of Portland. Located within 3 miles of a light rail stop, within the Urban Growth Boundary.

Size: Fairview Village is home to 850 people; the city of Fairview has a population of 8,500. There are 1,789,000 people in the Portland Metro region.
Economic Base: Although New Urbanist principles encourage the development of workplaces close to home, Fairview Village is new enough to offer very few employment opportunities. Most working residents commute to Portland or the surrounding areas via light rail, bus, or car.

Governing/Planning Structure: Holt and Haugh, the project's developers, held a three-day charrette with existing city officials, local stakeholders, and regional planners to develop the initial town plan. Since then, the developers (now Holt and Everhart) produced a set of zoning codes specific to the Fairview Village project, which has been incorporated into the city's existing zoning codes as a separate district. Changes or amendments to the zoning are initiated by or subject to the input of the developer.

New Town or Existing: Although the city of Fairview already existed, the town center was relatively undeveloped when construction began on Fairview Village. No existing structures were integrated into the design.

Fairview Village seems to have arisen out of sheer determination on the part of the developers to create a livable, walkable community within the existing suburban context. Challenging the model of traditional strip-mall shopping surrounded by cul-de-sacs of tract homes (Anywhere, USA) was a financial risk worth taking for the developers as well as the initial home-buyers. Most residents interviewed expressed satisfaction with the community feeling and neighborliness present, although many had hoped that commercial development such as a small grocery would have arrived sooner. Resident satisfaction also stems from efforts to maintain the pastoral feel of rural Oregon, including an extensive stream restoration, stormwater management, and wetland open space protection, and a system of trails and pocket parks. As a suburb of Portland and located close to mass transit into the city, Fairview Village is far from an independent, self-contained town. However, there is a concerted effort to attract large and small businesses as well as new residents to the area, in the hopes of making the town's business district a viable source of revenue and local employment.

The housing types are intentionally varied: rowhouses, small and large single-family, accessory dwelling units (mother-in-law flats), and apartment buildings are present in the village. This diversity of housing type was planned in hopes of attracting community members with varied ages and income levels, and stages of life. Although this is the case to a large degree, few homes fall within the "starter" range, and affordable housing is limited to accessory dwelling units above garages. The intended target market for the town is “middle-income residents including empty nesters, double-income professional couples and young families” (Smart Development Showcase p.4). Tourism is not a draw to the community, although the town’s visibility as a model of New Urbanist development has brought considerable recognition and some visitation. Overall the community is very different from Homer, but their interaction with the Target store, the pedestrian orientation of the community, the scale of the commercial town center (10 acres), and the New-Urbanist zoning policy make it an applicable case study for our purposes.
Position and Actions on Large-Store Retail

From the outset, the Fairview Village developers hoped to support the project with at least two mid-sized "anchor stores" of 40-50,000 sq ft. These stores would bring in tax revenue as well as shoppers to the central business district. The bulk of the town center, however, would be comprised of mixed-use small businesses (400-1700 sq ft), and civic buildings. The initial plan called for a neighborhood grocery store within walking distance of the entire community. However, no mid-sized grocery stores arrived, in part due to the construction of a nearby Fred Meyers. The new Fred Meyers is still within walking distance for most, but its location across a major arterial and outside of the project boundaries makes it less of a neighborhood amenity.

The developers kept looking for an anchor, however, and in October 2000, negotiations began with Target to build a 133,000 sq ft store on a main arterial bordering the project. The proposal brought criticism from the community for several reasons: many people who purchased homes in the first stages of the project felt that a Target superstore would not fit architecturally within the small, intimate scale of the community, nor would the large influx of auto traffic fit within the pedestrian goals of the project to reduce dependence on cars and to create a community that shops on foot. Concerns were also raised about the destruction of an adjacent wetland to make room for parking. By April 2001, Holt and Everhart struck a deal with Target to begin construction on the new store. Several concessions were made by Target, including the reduction of parking spaces to 4.2 spaces per thousand square feet of retail area (approximately one space less than standard minimums). Target also complied with the city's zoning code. Standard practice of using cinder block was replaced with concrete mortar construction, the expansive street façade was modified with plantings and architectural details, the Target sign was reduced in sized, and stream mitigation was provided for the loss of wetlands. The store opened in March 2002, and according to Randy Jones of Holt and Everhart, it has since attracted smaller mom-and-pop businesses to the main street mixed-use area.

Small businesses feel that they will be more likely to get overflow traffic from a large store such as Target to compliment sales from pedestrians and local neighborhood shoppers. Target appears to have a positive relationship with the community despite the strict architectural guidelines and citizen concerns about its entrance in the community.
Outcomes

Currently, 140 of the 145 single-family homes planned for the project have been built or are under construction. Several apartment buildings have been completed including senior housing (affordable housing?). An attempt to sell some apartment units as condominiums was unsuccessful, nearly causing foreclosure on one apartment building; however, a return to standard rental units has restored financial stability.

Commercial construction has moved more slowly. Although the city hall, library, post office and one block of mixed-use rowhouses have been built, several open fields in the central town core have yet to be built upon. Small-scale retail appears to be doing well in the mixed-use rowhouses, and the library and post office act as community meeting places as intended. Hoped-for stores such as a small hardware store, pharmacy, and video rental store have yet to arrive.

The construction of the project has had some obstacles as well. The initial phases of the project were built by six different construction companies each submitting their own designs. Frustration with the strict architectural and zoning restraints placed upon their projects led three of the six to back out of the project. Holt and Everhart eventually started up a construction company of its own to continue building on schedule.

The creek restoration has shown signs of success, with an increase in native cutthroat trout (pre-development surveys found three trout in the entire reach of the stream from project boundary to project boundary – post development surveys measured 15 just in the restored area). Forty acres of wetlands and green space have been given to the city for preservation and pedestrian trails. The two-acre community park that borders on the creek was recently completed and has already been the site of numerous gatherings and as well as the first Fairview Festival.

As of now, the main concern in town seems to be adequate parking. Three parking studies have been done by the planners and by independent consultants. These studies predict the currently planned number of parking spaces to be more than adequate to accommodate future growth, but business owners and city planners are still concerned that the lack of parking might deter economic development.
Site Conditions and Zoning

- Pedestrian streets are pleasant, with wide sidewalks, safe street crossings, and flowering street trees. ZO-FV 3.871 Pedestrian Ways and Trails, 3.873 Streets.

- Comfortable distances from home to shopping, post office, library, etc. Zoning Ordinance – Fairview Village (ZO-FV) 3.871 Pedestrian Ways and Trails.

- Alleys allow cars to access homes, apartments, and stores from the back, minimizing the presence of cars on the street. ZO-FV 3.873 Streets.
• Pedestrian alleys create shopping/socializing eddies without sacrificing space or traffic flow. ZO-FV 3.872 On-site Pedestrian ways for Commercial, Multifamily (4 or more units), Institutional and Office Development.

• Target store sign marks entrance to Fairview Village from NE Halsey. FV-ZO 3.879 Signs. This sign appears to be a variance from 3.879.4 which stipulates that there shall be no freestanding signs in the commercial district.
• Architectural requirements of Target store include using concrete mortar construction, setbacks from residential housing, and walls that recess 3 feet in maximum increments of 15 feet. FV-ZO 3.860 Village Commercial and Mixed-Use District, 3.878 Blank Wall Standard.

• Parking space is minimized by dense planning, provided bicycle parking, and shared use of parking spaces. FV-ZO 3.812 Village Concept. FV-ZO 3.877 Bicycle Parking. FV-ZO 3.873.5 Minimum Required Off-Street Parking Requirements
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Appendices

Appendix A: Fairview Village Development Goal Statement

Appendix B: Fairview Village Comprehensive Plan October 7, 1994

Note: Important chapters of the Fairview Village Zoning Ordinance October 7, 1994 are included in the Extended Resources delivered with this document. Please refer to the Extended Resources for further details regarding the specific zoning codes.
Appendix A: Fairview Village Development Goal Statement

TWELVE CONCEPTS TO FOSTER ‘COMMUNITY’
AT FAIRVIEW VILLAGE

June 2, 1994 – May 22, 2003

1. Think in terms of whole systems (SOURCES AND SINKS)
2. Design and build green homes (SUSTAINABILITY)
3. Bring industry back into the community (LIVE-WORK)
4. Respect the ethics and laws of the land (STEWARDSHIP)
5. Encourage people, through great design, to walk (PEDESTRIANISM)
6. Humanize community (SCALE, MATERIALS, SIGNAGE, LANDSCAPING)
7. Set limits to urban growth (BACKDROPS, OPEN SPACE DESIGNATIONS)
8. Establish greenmarkets (ENERGY EFFICIENCY, RECYCLING)
9. Revive historic and local building styles (FEATURES, ELEMENTS, MATERIALS)
10. Bring back public space (CIVIC BLDGS, PLAZAS, PARKS, TRAILS, ART)
11. Restore the local landscape (ENVIRONMENTAL, HISTORICAL)
12. Combine residential and commercial building (MIX USES)

FAIRVIEW VILLAGE DEVELOPMENT

GOAL STATEMENT

The Fairview Village development project is a master-planned community that offers a mixture of land uses in a pedestrian and mass-transit oriented neighborhood. FAIRVIEW VILLAGE has been designed with an 'eye' towards answering many of Fairview's, community needs. Once completed, Fairview Village will provide a town center that allows a joining of "Old Town" with the new town. This is accomplished by providing:

- a geographic focus on a core of commercial and retail services, with associated office space;
- a variety of affordable housing types -- apartments, townhomes, accessory dwelling units, rowhouses, and single family homes -- adjacent to and integrated with the shopping and service core area;
- a large, integrated wetland-upland natural area reserve with a regionally-connected trail system, pocket parks throughout the residential areas, and pedestrianways linking residential to the village center and bus stops.

FAIRVIEW VILLAGE is distinguished from conventional subdivisions not only by having a core of office/commercial uses, but by an emphasis on walkability, livability, unified design, and community identity. These attributes are first enhanced by the geography of the land itself -- an arcing rim of high-quality wetland and stream corridors, a substantial existing transportation and
utility network, proximity to scenic and recreation centers, and proximity to employment centers. Second, the planned attributes are achieved through unified project design -- street and landscaping, architectural unity in both residential and commercial zones, and a crafted integration of land uses.

FAIRVIEW VILLAGE stresses a reduction in the reliance on the automobile by providing: 1) pedestrian-friendly streetscapes (narrower interior streets, rear residential parking, landscaped sidewalks, and interesting building facades); 2) pedestrian-dedicated pathways linking the various parts of the Village; 3) a user-friendly bus stop servicing the Village and adjacent Fairview via Halsey Street; and 4) high density residential areas in juxtaposition to the Village center.

FAIRVIEW VILLAGE reserves nearly 50 acres of wetland-upland habitat for water quality benefits, wildlife use, and residents of the City and the region alike. A comprehensive natural resources educational program will be developed that can be used by teachers from elementary grades through high school.

FAIRVIEW VILLAGE DEVELOPMENT

Key Words and Phrases for presentation and marketing:

REGIONAL PERSPECTIVES
- Affordable Housing
- Job accessibility
- Services accessibility
- Public transit options
- Growth Concepts: grow up or grow out?
- Highest and best use
- Growth management
- Urban design process
- 2.5 million people in the four county area by 2040
- Access to Portland's CBD
- Access to light rail via bus lines

COMMUNITY PERSPECTIVES
- Mixed-use development
- Transit supportive development
- Open space, urban reserves and Greenspaces
- Safety
- Public services
- Education
  - natural resources
  - growth management
ENVIROMENTAL PERSPECTIVES

- Practicable alternatives
- Cost
- Logistics
- existing technology

- Noise
- Air quality
- Water quality

NEIGHBORHOOD PERSPECTIVES

- Life quality
- Livability
- Neighborhood
- Cooperative community
- Central Place Theory
- Neighborhood shopping atmosphere
- Creating a sense of "place" in suburban downtowns
- Creating the best use of space
- Sense of place
- Streetscapes
- New corridors
- Integrated Demographic Profile
- Integrity of the design elements are managed by CC&Rs
- Pedestrian-orientation

REGION 2040 PUBLIC RESPONSE (n=500)

- 72% natural area preservation
- 37% housing affordability is important, but not as important as other regional issues
- 62% preserve farm and forest lands
- 38% jobs and services accessibility
- 55% transportation options (e.g., mass transit, bikes, walking)
- 35% economic opportunity a top concern

REGION 2040 GROWTH CONCEPTS

- Base case
  - Concept A: grow out
  - Concept B: grow up
  - Concept C: grow up, but grow in satellite Cities also
FAIRVIEW VILLAGE PURPOSE AND PROGRESS OVERVIEW

PROJECT PURPOSE

- provide transit and pedestrian oriented alternatives to the automobile and through high residential densities (Goal 12, Transportation Planning Rule);
- provide jobs in close proximity to residents (Goal 9);
- provide a town center that effectively joins Old Town with the new Village through a design generated with substantial community input and that, in an orderly and efficient manner, expands the urban area of the City -- "fitted" to the community's needs (Goal 1, Goal 14);
- provide a geographic focus on a core of commercial and retail services, with associated office space and public facilities (Goal 11);
- provide a variety of affordable housing types arranged around and incorporated into the retail and service core area (Goal 10, TPR);
- provide for a large, integrated wetland-upland natural area reserve with a regionally-connected trail system, pocket parks throughout the residential areas, and pedestrianways linking residential areas to the village center, bus stops, and schools (Goal 5, TPR).

PROGRESS OVERVIEW

- Intensive, privately-sponsored 3-day design charrette in May (1994), where the City of Fairview, the Fairview Creek Watershed Conservation Group, Multnomah County Board of Commissioners and Department of Transportation, the Governor's office, Tri Met, DLCD, our architects and engineers, various retailers, lenders and the brokerage community refined the details of the plan interactively.
- Unanimous, uncontested approvals received from the City Planning Commission and the City Council for a zone change from General Industrial to Mixed Use, amendment of the Comprehensive Plan specifying Fairview Village as a Special Plan District, and a prescriptive zoning code applicable to the village that implements the goals and policies of the Comprehensive Plan (August 2 and August 17, 1994, respectively);
- Joint wetland permit application submitted to DSL and Corps (August 19, 1994)
- The City Council accepted the Goal 5 findings for the natural resources within Fairview Village (September 21, 1994);
- Subdivision and pre-plat applications submitted to City (October 7, 1994);
- Fairview Village awarded CMAQ/TOD grant (preliminary) for transit oriented (Clean Air) elements of the project (October 20, 1994);
- Multnomah County Commissioners commit to working cooperatively with Holt & Haugh on Fairview Village with Commissioner Sharron Kelly to be liaison with County staff (October 27, 1994);
- 401 Water Quality Certification issued by DEQ (October 31, 1994);
• Nationwide Permits issued by Corps of Engineers (November 3);
• Unanimous, uncontested approval of all aspects of the Preliminary Plat for the project by the City Planning Commission (November 8, 1994);
• DSL issued Wetland removal/fill permit (December 8, 1994), with all pertinent of stream restoration).
• Ground Breaking at Phase I (March 17, 1995)

This initial chronology is remarkable for a project of this scale and scope. The progress was directly the product of unified, cross-sector support (public and private) by all those that have been a part of the process, from the Governor's office down to citizens in Fairview. In every aspect, we have attempted to conduct this planning, design, and permitting process in every practical, rational, required, and recommended way. The project is funded entirely by the private sector, with the exception of a $368,000 CMAQ grant.

We remain convinced that applying comprehensive community planning (employment, quality of life, VMT reductions, services, etc), innovative strategies that result in both sustainable development and sensitivity to natural resources (Goal 10 vs. Goal 5), and early citizen-agency involvement are key to achieving our collective goals and fulfilling this project's purpose. These prescriptions are equally true for future projects.
Appendix B: Fairview Village Comprehensive Plan October 7, 1994

COMPREHENSIVE PLAN - FAIRVIEW VILLAGE
October 7, 1994

INTRODUCTION

The eastern reaches of the Portland metropolitan area have been undergoing rapid residential growth during the past 10 years. Land use, quality of life, environmental, and transportation issues have become increasingly important as a result of this growth rate. Looking at the experiences of other similar regions in the country suggests that "business as usual" is not solving today's livability issues.

Recent state land use and transportation planning mandates require communities to use alternative planning and development techniques to reduce per capita vehicle miles traveled. These requirements are intended to manage growth and enhance overall livability by increasing urban densities, facilitating increased transit usage, preserving open spaces, and integrating a variety of land uses with a multi-modal transportation network.

Fairview Village is a privately sponsored mixed-use development which has been specifically designed to be pedestrian friendly and public transit oriented. The community has been 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 will provide 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 will be linked to the old town of Fairview by allowing safe and convenient pedestrian access to the commercial and public uses the village will provide. This plan is designed to encourage all residents - old and new- to leave their cars at home more often.

This transit oriented project is the first of its scope to be sponsored by the private sector in Oregon and would be the touchstone for further similar developments. We expect that the project's success will drive both the demand and the supply of other well-designed communities. Consumers will be educated in the benefits and attractiveness of community design and aspire to live in well planned, walkable, transit oriented areas. The project's economic viability will lend courage to other private developers to produce projects which are of better quality than the typical large lot residential subdivisions which have been the norm over the last forty years. Future developers will show Fairview Village as an example to their investors and bankers that increased investment in design and infrastructure can pay substantial dividends in long term property, project, and community values.

The project has been in design for twelve months and has benefited from the scrutiny and comment of architects, builders, real estate brokers, city, county and state officials, public interest and environmental groups, retailers, and office users. The resulting design is meant to
achieve livability, affordability, and a sense of community. The goal of this intense design period has been to bring economic reality in line with current public policy.

Fairview Village is a land use plan patterned after American small towns built before the age of the automobile, a pattern inherent in the old town of Fairview. Small towns encourage people to walk or bike to convenient retail stores that supply their basic necessities, reducing the number of necessary car trips. The increased pedestrian traffic enhances interaction among neighbors and promotes a strong sense of community. It is the goal of the Fairview Village development to promote pedestrian activity and engender this sense of community within the village in ways that remind us of traditional American towns. Once completed, Fairview Village will provide a town center that serves both the village and old town Fairview.

Proposal Description

Fairview Village Development Concept

This application is the first step towards making the Fairview Village project a reality. The development will combine a mixture of nearly 600 residential units, including single family residential homes, small lot attached single family homes, townhouses, and apartments. It will also include over 10 acres of retail and office commercial land. Moderate residential densities will be on the periphery of the development with higher densities located near the center and north near the transit and commercial core. The project anticipates the integration of townhouses and apartments within the commercial core to create a pleasant urban setting. The entire plan will be architecturally unified with street views designed to focus on architectural landmarks or open space areas. Landscaping and the preservation of natural areas will also play an important role in the development of the project.

Primary Land Use Designations and Design Features

A preliminary conceptual plan of Fairview Village is presented in Figure 1 and the proposed land use designations are depicted in Figure 2 with a corresponding land use summary in Table 1. 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 1
VC - Village Commercial

Fairview Village will include a neighborhood shopping center at the main entrance (Village Main Street) on N. E. Halsey Street. The center is to include a large (40,000-50,000 sq. ft.) supermarket and a smaller second (20,000-30,000 sq. ft.) anchor retailer. These two retailers will provide essential goods to neighboring residents which presently are only available by automobile. The center will have adequate surface parking to allow for economic viability. In addition, being located at the periphery of the village, it will collect automotive traffic destined to Village Main Street retailers and deter excess vehicular traffic from venturing further into the project.

Multi-family dwellings will be allowed without ground floor retail or commercial uses in the "VC Flex" area which is shown in Figure 3.

VMU - Village Mixed Use

Adjacent to the neighborhood supermarket 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 main 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 will be 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 4.

VO - Village Office

At the southern terminus of the commercial and mixed uses is an area 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 5.

VTH - Village Townhouse

Townhouses will line the narrow village streets in-close to the town center creating an urban feel to the village interior. The townhouses will 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 will be hidden from view with garages located to the rear of the main structure. The area subject to this requirement is shown in Figure 6.

VA - Village Apartment

A variety of apartment types will exist throughout the village, including apartments over retail buildings and "garden" apartments. Typically, these garden apartments will be "U" shaped as
shown, 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 will generally be 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 7.

**VSF - Village Single Family**

Single family residential lots will range in size from approximately 4,000 to 7,700 square feet. Homes built on the single-family lots will have design standards regarding such features as roof pitch, front porches, the location of garages, and allowing accessory buildings on a lot. The homes will 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 will be placed on encouraging efficient land use and privacy. Market acceptance will demand that the homes be of high quality, but affordable.

A number of the home sites will back up to wetlands, Fairview Creek, or Clear Creek. The lots will extend to the center of the creek, but a conservation easement will restrict development within 50 feet of Fairview Creek or 37.5 feet of Clear Creek. This area along the creeks will 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 8.

**Parks and Open Spaces**

The plan calls for preserving 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, will be restored and enhanced and approximately 2.3 acres of ponds will be built to improve the quality of storm water going into the creek from the development.

**Parks**

A neighborhood park covering about 2.1 acres, shown in Figure 9, will be dedicated for active recreation purposes and for community-wide gatherings and events. It is proposed to be moved from the location near N. E. Halsey Street shown in the Fairview Parks and Recreation/Open Space Master Plan to a central location to serve as the neighborhood park for the village. Pocket parks, totaling over one acre (combined), are located within residential areas. The combined total area of parks provided will be approximately 3.19 acres (Table 1). Park areas will be dedicated to the city at the time of development permit issuance. In addition, passive open spaces and areas wetlands and stream corridors, occupy approximately 4.75 acres.
Accessways

The parks plan calls for strong connections from old town to and through this site in a north/south direction along an on-street bike and pedestrian route and east/west along off-street pathways. 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 is anticipated which would complement the on-street routes and provide connection along Fairview Creek, across Clear Creek, and between all development areas. This will ensure that residents have convenient and comfortable connectivity throughout the development. This system is shown in Figure 9.

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 found on the site, 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, all significant wetland areas and stream corridors will be preserved and enhanced. To compensate for filling the small wetland, Fairview Creek, which has been severely degraded by previous activity, will be restored to a natural condition with corridors of 75 (Clear Creek) or 100 (Fairview Creek) feet in width. The proposed enhancement, as compensation for the loss of the one-half acre wetland, has been reviewed by Ken Bierly, Wetlands Program Manager, from the Division of State Lands. He has given a preliminary endorsement of the project (May 94)

The Fairview Parks and Recreation/Open Space Master Plan identifies "open space" areas on this property and adjoining parcels. The proposed parks and open space areas shown in the Fairview Village plan are consistent with the parks plan. In addition, other open space areas on neighboring properties will be dedicated to or purchased by the city to implement the parks plan. The map in Figure 9 shows the location of the parks plan open space designation.

Stormwater

As part of the system of open spaces, the plan includes stormwater treatment and detention areas to eliminate any potential impacts related to flooding or water quality. These facilities are shown on Figure 9.

Transportation

Specific to this land use application it is important to note the project 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 will obviously 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 project includes a neighborhood shopping area which will provide the basic daily necessities to residents, such as grocery, dry cleaning, coffee shops, day care, and banking. Residents will no longer 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 the many working residents to walk to work.

- High density housing will be clustered around the retail and commercial core, with less dense, single-family housing towards the periphery of the project. This insures that the maximum number of residents within the development have less than 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 will be located to maximize easy access for commuters. A coffee shop or similar use next to the bus stop will provide comfortable waiting and convenience for bus users.

- A bus shelter and pedestrian friendly walkways along N. E. Glisan Street and N. E. Fairview (223rd) Avenue will allow easy access to the southward bus line at that corner which links residents to the amenities of downtown Gresham and a direct link to the Tri-Met light rail system. It will be 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 including a signal and landscaped median have been recommended and designed to allow safe and easy pedestrian access to amenities for residents of the existing residential area. As a result, the new development will serve to lower vehicle miles traveled in the existing neighborhood as well. Inclusion of existing neighborhoods is a logical and important extension of good design, and is a departure from typical isolated self-standing subdivisions.

- The proposed street system links all areas of the village and with surrounding major streets (see Figure 10). Streets will be kept as narrow as possible, while maintaining appropriate emergency access. Small radii will be 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 have been designed to preserve the pedestrian friendly feel and aesthetics. Narrow sections through retail area will tend to enhance retail visibility, much as slow traffic along N.W. 23rd Avenue in Portland allows drivers to momentarily window shop as they pass by. Because of the design features that will discourage fast-moving traffic, bicycles and automobiles will be 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 proposed street intersections are proposed in locations that are compatible with the existing street system. While the street intersection at NE Fairview Avenue is opposite the entrance to the Multnomah Greyhound Club, through the charrette process the concern over village through-traffic to access the dogtrack has been 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.

A traffic analysis conducted by Kittelson and Associates, Inc. indicates that the impact of the development can be successfully addressed with a number of mitigation measures noted in the report which is on file with the city.

- Pedestrian/bike paths through the village shorten the distance for pedestrians from residences to work, commercial services, and school. All of the streets will feature sidewalks ranging from 5 to 15 feet wide along both sides. Other pedestrian/bike connections are proposed in separate pathways and alleys to provide safe and convenient access throughout the village. Up to four pedestrian/bike-only bridges over creeks have been included to shorten the walk through neighborhoods and increase the connection to walking trails. Alleys have been provided in some areas, also to create pedestrian/bike paths to shorten walk distances. A special walking trail will be provided through the natural resource area which will allow children to walk to Reynolds Middle School to the west. This system is illustrated in Figure 9.

- The developers hope to attract a number of public uses to the office facilities. Such uses will provide pedestrian accessible uses at the project's core.

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

- The project has been designed to have very "walkable" neighborhood streets. Strict landscaping and home design standards will promote a very aesthetically pleasing area to stroll. The utilization of alleys (similar to old town) in many parts of the development will 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—neighbors will know their neighbors better and will be more vigilant about unusual activity. Narrow streets will slow traffic, thus increasing safety and allowing the integration of bicycles into the flow of traffic.

- Numerous recreational amenities are proposed, allowing residents to stay at home rather than drive to other regions. Those who walk for exercise will enjoy the pleasant streets which are laid out in loops rather than cul-de-sacs. The project includes a neighborhood park for outdoor recreation as well as a number of smaller open space areas 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 will allow adults and children to observe and enjoy Oregon's natural heritage within the development.

- The retail core will include wide landscaped sidewalks, encouraging a busy, pedestrian streetscape. A public square adjoining restaurants and similar businesses, will allow outdoor activity during good weather and become a community meeting place. Landscaping within the street right-of-way will be a major design element. The area will be attractive for use by residents encouraging them to travel less often to other regional facilities by automobile.

- The project is 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. The village main street, with wide sidewalks leading to the neighborhood park, will encourage civic gatherings, parades, charitable events, etc. In all, the project is 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.
GOALS

Provide a strong sense of place in the Fairview Community through community design. Link the Village and Old Town with transit and community service uses.

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 land and the protection of sensitive natural areas.

Provide the opportunity for jobs and services within the Village 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 Village and Old Town Fairview.

POLICIES

I. Residential

Fairview Village shall provide a range of densities which promote an efficient use of the land and a variety of housing choices. The density range for the three residential zones shall be:

- Village Single Family Residential -- minimum of 5 units per acre and a maximum of 10 units per acre.
- Village Townhouse -- minimum of 10 units per acre and a maximum of 20 units per acre.
- Village Apartment -- Minimum of 20 units per acre and a maximum of 30 units per acre.

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

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

Building location and design shall consider pedestrian scale orientation.

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

- The Village Single Family Residential District shall be located on the periphery of the Village.
- Village Townhouses and Apartments shall be located adjacent to, or in convenient walking distance of the Village core.
- Multi-family shall be encouraged in conjunction with commercial uses in the Village Commercial and Mixed Use areas.

II. Village Commercial

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.

Large anchor stores may be set back from the street to allow some parking adjacent to the streets.

All anchor stores shall be located 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 uses.

III. Village Mixed Use

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 and townhouses that may evolve to retail uses in the future. Buildings located at the four corners of the Village Square (Village Main Street and Market Street Intersection. See Land Use Designations in Figure 2) shall be two stories or tall-facade one story buildings, with the first floor restricted to commercial/office/retail use.

IV. Village Office

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 development shall be designed to human scale in a series of low rise buildings, which generally do not exceed three stories.

Development shall be oriented towards the primary streets and the adjacent upland and wetland park areas.
Residential areas shall be adequately buffered from office uses.

V. Parks and Natural Areas

The protection of natural areas is an important component of the Fairview Village Plan. At a minimum, the Fairview Village shall provide the following:

- A system of open space and parks which is consistent with the Fairview Parks and Recreation/Open Space Master Plan.
- Protection of environmentally sensitive areas as required by the Zoning Ordinance.
- A neighborhood park to adequately serve the demands of the Village.
- A mechanism for the city to acquire park sites through dedications or to receive funds in lieu of dedication that will allow the city to acquire park sites in adjacent areas, in accordance with the Fairview Parks and Recreation/Open Space Master Plan.

All park land dedications or acquisitions shall be immediately included within the City of Fairview park land inventory. The City will be responsible for development and maintenance of these parks.

VI. Transportation

The Fairview Village Plan provides for the integration of land use and a transportation network. The policies in the City’s Comprehensive Plan and the following policies apply:

- All new developments shall build streets in the appropriate locations shown on the Fairview Village Street map and constructed to the street standards as depicted in Figure 10.
- Streets shown in Figure 10 as connectors may be altered in their location during the development review process. Modifying these streets must occur only when it can be shown that due to wetlands, topographic conditions, resource areas, the need to accommodate lot patterns and site planning, or significant engineering costs make the depicted street impractical to develop. Cross sections are shown Figure 10.
- Alleys shall be allowed in all residential districts.
- All alleys shall be public streets and shall be constructed to the street standards as depicted in Figure 10.
- A bus pullout designed to Tri-Met standards shall be provided at NE Halsey and the Village main street in conjunction with an all-weather bus shelter.
- Design efforts shall be made to insure strong pedestrian connections between Old Town Fairview and Fairview Village.
• High density housing shall be located toward the interior of the Village.
• Streets shall be kept as narrow as is practicably allowed per state fire code.

VII. **Trail and Pedestrian Connections**

All pedestrian accessways and trails shall be constructed to standards established by the City at the time of development.

All pedestrian accessways and trails identified on Figure 9 shall either be within a dedicated right-of-way or easement granted to the City.

The City of Fairview shall be responsible for the ongoing maintenance of all pedestrian accessways and trails.