



# MEMORANDUM

**DATE:** September 2, 2015  
**TO:** Fairview TSP Update Project Management Team  
**FROM:** Darci Rudzinski and CJ Doxsee, Angelo Planning Group  
Mat Dolata and Jasmine Pahukula, DKS Associates  
**SUBJECT:** **Plan and Policy Framework Review for Fairview TSP Update**

P#09042-045

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This memorandum summarizes the plans, policies, targets and standards that are applicable to the City of Fairview Transportation System Plan (TSP) update. The City's current TSP will serve as the foundation for the update process, upon which new information obtained from system analysis and stakeholder input will be applied to address changing transportation needs through the year 2035. As new strategies for addressing transportation needs are proposed, compliance and coordination with the plans, policies, and regulations described in this document will be required.

This review will help to guide the update process by highlighting key requirements and standards, identifying inconsistencies in the 1999 TSP and pinpointing gaps that need to be resolved to meet the key requirements and standards.

## Transportation System Planning in Oregon

Transportation System Planning in Oregon is required by state law as one of the 19 statewide planning goals<sup>1</sup> (Goal 12- Transportation). The Transportation Planning Rule (TPR), OAR 660-012<sup>2</sup>, defines how to implement State Planning Goal 12. Specifically, the TPR requires:

- The state to prepare a TSP, referred to as the Oregon Transportation Plan (OTP);
- Metropolitan planning organizations (MPOs) to prepare a Regional Transportation Plan (RTP) that is consistent with the OTP (the Metro RTP<sup>3</sup> applies to Fairview); and
- Counties and cities to prepare local TSPs that are consistent with the OTP and RTP.

The TPR directs TSPs to integrate comprehensive plan land use with transportation needs and to promote systems that serve statewide, regional and local transportation needs. These requirements aim to improve community livability by encouraging land use patterns and transportation systems that make it more convenient for people to walk, bicycle, use transit and drive less to meet their daily needs.

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<sup>1</sup> Statewide Planning Goals: <http://www.oregon.gov/LCD/goals.shtml>

<sup>2</sup> Transportation Planning Rule: [http://arcweb.sos.state.or.us/pages/rules/oars\\_600/oar\\_660/660\\_012.html](http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html)

<sup>3</sup> Metro Regional Transportation Plan: <http://www.oregonmetro.gov/index.cfm/go/by.web/id=25038>



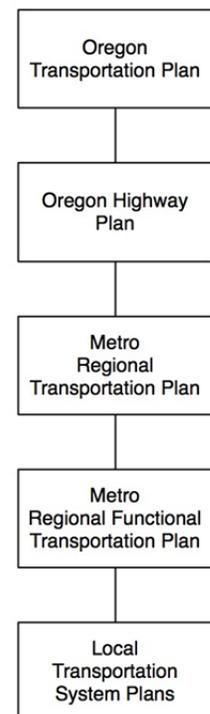
As the guiding document for regional and local TSPs, the OTP<sup>4</sup> establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing transportation in Oregon. These are further implemented with the Oregon Highway Plan (OHP)<sup>5</sup> and the RTP, which is adopted to meet Federal requirements.

## Why does Fairview need an Updated TSP?

The City's current TSP was adopted in 1999. Since then new requirements have been integrated into the OTP, OHP and Metro RTP, many key transportation projects have been completed, the Metro Urban Growth Boundary and Urban Reserve areas have changed, and the City's Comprehensive Plan and Municipal Code were updated. More than 15 years of regulatory, land use and transportation system changes will be considered in this TSP update.

**ODOT's Transportation System Plan Guidelines**<sup>6</sup> direct TSP updates to address recent policy and regulatory changes, and calls out important changes to the OTP, OHP, TPR, and federal changes implemented into the RTP. Since adoption of the 1999 Fairview TSP, the OTP was updated (2006) to emphasize maintaining assets in place, optimizing existing system performance through technology and better system integration, creating sustainable funding, and investing in strategic capacity enhancements. Policy 1F (Highway Mobility) of the OHP was amended to allow for the adoption of alternative mobility standards where it is "infeasible or impractical to meet the mobility targets" for a specific facility, corridor or area. Appendix C of the OHP (Access Management Spacing Standards) was also modified to be consistent with amendments to the Access Management Rule, OAR 734-051.

**Metro's Regional Transportation Functional Plan**<sup>7</sup> (RTFP) directs how Fairview should implement the RTP through the TSP and other land use regulations. The RTFP codifies existing and new requirements which local plans must comply with to be consistent with the RTP. If a TSP is consistent with the RTFP, Metro will find it to be consistent with the RTP.<sup>8</sup>



<sup>4</sup> Oregon Transportation Plan: <http://www.oregon.gov/odot/td/tp/pages/otp.aspx>

<sup>5</sup> Oregon Highway Plan: <http://www.oregon.gov/odot/td/tp/pages/ohp.aspx>

<sup>6</sup> ODOT Transportation System Plan Guidelines: <http://www.oregon.gov/ODOT/TD/TP/Plans/Guidelines.pdf>

<sup>7</sup> Metro Regional Transportation Functional Plan: <http://www.oregonmetro.gov/regional-transportation-functional-plan>

<sup>8</sup> The RTP was last updated in July of 2014. It includes most of the policies, goals and objectives from the 2035 Regional Transportation Plan, which adopted an outcomes-based approach that distinguished it from past RTPs. As noted in the RTP, the update has strengthened and added more detail to the bicycling and walking policies to reflect direction from the Regional Safety Plan and Regional Active Transportation Plan. The Fairview TSP process will consider this additional policy direction and will explore opportunities to strengthen local policies regarding non-motorized modes of transportation.



The RTFP provides guidance on several areas including transportation design for various modal facilities, system plans, regional parking management plans and amendments to comprehensive plans. The following directives specifically pertain to updating local TSPs:

- Include regional and state transportation needs identified in the 2035 RTP along with local needs.
- Local needs must be consistent with RTP in terms of land use, system maps and non-SOV modal targets.
- When developing solutions, local jurisdictions shall consider a variety of strategies, in the following order:
  - TSMO (Transportation System Management Operations.)
  - Transit, bicycle and pedestrian projects.
  - Traffic calming
  - Land use strategies in OAR 660-012-0035(2)<sup>9</sup>
  - Connectivity, including pedestrian and bicycle facilities
  - Motor vehicle capacity projects
- Local jurisdictions can propose regional projects as part of RTP process.
- Local jurisdictions can propose alternate performance and mobility standards, however, changes must be consistent with regional and statewide planning goals.
- Local parking regulations shall be consistent with the RTFP.

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<sup>9</sup> This section of the Transportation Planning Rule requires Metro area jurisdictions to evaluate land use designations, densities, and design standards to meet local and regional transportation needs.



## How is the Transportation System Defined?

The following sections summarize the state highway classifications and land use designations for areas in the City of Fairview. This information ultimately determined the adopted standards and regulations that apply to state highways in Fairview.

### ***ODOT Classifications for State Highways in Fairview***

OHP Policy 1A (State Highway Classification System) categorizes state highways for planning and management decisions. In Fairview, I-84 (Columbia River Highway No. 2) is classified as an Interstate Highway, National Highway System (NHS), National Network, Freight Route, and Reduction Review Route. It is intended to provide mobility, safe and efficient high-speed continuous-flow operation, and connections to major cities, regions within and outside of the state, and regional trips within the metropolitan area.

**State Highway Freight System:** OHP Policy 1C addresses the need to balance the movement of goods and services with other uses. It states that the timeliness of freight movements should be considered when developing and implementing plans and projects on freight routes. In Fairview, I-84 is classified as Federal Truck Routes and an Oregon Freight Route.

Updates to the TSP will support the existing highway classifications and will enhance the ability of the highways in Fairview to serve in their defined functions.

### ***Metro Land Use Designations***

The 2040 Growth Concept is the region's long range plan for managing growth by integrating land use and transportation. Metro's 2040 Growth Concept,<sup>10</sup> Figure 2.1 in the RTP, applies land use designations to the Portland region. The concept concentrates mixed use and higher density development in areas of the region designated as "Centers," "Corridors," and "Main Streets." The 2040 Growth Concept land uses are arranged in a hierarchy, with the primary and secondary land uses, referred to as 2040 Target Areas, as the focus of RTP investments. The hierarchy also serves as a framework for prioritizing RTP investments. Metro land use designations in the City of Fairview are shown in Figure 1.

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<sup>10</sup> Metro 2040 Growth Concept: <http://www.oregonmetro.gov/index.cfm/go/by.web/id=29882>

Figure 1 - Metro Land Use Designations in Fairview



Source: Metro 2040 Growth Concept Map, September 2014

**Primary land uses** in Fairview include the “Fairview Town Center” which generally includes the area bounded by Lincoln Street to the north, NE Halsey Street to the south, NE Fairview Avenue and 6<sup>th</sup> Street.

**Secondary land uses** in Fairview include:

- “Halsey Street Corridor” from Fairview Avenue to Fairview Parkway.
- “Halsey Street Main Street” from Fairview Parkway to NE 201<sup>st</sup> Avenue.
- “Fairview Avenue Main Street” from Halsey Street north to the railroad tracks.
- “Sandy Boulevard Main Street” from Eldeberry Street (near Wood Village Park) to Rolling Hills Mobile Terrance & RV Park of Portland

The remaining areas of Fairview are designated as Neighborhood land uses. These areas have the lowest priority for RTP investments.



## How is the Transportation System Managed?

**State Highway Mobility Standards:** OHP Policy 1F sets mobility targets for ensuring a reliable and acceptable level of mobility on the state highway system. The following mobility targets are applicable in Fairview (pursuant to Policy 1F, Table 7):

- In the designated **Town Center** and the roadway segments through the **Main Street** land use area, the mobility standards require that roadways operate at or below a volume to capacity (v/c) ratio of 1.1 during the peak first hour, and 0.99 during the peak second hour.
- All other roadways in Fairview (including those through Corridor and Neighborhood land use areas) have a mobility standard requiring that the highway operate at or below a volume to capacity (v/c) ratio of 0.99 during the peak first and second hours.
- Along other principal arterial routes including I-84 (east of I-205) the mobility target indicates that the highway should operate at or below a volume to capacity (v/c) ratio of 0.99 during the peak first and second hours.

**City and County Mobility Standards:** The City of Fairview Transportation System Plan (TSP)<sup>11</sup> identifies Level-of-Service (LOS) “D” as the minimum performance standard for both signalized and unsignalized intersections during peak hour operation under Fairview jurisdiction. In addition, the Multnomah County Design and Construction Manual<sup>12</sup> requires a LOS “D” as the minimum acceptable performance standard for signalized and unsignalized intersections under Multnomah County jurisdiction. LOS “C” is required on neighborhood collectors in urban areas. Exceptions to these standards may be applied in special circumstances to permit LOS “E”, if approved by the County Engineer. LOS “F” may be permitted during the peak hour on local streets intersecting with arterials or collectors, if approved by the County Engineer.

**Access Management on State Highways:** The Oregon Access Management Rule<sup>13</sup> (OAR 734-051) attempts to balance the safety and mobility needs of travelers along state highways with the access needs of property and business owners. ODOT’s rule sets guidelines for managing access to the state’s highway facilities in order to maintain highway function, operations, safety, and the preservation of public investment consistent with the policies of the OHP. Access management rules allow ODOT to control the issuing of permits for access to state highways, state highway rights of way and other properties under the State’s jurisdiction

In addition, the ability to close existing approaches, set spacing standards and establish a formal appeals process in relation to access issues is identified. These rules enable the State to set policy and direct location and spacing of intersections and approaches on state highways, ensuring the relevance of the functional classification system and preserving the efficient operation of state routes.

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<sup>11</sup> City of Fairview TSP, p.3-14 to 3-19, Adopted June 1999: <http://www.fairvieworegon.gov/DocumentCenter/View/2610>

<sup>12</sup> Multnomah County Design and Construction Manual, p.1-6 <https://multco.us/file/16499/download>

<sup>13</sup> Access Management Rule: <http://www.oregon.gov/odot/hwy/accessmgt/Pages/technicalbulletins.aspx>



OHP Policy 3A sets access spacing standards for driveways and approaches to the state highway system.<sup>14</sup> The standards are based on state highway classification and may differ based on posted speed. For I-84, new interchanges must be spaced at least 3 miles from existing interchanges. As such, no new accesses to I-84 will be considered as part of the TSP update.

**Access Management on Local Roadways:** The Fairview Municipal Code identified minimum intersection spacing standards for local roadways under Fairview city jurisdiction to be 50 feet, refer to Title 19.162.020 subsection G3 for special provisions. For arterials and collectors the Fairview TSP uses the Multnomah County<sup>15</sup> intersection spacing standards, shown in Table 1.

Table 1 – Minimum Intersection Spacing Standards in Fairview

Functional Classification	Major/Principal Arterial	Minor Arterial	Major Collector	Neighborhood Collector	Local Residential Street	Local Commercial/Industrial Street
Major/Principal Arterial	1.6 km	1.6 km	400 m	300 m	150 m	150 m
Minor Arterial	1.6 km	½ mile	300 m	240 m	120 m	120 m
Major Collector	400 m	300 m	240 m	180 m	90 m	100 m
Neighborhood Collector	300 m	240 m	180 m	150 m	60 m	60 m

**RTP Performance targets:** The Metro RTP established new performance targets (see Table 2) for safety, congestion, freight reliability, climate change, active transportation, sidewalk/trail/transit infrastructure, clean air, travel, affordability, and access to daily needs. The performance targets are regional goals that Fairview TSP should work toward achieving.

<sup>14</sup> ODOT Access Management Standards (Appendix C): <http://www.oregon.gov/ODOT/TD/TP/pages/ohp.aspx>

<sup>15</sup> Multnomah County Design and Construction Manual, p.1-6 <https://multco.us/file/16499/download>



Table 2 -2040 RTP Performance Targets

Objective	Target by 2035
Safety	Reduce serious injuries and fatalities in all modes of travel by 50% (vs. 2007-2011 average)
Congestion*	Reduce vehicle hours of delay (VHD) by 10% per person (vs. 2010)
Freight reliability	Reduce VHD per truck trip by 10% (vs. 2010)
Climate change	Reduce transportation greenhouse gas emissions per capita below 2010 levels
Active transportation	Triple walking, biking and transit mode share (vs. 2010)
Basic infrastructure	Increase by 50% access times to sidewalks, bikeways, and trails (vs. 2010)
Clean air	Ensure 0% population exposure to at-risk levels of pollution
Travel	Reduce vehicle miles traveled per person by 10% (vs. 2010)
Affordability	Reduce average household combined cost of housing and transportation by 25% (vs. 2010)
Access to daily needs	Increase by 50% the number of essential destinations within 30 minutes by bike, transit for low-income, minority, disabled pop. (vs. 2005)

\* Interim volume-to-capacity ratio (v/c) measures still apply

In addition to supporting the performance targets, the TSP will need to incorporate transportation system management and operations (TSMO) into planning. The following RTP policies provide the foundation for TSMO in the region:

- Use advanced technologies, pricing strategies and other tools to actively manage the transportation system
- Provide comprehensive real-time traveler information to people and businesses
- Improve traffic incident detection and clearance times on the region’s transit, arterial and throughway networks
- Implement marked-based incentives and programs to increase awareness of travel options

**RTP Non-Single Occupancy Vehicle (SOV) Target:** The RTP established regional mode share targets that are intended to be goals for cities and counties to work toward during implementation of the 2040 Growth Concept at the local level. Increases in walking, bicycling, ridesharing and transit mode shares will be used to demonstrate compliance with per capita travel reductions required by the state Transportation Planning Rule. The following modal targets apply to RTP land uses in Fairview:

- Town Centers, Corridors and Main Streets: Non-drive alone modal target of 45 to 55 percent
- Neighborhoods: Non-drive alone modal target of 40 to 45 percent

As required by the RTP and the TPR, jurisdictions within the Metro region must adopt policies and actions that encourage a shift towards non-SOV modes. The following summarizes the required non-SOV strategy requirements for local jurisdictions to implement:<sup>16</sup>

- Adopt 2040 modal targets in TSP policies
- Adopt street connectivity plans and implementing ordinances
- Adopt maximum parking ratios to implement the parking requirements of Title 2 of the Urban Growth Management Functional Plan
- Adopt transit strategies, including planning for adequate transit facilities and service; pedestrian facility planning and infrastructure that support transit use; location and design of buildings in transit zones that encourages transit use; and adoption of a transit system map, consistent with Metro requirements.

Additional strategies will be considered in the Fairview TSP:<sup>17</sup>

- Continue to require transportation-efficient development through efforts to meet density and other land use targets in centers and corridors as part of compliance with Metro Functional Plan and related requirements.
- Construct bicycle and pedestrian projects, consistent with state, federal and local government requirements. Local governments and Metro should prioritize projects that enhance connectivity of the bicycle and pedestrian system and access to transit.
- Continue to support TriMet and other transit agencies in providing frequent, reliable and comprehensive transit service, and local implementation of pedestrian and bicycle infrastructure to improve access to transit. Credit local jurisdictions with efforts to support transit agencies in these efforts.
- Support and encourage efforts to implement employer-based TDM strategies. Coordinate with employers even in areas where the formation of TMAs is not required.
- Encourage and assist in implementing parking cash-out programs or other techniques to eliminate employer subsidies for parking. Consider requiring local governments to eliminate free employee parking and provide informational materials and technical assistance to employers interested in implementing such programs.
- Support and coordinate Safe Routes to School programs and projects. Local jurisdictions and Metro should support and help coordinate these efforts through project funding and technical assistance.

**Major Projects:** OHP Policy 1G requires maintaining performance and improving safety by improving efficiency and management before adding capacity. The intent of policy 1G and Action 1G.2 is to ensure that major improvement projects to state highway facilities have been through a planning process that involves coordination between state, regional, and local stakeholders and the public, and that there is substantial support for the proposed improvement.

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<sup>16</sup> From Metro's 2005 non-SOV Target Actions Study, *Evaluation of Potential Measures for Achieving Modal Targets*. A comprehensive list of RTFP requirements for local transportation policy and implementation measures can be found in Attachment A.

<sup>17</sup> From Metro's 2005 non-SOV Target Actions Study, *Evaluation of Potential Measures for Achieving Modal Targets*.



**Off-System Projects:** OHP Policy 2B establishes ODOT’s interest in projects on local roads that maintain or improve safety and mobility performance on state roadways and supports local jurisdictions in adopting land use and access management policies. The TSP will include sections describing existing and future land use patterns, access management, and implementation measures.

**Traffic Safety:** OHP Policy 2F identifies the need for projects in the state to improve safety for all users of the state highway system through engineering, education, enforcement, and emergency services. One component of the TSP is to identify existing crash patterns and rates and to develop strategies to address safety issues. Proposed projects will aim to reduce the vehicle crash potential and/or improve bicycle and pedestrian safety by providing upgraded facilities that meet current standards.

**Alternative Passenger Modes:** OHP Policy 4B, Action 4B.4 requires that highway projects encourage the use of alternative passenger modes to reduce local trips. The TSP will develop ways to support and increase the use of alternative passenger modes to reduce trips on highways and other facilities. This will include improvement to bicycle and pedestrian facilities and consideration of transit movement along roadways.

**Projects on State Highways:** The Highway Design Manual<sup>18</sup> (HDM) provides uniform standards and procedures for ODOT and is in general agreement with the 2001 American Association of State Highway and Transportation Officials (AASHTO) *A Policy on Geometric Design of Highways and Streets*. Some key areas where guidance is provided are the location and design of new construction, major reconstruction, and resurfacing, restoration or rehabilitation (3R) projects. The HDM should be used for all projects on state highways in Fairview to determine design requirements, including the maximum allowable volume to capacity ratios for use in the design of highway projects.

## Other Background Information for the TSP Update

The following sections summarize additional background information or guidance documents that will be used in updating the Fairview TSP.

### *Projects to be considered in Future Transportation Analysis*

Several of the documents reviewed identified transportation improvement projects that will be considered in future transportation analysis in Fairview. The projects include:

#### **2015-2018 Statewide Transportation Improvement Program<sup>19</sup> (STIP) projects:**

- Arata Road (between 223<sup>rd</sup> and 238<sup>th</sup>) frontage improvements including sidewalk construction, lighting and landscaping.
- Correct Sandy Boulevard (between 230<sup>th</sup> and 238<sup>th</sup>) substandard conditions

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<sup>18</sup> ODOT Highway Design Manual: [http://www.oregon.gov/odot/hwy/engservices/pages/hwy\\_manuals.aspx](http://www.oregon.gov/odot/hwy/engservices/pages/hwy_manuals.aspx)

<sup>19</sup> ODOT STIP: [http://www.oregon.gov/ODOT/TD/STIP/STIP/15-18\\_FINAL\\_STIP.pdf](http://www.oregon.gov/ODOT/TD/STIP/STIP/15-18_FINAL_STIP.pdf)



**Metro RTP:** Projects were identified along Metro Mobility Corridors for Gresham/Fairview/Wood Village/Troutdale to Damascus (Mobility Corridor #15) with additional details provided in the East Metro Connections Plan<sup>20</sup>

- **Eastman/223<sup>rd</sup> Connections:** This project will address future needs on Glisan Street between 201<sup>st</sup> and Fairview Parkway. Future traffic growth will be addressed with targeted north-south roadway capacity investments along 223rd/Eastman, including at Stark/223rd and Eastman and Powell. Projects to better coordinate the signal timing at intersections along Eastman/223rd will provide needed capacity improvements.
- **Edgefield/Halsey Main Street Implementation:** This project will be a joint effort between Fairview, Wood Village, Troutdale and Multnomah County to implement features of the Halsey Street Concept Design Plan (2005). Projects include realizing Halsey as a 2-lane road with median/turn lane, full bike lanes, sidewalks and pedestrian crossings. Projects support the downtown visions for the three cities and help attract commercial development, particularly adjacent to Edgefield, an important destination in East Multnomah County.
- **Downtown Fairview and Wood Village:** Projects along Fairview Avenue between I-84 and Arata Road will provide multi-modal improvements that improve access, connectivity and safety. Projects also improve connections between Arata Road and Halsey Street.

Other projects include:

- **NE 207<sup>th</sup> Avenue: Arterial Corridor Management:** Corridor management between Sandy and Glisan (Metro Project 11297). Install upgraded traffic signal controllers, establish communications to the central traffic signal system, provide arterial detection (including bicycle detection where appropriate) and routinely update signal timings. Provide real-time and forecasted traveler information on arterial roadways including current roadway conditions, congestion information, travel times, incident information, construction work zones, current weather conditions and other events that may affect traffic conditions.

**East Metro Connections Plan:** Project packages were identified for three areas/corridors in Fairview, consistent with the RTP mobility corridor improvements identified above. The improvements included in the action plan for each project package are listed below. The projects were recommended to be advanced in the RTP amendment. Catalyst projects (CP) are those deemed necessary to begin implementation of the package and are identified in Table along with financially constrained (FC) projects. Projects lacking a Metro RTP ID are not included in the amended RTP list of projects.

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<sup>20</sup> East Metro Connections Plan, Metro, June 07, 2012



Table 3 - Project List from East Metro Connections Plan

Metro RTP ID	EMCP ID	Project Name	Project Description	CP	FC
<b>Eastman/223rd Connections Projects</b>					
10386	10386	Glisan Street Multi-Modal Improvement	Upgrades include bike lanes, sidewalks, on-street parking and 4 vehicular travel lanes; 201 <sup>st</sup> - Fairview Parkway	No	Yes
10473	10473	Eastman(223rd) at Stark	Add new turn lanes	Yes	No
11687	99150	Powell and Eastman	Additional southbound left turn	No	Yes
-	99131	207th new collector extension	New 2-3 lane collector	No	-
11689	99153	Eastman	Eastman & 25 <sup>th</sup> pedestrian crossing, bike lane and storm water improvements	No	Yes
11297	99142	NE 207 <sup>th</sup> Ave. Arterial Corridor Management	Upgrade signals controllers, provide arterial detection and real time traveler information	Yes	No
11260	99142	223 <sup>rd</sup> Ave. Arterial Corridor Management	Upgrade signals controllers, provide arterial detection and real time traveler information	Yes	No
11254	99142	Glisan St Arterial Corridor Management	Upgrade signals controllers, provide arterial detection and real time traveler information	Yes	No
11253	99142	Stark St Arterial Corridor Management	Upgrade signals controllers, provide arterial detection and real time traveler information	Yes	No
<b>Edgefield/Halsey Main Street Projects</b>					
-	11287	Halsey Street Improvements	Widen to 3-lane with center turn lane and sidewalk and bike lane enhancements	No	-
10385	10385	Reconstruct Halsey Street with Improvements	Widen to 3-lane with center turn lane and sidewalk and bike lane enhancements; 238th to Historic Columbia River	Yes	Yes
<b>Downtown Fairview &amp; Wood Village</b>					
10387	10387	Reconstruct Arata Road	Widen to 3-lane with center turn lane and sidewalk and bike lane enhancements ; 223 <sup>rd</sup> to 238 <sup>th</sup>	Yes	Yes
10398	10398	Wood Village Boulevard Extension	New extension as a 2-lane major collector with center turn lane, sidewalks and bike lanes; Arata to Halsey	No	Yes
-	99129	Wood Village extension - multi use path	Complete multiuse gap	No	-
-	99130	Fairview Avenue multi-modal improvements	Complete bicycle and Pedestrian facilities; I-84 to Arata Road	No	-

Notes:

EMCP – East Metro Connections Plan

CP – Catalyst Project

FC – Financially Constrained



**Metro Regional Trails and Greenways Plan**<sup>21</sup>: This Plan identified planned improvements to the Gresham Fairview Trail that are near completion. Upon completion the trail will connect to Springwater Trail and the 40-mile Loop at Marine Drive as well provide connection between neighborhoods and schools, parks, natural areas and businesses.<sup>22</sup>

**TriMet Transit Investment Priorities (2014-2015)**: To better serve the Portland area TriMet has outlined their investment priorities for fiscal year 2015. The priorities fall into three categories: making transit better for riders, ensuring financial stability and planning for the future of transit. Key efforts under planning for the future of transit that impact Fairview include:

- Service Plan Enhancements (detailed above in the TriMet Eastside Service Enhancement Plan).
- Improving access specifically pedestrian access.
- Making fares affordable.
- Building partnerships for priorities identified in the region's high-capacity transit plan.

**TriMet Eastside Service Enhancement Plan**<sup>23</sup>: TriMet is gathering ideas for improving service in the communities of East Portland, Fairview, Gresham, Troutdale, and Wood Village through the end of 2015. As part of this Eastside Service Enhancement Plan process, a series of community conversations and surveys are being conducted with riders, community groups, businesses, and other stakeholders. Feedback received thus far has identified the need for new north-south lines, new frequent service lines, and more frequency, longer hours of service, and more weekend service on existing lines. The current draft vision for service enhancements includes the following improvements in the Fairview area:

- East Columbia Corridor Shuttle – establish a new community/jobs connector service in partnership with cities, counties, and employers to serve the employment area between I-74, the Columbia River, and the Sandy River.
- Line 21 – Establish a new service between 238<sup>th</sup> and Gresham Transit Center via 242<sup>nd</sup> and Hogan Road to better serve Wood Village, Walmart, and the Gresham Vista Business Park.
- Line 25 – Establish a new service on Glisan to Cherry Park and 257<sup>th</sup> as well as increase frequency and hours to better serve nearby Reynolds, High School and Mount Hood Community College.
- Line 77 – Increase frequency of service to Wood Village, Troutdale, Gresham, and East Portland.
- Line E – Establish a new north/south service between Gresham Transit Center and Troutdale Reynolds Industrial Park.

**Gresham/Fairview Trail Master Plan**: This plan illustrates the preferred trail route based on user safety, ease of use, land ownership, cost effectiveness and public involvement.

**Columbia-Cascade River District Plan**: The Columbia-Cascade River District Economic Development Planning Project was initiated by Fairview, Gresham, Troutdale and Wood Village to develop a collaborative project for

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<sup>21</sup> Metro Regional Trails and Greenways: <http://www.oregonmetro.gov/regional-trails-and-greenways-system>

<sup>22</sup> City of Gresham Parks and Regional Recreation Department

<sup>23</sup> TriMet Eastside Service Enhancement Plan: Draft Vision for Future Service: <http://future.trimet.org/east/draft-vision-for-the-eastside-service-enhancement-plan>



industrial and limited commercial development within the area. The need for a comprehensive Public Facilities Plan was identified during the planning process. There are no transportation projects identified for the City of Fairview, but there were projects identified for Multnomah County within Fairview as follows:

- Sandy Boulevard between 207<sup>th</sup> and 238<sup>th</sup> improvements
- 223<sup>rd</sup> Northern Railroad Bridge

**Sandy Boulevard Refinement Plan:** The Sandy Boulevard Refinement Plan illustrates improvement projects on US 30B (Sandy Boulevard) within Fairview and Wood Village. The plan includes three elements Corridor Vision, Land Use Plan, and Transportation Plan. The Corridor vision will guide the future land use and transportation alternatives analysis. NE 223<sup>rd</sup> Avenue acts as a dividing line along Sandy Boulevard. West of NE 223<sup>rd</sup> and Sandy Boulevard the street design should support neighborhood activities and increased bicycle and pedestrian travel. To the east the street should support industrial and commercial uses. The street improvements will focus on truck access, traffic flow and multi-modal conflict management. The plan implementation includes guidelines and requirements for roadway, pedestrian, bicycle and transit projects. Implementation recommendations in the plan that apply to transportation and right-of-way improvements in Fairview include the following:

- Adopt the proposed Corridor Commercial zone in Fairview. (*Note: the zone has been adopted.*)
- Designate Sandy Boulevard as a County minor arterial and seek combinations of funding (including regional funding, local improvement districts, and exactions) for improving the roadway to modified minor arterial standards.
- Implement road design standards for Sandy Boulevard that modify existing County standards for minor arterials (see Figure 2 and Table 4).
- Make intersection improvements including the following: a separate eastbound right-turn lane at 207<sup>th</sup> Avenue (Fairview Parkway); separate left-turn lanes on 223<sup>rd</sup> Avenue and Sandy Boulevard approaches; new traffic control for the 223<sup>rd</sup> Avenue intersection (meeting County warrants); and crosswalks on all legs of these major intersections that facilitate safe pedestrian crossings and meet ADA requirements.
- Provide mid-block crossings at locations recommended in the plan. (*Note: The corresponding figure in the plan is not legible in the scanned copy of the plan.*)
- Provide medians, street lighting, street trees, and planter areas consistent with recommended design and installation direction in the plan.

Figure 2 - Recommended Sandy Boulevard Cross Section

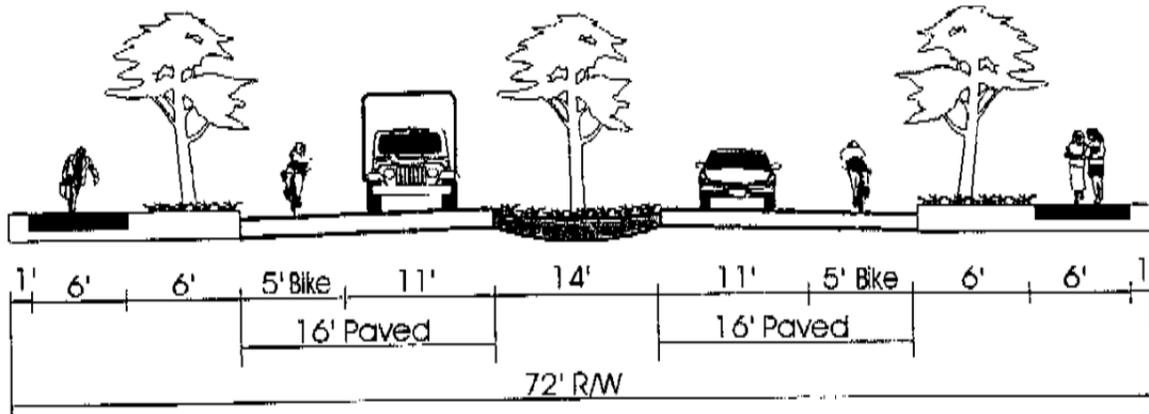


Table 4 – Recommended Sandy Boulevard Design Standards

Street Design Element	County Standards	Recommended
Vehicle Lane Width	11-12 feet	11 feet
On-Street Parking	None	*
Bicycle Lanes	5-6 feet	5 feet
Sidewalks	5-8 feet	6-12 feet **
Landscape Strips/Tree Wells/Planter Area	0-8 feet	6 feet
Medians/Turn Lane Widths	12-14 feet	14 feet ***

\*On-street parking allowed adjacent to Corridor Commercial zones, as appropriate; on-street parking may be allowed with additional right-of-way (8 feet for parking on one side of the street and 16 feet for parking on both sides) required to maintain minimum facilities for other elements. Intermediate curb extensions with tree wells, as appropriate.

\*\* Minimum 6 feet width at other locations. Wider sidewalks adjacent to commercial districts and transit stops, as appropriate.

\*\*\* Median to be built with bioswale features as described by Metro 2001 “Green Streets: Environmental Designs for Transportation” guidelines.

**Halsey Street Conceptual Design Project (2005):** The Halsey Street Conceptual Design Project planning process grew out of earlier planning efforts associated with developing Fairview Village, during which reclassification of Halsey Street from a County major arterial to a three-lane minor arterial street was requested and a more multi-modal-oriented design for the street was recommended. The Halsey Street Conceptual Design Project was then commissioned to help create a corridor that links older and newer parts of Fairview, Wood Village, and Troutdale, establishes identity and gateways, incorporates green street design into the streetscape, and minimizes the need to acquire land for public right-of-way.

Recommendations from the project that relate to transportation and right-of-way improvements specifically in Fairview include the following.

- Street design as development/redevelopment occurs and as funding is secured for designs shown in Figures 3, 4, and 5
- On-street parking in areas zoned for commercial use only on the side of the street adjacent to land zoned for commercial use
- A continuous center turn lane with pedestrian islands in identified locations including west of the entrance to Fairview Oaks
- Ornamental pedestrian-scale street lighting, per County standards

Figure 3 - Recommended Street Design for Halsey Street

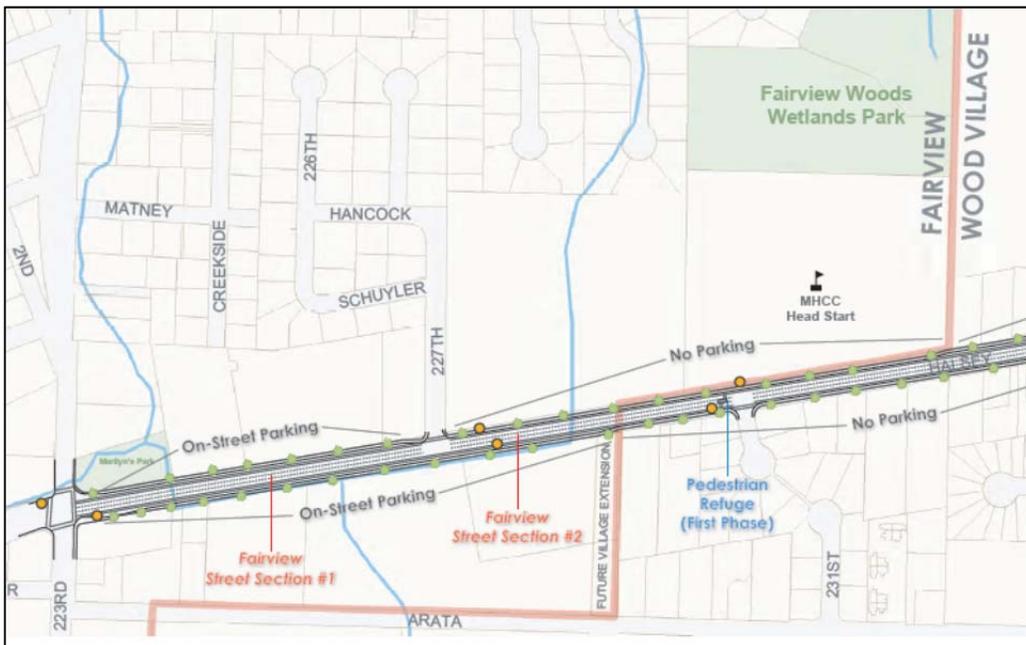


Figure 4 - Recommended Halsey Street Cross Section 1

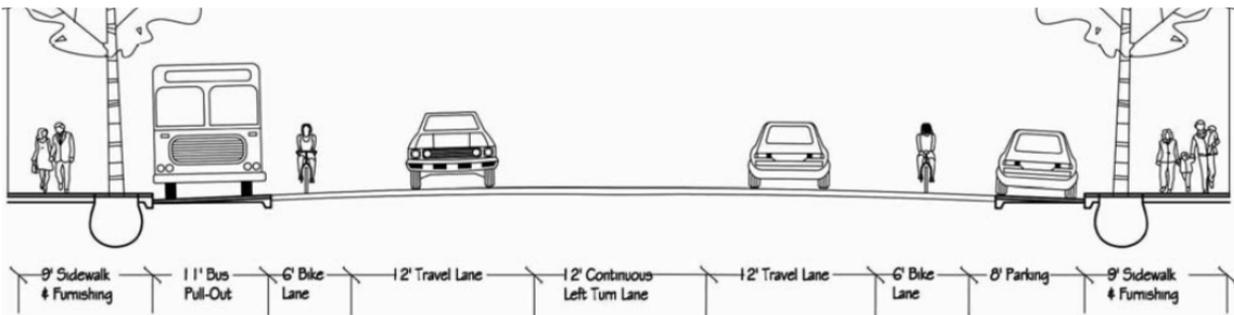
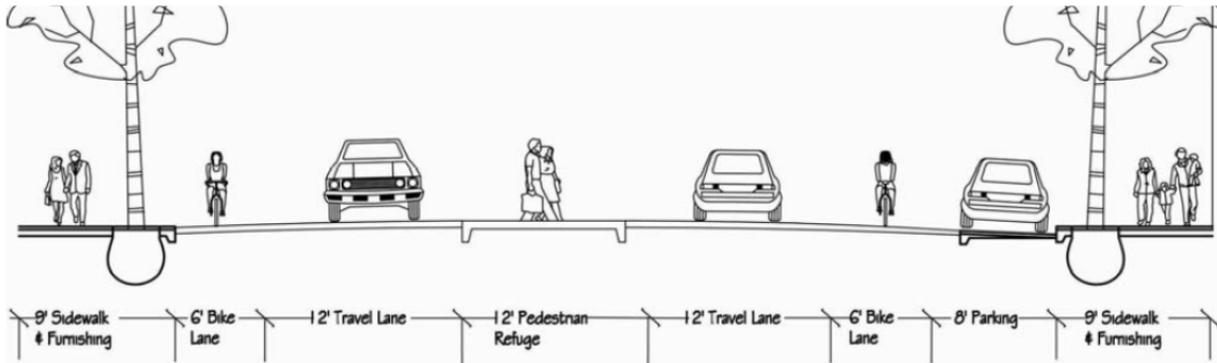


Figure 5 - Recommended Halsey Street Cross Section 2



### ***Actions or Strategies to be considered in Updating the TSP***

Several of the documents reviewed identified transportation actions or strategies that will be considered in updated the Fairview TSP. The actions or strategies include:

**Fairview Comprehensive Plan (2004):** The Fairview Comprehensive Plan (“Comprehensive Plan”) is intended to meet the requirements of the Statewide Planning Goals and the regional Urban Growth Management Functional Plan and to guide the community’s vision for future growth and development. In addition, the plan sets limits for environmental protection, identifies where special care needs to be taken to preserve significant historic and prehistoric resources, and translates important social values. The plan reflects a structure similar to the statewide planning goals.

Chapter 12, Transportation, includes background information and key policy points for the following long-range plans Fairview Transportation System Plan (1999), Sandy Boulevard Corridor Refinement Plan (2001), Metro Regional Transportation Plan (2000), Oregon Transportation Plan (1992), Multnomah County Comprehensive Framework Plan, and Oregon Land Use Goals and Guidelines (1974). This section of the Comprehensive Plan also notes that the city was working on plans for the Sandy Boulevard Corridor to improve cross sections, right of way width, intersection designs, mid-block pedestrian crossings, access management, street lighting and landscaping standards. In addition it identifies the need for coordination between Multnomah County and Oregon Department of Transportation plans, the Regional Transportation Plan, and the Oregon Transportation Plan, respectively. Information contained in Chapter 12 pertaining to roadway design standards, multi-modal transportation, rail, marine, air transportation and land use has been summarized from the 1999 TSP. This information, as well as subsections summarizing information technologies, infrastructure funding, and parking, will need to be updated to be consistent with the information developed for the updated TSP.

In addition to descriptions of the existing transportation system, Chapter 12 contains the City’s adopted transportation goals and policies. In addition to general policies, the City has specific goals and policies for the following areas: Sandy Boulevard (Goal 8), Fairview Village Transportation (Goal 9), The Lakes Transportation Improvements (Goal 10), and Old Town Transportation Improvements (Goal 11). Comprehensive Plan policies will need to be made consistent with modified and new transportation policies developed as part of the TSP update.



**Development Code:** Title 19 of the Fairview Municipal Code (FMC) contains the City’s Development Code and implements the Comprehensive Plan by providing descriptions of zone designations, allowable uses within those zones, and development regulations. In addition to the underlying zones, the City has adopted an Airport Overlay (FMC 19.95), Culturally Sensitive Lands (FMC 19.100), Floodplain Overlay (FMC 19.105), South Fairview Lake Design Overlay (FMC 19.107), Community Service/Parks Overlay (FMC 19.108), and a series of Village zones, implementing the Fairview Village community plan (FMC 19.110 – 19.155).

Standards are generally found Article III (FMC 19.160 – 19.250) and include general design standards applicable to developments in Fairview. Chapter 19.162 provides standards for vehicular and pedestrian access and circulation, including access spacing, street and sidewalk connectivity standards, and sidewalk design standards. Chapter 19.163 provides landscaping and street tree design standards, including size, type, and location requirements for parking area landscaping and street trees. Chapter 19.164 provides vehicle and bicycle parking standards applicable to proposals subject to design review. Vehicle and bicycle parking standards include minimum parking ratios (and maximum ratios for vehicles), on-street and shared parking regulations, and regulations for location and design of parking. Chapter 19.165 provides planning and design standards for all transportation facilities, applicable to all developments. The chapter includes development standards for transportation improvements, including minimum rights-of-way (and street cross-section figures), traffic signals and calming features, street alignments, connections, and extensions, and sidewalk regulations. Village Zones include general standards (FMC 19.140) and special development standards (FMC 19.145 and 19.150), which further modifying design standards found in Article III.

See Attachment A for detailed review of the Fairview development code for RTFP compliance.

**Fairview Parks and Recreation/Open Space Master Plan (2001):** The Fairview Parks and Recreation Master Plan is intended to build upon the existing assets of the community with new facilities and connections. Park development alternatives were evaluated based on the following decision-making criteria:

- Connect facilities with pedestrian and bicycle access ways.
- Develop facilities with active recreation such as baseball and soccer fields.
- Provide an equal distribution of park facilities with an emphasis on family orientation and child friendliness.
- Optimize financial and operational partnerships.
- Maximize protection of natural areas through projects and policies.

The following are the three proposed City park sites:

- 205<sup>th</sup> Avenue Park: It is planned to be a neighborhood park to serve the nearby residential areas.
- Blue Heron Park: It will be located along the southwest shore of Fairview Lake and designated as a neighborhood park.
- 207<sup>th</sup> Avenue Park: It will be located adjacent to Park Cleone. This community park is planned to be 14.48 acres with play structures, picnic areas, parking and two soccer fields.

**City of Fairview Recreational Plan (2002):** The Fairview Recreational Plan supplements the Fairview Parks and Recreation/Open Space Master Plan (2001) by focusing on the needs for recreational programming and recreational facilities. The Recreation Plan Objectives are the following:



- Create additional capacity for sports activities.
- Dedicate human resources to the development of recreation programming in the City
- Create partnerships with school districts and others with compatible missions to optimize community recreation facilities.
- Facilitate access to recreation facilities and programs outside Fairview.
- Foster community stewardship of Fairview's rich natural and cultural resources.
- Focus on path and trail opportunities that can facilitate greater use of existing recreational resources.
- Provide a balance of opportunities for both active and passive recreation.
- Where feasible, fully support recreation programming through program revenue and facility rental fees (while maintaining access for lower-income residents).
- Address the needs of all age-levels, cultural backgrounds and groups including families, youth, seniors, adults, diverse cultural groups, and people with disabilities.
- Refine priorities for recreational facilities in accordance with the Parks Master Plan.

**TriMet Bike Parking Design Standards:** Access to transit via bicycle is a key element of the TriMet's desire for a total transit system. Providing convenient, visible, and secure bicycle parking is a cost-effective way to increase the catchment area of transit. This document supplements the TriMet Design Criteria and describes design considerations for bicycle parking at light rail transit (LRT) stations, commuter rail stations, and transit centers. These guidelines were developed using survey, inventory, and count data as well as research of best practices and recommendations. The following topics are addressed:

- Bike & Rides
- Bike parking access
- Urban & neighborhood stations: design & layout
- Community stations: design and layout
- Bike & Ride secure area layout
- Bike rack and locker layout
- Bike rack and locker spacing
- Bus stop considerations

**Wood Village TSP (2012):** The update of the Wood Village TSP, adopted in 2012, addressed the City's pedestrian, bicycle, and public transportation systems. Update of the roadway system component of the TSP is due to begin in 2015. The City of Wood Village neighbors Fairview to the east; therefore, the Fairview TSP update process will track the neighboring jurisdictions' planning process and coordinate with it, as possible and appropriate.

Projects and standards that apply to roadways and land bordering Fairview include the following:

- Road design standards for Sandy Boulevard and Halsey Street that reflect work done during the Sandy Boulevard Refinement Plan (2001) and Halsey Street Conceptual Design Project (2005) (reviewed earlier in this report).
- Road design standards for major arterials (Glisan Street).



- Multi-modal opportunity corridors – provide an east-west connection between NE 223<sup>rd</sup> Avenue and NE Wood Village Boulevard (C4) and an east-west connection between the Wood Village Park mobile home park and the industrial property located west of the city limits (C9).
- Installation of sidewalks and bike lanes on both sides of NE Arata Road up to city limits and intersection with 223<sup>rd</sup> Avenue (Projects P1 and B1).

**Gresham TSP (2013):** The City of Gresham borders Fairview to the west and south. Projects and standards in the Gresham TSP that apply to roadways and land adjacent to Fairview include the following:

- Road design standards for major arterials (Sandy Boulevard) and standard arterials (Halsey Street and Glisan Street).
- Special road design standards for Marine Drive, designated as a minor arterial but located along the Multnomah County Drainage District’s Columbia River levee, configured with a vehicle travel lane and bicycle lane in each direction but without a planter strip or sidewalk behind the curb due to slope and environmental constraints.
- Future street connection in the Hoyt Street, Oregon Street, 200<sup>th</sup> Place, and 202<sup>nd</sup> Avenue vicinity on the Gresham/Fairview border.
- Street corridor projects including improving Sandy Boulevard to major arterial standards up to border with Fairview (Project 2, 20-year horizon), 201<sup>st</sup> Avenue and 202<sup>nd</sup> Avenue on the border with Fairview to minor arterial standards (Project 7, 50-year horizon), and Glisan Street to standard arterial standards up to border with Fairview (Project 11, 20-year horizon).
- Construct Gresham/Fairview Trail from Halsey Street to Marine Drive along Gresham/Fairview border (Project 107, 20-year horizon).
- Intersection projects including Halsey Street/201<sup>st</sup> Avenue (Project 9), 201<sup>st</sup> Avenue Railroad Bridge/I-84 (Project 10), and Glisan Street/202<sup>nd</sup> Avenue (Project 35) on the Gresham/Fairview border.
- Transportation System Management/Intelligent Transportation Systems projects on Halsey Street and Glisan Street.

**Tri-County Elderly and Disabled Transportation Plan (2009):** The 2009 TriMet Elderly and Disabled Transportation Plan (EDTP) builds upon the 2006 EDTP, which recognized the increased and varied transportation needs for a growing population of elders and people with disabilities. The goal is to offer a range of services that match individual abilities and support customer independence and convenience, but also promote fixed route and other lower-cost options as the best use of scarce transportation resources while emphasizing coordination and reducing redundancy. The recommendations of the plan include:

- Make the RideWise consumer education and travel training program a standard and fully coordinate a new and different TriMet LIFT paratransit eligibility process with RideWise. This program gives people freedom, independence, and choice.
- Neighborhood shuttles and shopper shuttles to take elders and people with disabilities (E&D) to fixed route transit and to activities, such as grocery shopping, that are difficult to do on the bus. These are hybrid fixed route/paratransit services, so trips can be grouped, but the service is personalized.
- Involving people with disabilities and elders in sensitivity awareness and training for fixed route and paratransit drivers, in fixed route customer service monitoring, in fixed route travel training, and in assisting



people with disabilities make transfers from one route to another or use the system beyond an initial training period.

- Give organizations used accessible vans in exchange for providing rides to elders and people with disabilities and recruiting members to be volunteer drivers in the Ride Connection community-based transportation program.
- Fixed route service frequencies and coverage in some suburban areas, as well as ways to get to the fixed routes, will need to be improved. The total fixed route transit system from the waiting area, customer service by the operators, priority seating, and security will need to be continually monitored for accessibility and improvement.
- A truly multi-modal transportation system will have pedestrian-safe communities with sidewalks. This plan recommends developing a Pedestrian Master Plan for one suburban area that can be used as a model by other communities.
- Older drivers must deal with gradual changes in functioning, changes in their reflexes, their ability to make quick decisions, and their vision at night. This plan recommends older driver safety programs be regularly scheduled throughout the tri-county area and that the programs introduce people to their public transit options as well.

**Major Transportation Developments since 1999:**

The following list summarizes the notable changes to the transportation system that have been constructed since the 1999 TSP:

- NE 223<sup>rd</sup> Avenue / Bridge Street School Crossing Improvements
- NE 223<sup>rd</sup> Avenue / 1<sup>st</sup> Street Pedestrian Path
- East County Sidewalk Improvements
- NE 223<sup>rd</sup> Avenue / Sandy Boulevard Intersection Improvements
- NE 207<sup>th</sup> Avenue / Sandy Boulevard Intersection Improvements
- NE 22<sup>rd</sup> Avenue roadway widening (at rail bridge south of Sandy Boulevard)
- Wood Village Boulevard Extension