



PLANNING COMMISSION

WEDNESDAY, JUNE 14, 2023

WORK SESSION

2. Housing Needs & Capacity Analysis (Rybold) (60 minutes)



**PLANNING COMMISSION MEETING
STAFF REPORT**

Meeting Date: June 14, 2023		Subject: Housing Needs and Capacity Analysis and Housing Production Strategy	
		Staff Members: Kimberly Rybold, AICP, Senior Planner Daniel Pauly, AICP, Planning Manager	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable	
		Comments: N/A	
Staff Recommendation: Review initial data from the Housing Needs and Capacity Analysis and the draft Public Engagement Plan for the project.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities: Increase housing opportunities for all and reach functional zero homelessness	<input checked="" type="checkbox"/> Adopted Master Plan(s): Comprehensive Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COMMISSION:

Staff will introduce the Housing Needs and Capacity Analysis (HNCA) and Housing Production Strategy (HPS) project, including initial findings from the HNCA and a draft Public Engagement Plan for the overall project.

EXECUTIVE SUMMARY:

The HNCA/HPS project will analyze Wilsonville's housing capacity and need followed by creating strategies to meet housing needs. The City's last Housing Needs Analysis was adopted in 2014. Since that time the City has taken a number of follow up actions related to housing including completing Town Center and Frog Pond master plans and adopting the Equitable Housing Strategic Plan (Attachment 1). The current project will build on these past housing initiatives and newly adopted policies. The project is required for continued compliance with Statewide Planning Goal 10 (Housing) under House Bill 2003 adopted by the Oregon legislature in 2019. Having begun in early 2023, the City anticipates the project to go through early to mid-2025.

The HNCA will identify unmet housing need in Wilsonville over the next 20 years, focusing on issues related to land need, as well as demographic change and housing affordability. This assessment consists of the following primary components:

- **Buildable lands inventory (BLI)** – The BLI examines the location of land within Wilsonville and its adjacent planning areas to determine where vacant and redevelopable land exists, excluding areas with environmental constraints and areas not planned for future residential use.
- **Assessment of need** – This includes an examination of historical and recent development trends, demographics, housing affordability, and forecasted housing growth to determine the types and quantity of new housing units the City will need over the next 20 years.
- **Assessment of capacity** – Examining the BLI results and assessment of need, this assessment will determine if there is sufficient land to accommodate the expected housing growth over the next 20 years.

Upon substantial completion of the HNCA, the project team will begin work on the HPS. Using the recommended actions of the 2020 Equitable Housing Strategic Plan as a starting point, the project team will provide additional information about key unmet housing needs in Wilsonville and propose actions that Wilsonville can take to help address the unmet housing needs. Several methods of gathering community input, including establishing a project advisory committee, participation in public events, and engagement through *Let's Talk, Wilsonville!* will inform development of the HPS as outlined in the draft Public Engagement Plan (Attachment 2).

The project team is led by consultants from ECONorthwest under a grant from the Oregon Department of Land Conservation and Development (DLCD). To align with DLCD's grant cycles, the Wilsonville HNCA and HPS will be developed in three phases:

- **Phase 1:** Preliminary HNCA analysis, to be completed by mid-June 2023 under a DLCD project grant awarded in 2021. Information from the preliminary HNCA analysis will be presented at the informational session.
- **Phase 2:** Public engagement for the HNCA, starting in July 2023 through late 2023. This phase will be funded by the City to fill a gap between available DLCD grant funding.
- **Phase 3:** Completion of the HNCA and development of the HPS, starting in late 2023 and completed by mid-2025. This phase is expected to be funded through a second grant from DLCD, which would be awarded in late 2023.

During this work session the project team will look for the following questions to be answered by the Planning Commission:

1. What comments or questions does the Planning Commission have about the draft public engagement plan?
2. What comments or questions does the Planning Commission have about the overall scope, direction, or timeline of the HNCA/HPS project?

EXPECTED RESULTS:

Presentation of the overall project approach and initial data and findings from the HNCA.

TIMELINE:

Preliminary work on the HNCA will be completed in mid-June 2023. Initial public engagement events for the project will begin in summer 2023, extending into late 2023. Work to finalize the HNCA and develop the HPS will occur throughout 2024 into early 2025.

CURRENT YEAR BUDGET IMPACTS:

The project consultants, ECONorthwest, are being paid directly by DLCD for work during FY 2022-23, thus not impacting the City budget. In addition, the DLCD grant covers up to \$22,500 worth of City staff time. For FY 2023-24 Phase 2 consultant costs, estimated to be \$30,000, will be paid by the Planning Division’s professional services budget. Staff time for Phase 2 will be paid from the Planning Division’s budget. Phase 3 consultant costs in FY 2023-24 and a portion of City staff time are anticipated to be funded by a DLCD grant in an amount to be determined.

COMMUNITY INVOLVEMENT PROCESS:

As proposed in the draft Public Engagement Plan, the HNCA and HPS will be developed with an inclusive public outreach process. Proposed engagement includes creation of a project advisory committee, participation in a variety of public events, and engagement through *Let’s Talk, Wilsonville!* Outreach will focus on engaging those most impacted by the high costs of housing, particularly those who are typically underrepresented in these conversations.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

As a result of this project, the City will have a clearer understanding of housing needs for the next 20 years and analysis to confirm if there is sufficient land area for the City to accommodate these needs. Creation of a HPS will provide an opportunity to assess the City’s progress in implementing recommendations contained within the 2020 Equitable Housing Strategic Plan and prioritize additional actions the City should undertake to meet future housing needs of the community. Pursuit of strategies resulting from this project will continue Wilsonville’s efforts to make housing more affordable and attainable for City residents and employees, ensuring Wilsonville provides housing opportunity for different household compositions, ages, and income ranges.

ALTERNATIVES:

While the scope and minimum project requirements for the HNCA and HPS are guided by State

rules, the Planning Commission may suggest modifications to the public engagement approach for the project.

ATTACHMENT:

1. Timeline of Housing-Related Planning Projects Since 2014
2. Wilsonville Housing Needs and Capacity Analysis & Housing Production Strategy – Draft Public Engagement Plan – May 25, 2023

Wilsonville Housing Related Projects Since 2014

Past Projects Dates Indicate Adoption Dates



DATE: May 25, 2023
TO: Dan Pauly, Kim Rybold
FROM: Cadence Petros, Beth Goodman, & Scott Goodman (ECONorthwest)
SUBJECT: Wilsonville Housing Needs and Capacity Analysis & Housing Production Strategy –
DRAFT Public Engagement Plan

To address issues of housing availability and affordability, the City of Wilsonville is working with ECONorthwest to develop a Housing Needs and Capacity Analysis (HNCA) and a Housing Production Strategy (HPS). The HNCA will identify unmet housing need in Wilsonville, focusing on issues related to land need, as well as demographic change and housing affordability. The HPS will provide additional information about key unmet housing needs in Wilsonville and propose actions that Wilsonville can take to help address the unmet housing needs.

Engaging stakeholders and community members is essential to ensure that the HNCA and HPS reflect the needs of community members, particularly those most impacted by the high costs of housing, with an emphasis on hearing from people who are typically underrepresented in these conversations. This document outlines strategies to obtain community input on the development of the City’s HNCA and HPS.

The Wilsonville HNCA and HPS will be developed in three phases:

- Phase 1: Preliminary HNCA analysis, completed by June 15, 2023. This phase is funded through a grant from DLCDC.
- Phase 2: Public outreach for the HNCA, started in July 2023 and completed before mid-November 2023
- Phase 3: Completion of the HNCA and development of the HPS, starting in Fall 2023 and completed by early 2025. This phase is expected to be funded through a grant from DLCDC, which should be awarded and work started late in 2023.

Purpose and Desired Outcomes of the Engagement

The purpose of the engagement activities is to develop an understanding of community housing needs and preferences and solicit input on housing strategies to address these needs in a fair and equitable way.

Stakeholders will inform the City’s understanding of housing and land needs in Wilsonville and help shape how the City may address these needs by providing input into housing strategy development, evaluation, and prioritization. The team will use the information gleaned from the community engagement, along with technical analysis to:

1. Better understand Wilsonville’s unmet housing needs and residential land challenges.
2. Identify barriers to building housing, considering land constraints, regulatory issues, market feasibility, and challenges of development of affordable housing.

3. Identify strategies to help overcome barriers to development of future housing.
4. Identify strategies to preserve existing affordable housing and increase housing options for people experiencing homelessness.
5. Evaluate strategies to achieve fair and equitable housing outcomes.

Community Engagement Overview

This engagement plan seeks to leverage existing city events and assets to provide multiple avenues for community education and feedback, as well as holding project specific community events. The plan also includes formation of a Project Advisory Committee (PAC), as well as interviews to inform and obtain more detailed input from targeted populations and knowledgeable stakeholders.

The PAC will inform and provide input on the HNCA and HPS. The PAC will include stakeholders and actors already involved with and familiar with housing and housing development (nonprofit and for-profit developers, general contractors, service providers, etc.). The PAC is not a decision-making body but will provide feedback, insight, and ideas throughout the project and make recommendations to the project team. All advisory committee meetings for the PAC are scheduled to occur in Phase 3.

The project team will identify an initial list of organizations and individual stakeholders who may be interested in weighing in on potential housing production strategies in Wilsonville. In developing the list, the team will consider groups with the greatest unmet need for housing in Wilsonville and would benefit most from this project; stakeholders with knowledge of infrastructure and other land use constraints; and potential partners of the city for implementing the actions in the HPS.

At this point in the project, the outreach priorities include:

- **Community members and housing consumers**, such as people living in Wilsonville with priority for underrepresented communities within the city, including renters, low-income households, Hispanic/Latine residents, other racial and ethnic minorities and immigrant or refugee communities, veterans, people with disabilities, seniors, agricultural workers, and formerly and currently unhoused people.
- **Developers and others involved in housing development and preservation**, focusing on affordable and market-rate housing developers who build housing in Wilsonville.
- **Service providers**, such as providers for housing services, health care services, services for underserved communities, and other service providers.
- **Elected and appointed officials**, in the form of the Wilsonville City Council and Planning Commission.

Advertising for community engagement events will take place through strategic project partners (Wilsonville DEI Committee, city staff), “Let’s Talk, Wilsonville!” printed mailers, and social media.

Community Engagement Activities

The following table summarizes key engagement opportunities and tools to inform, consult and involve community members in the planning process.

Engagement Activity	Description
<p>Project Advisory Committee (PAC)</p>	<p>The PAC will be composed of people involved in real estate development (nonprofit and for profit) and agency partners with existing industry knowledge and experience around housing and housing development. The City may extend invitations for additional optional attendees, beyond these stakeholders, such as community members with unmet housing needs. The PAC is part of Phase 3 of the project.</p> <p>The PAC will provide feedback, insight, and ideas throughout the project. Meetings will be in person.</p> <ul style="list-style-type: none"> ▪ Meeting 1: Project Kickoff and Buildable Lands Inventory ▪ Meeting 2: Preliminary Housing Needs and Land Sufficiency <p>Meetings 3 through 6 will primarily focus on housing measures and potential strategies to address housing need.</p> <ul style="list-style-type: none"> ▪ Meeting 3: Existing housing policy, barriers to accessing housing, and potential actions to overcome the barriers ▪ Meeting 4: Refine and narrow actions ▪ Meeting 5: Refine and narrow actions ▪ Meeting 6: Finalize strategies
<p>Interviews, focusing on groups affected by housing affordability issues</p>	<p>ECONorthwest will conduct 5 to 6 interviews with people such as: service providers for people experiencing homelessness, members of the Hispanic/Latine community, service providers, policy makers, and residents of Wilsonville confronting housing affordability issues. The focus of the interviews is on people with unmet housing needs in Wilsonville, especially communities who are typically underrepresented in public discussions. The interviews are part of Phase 3 of the project.</p> <p>Interviews will focus on better understanding nuances of unmet housing need, barriers to attaining affordable housing, barriers to developing housing including land and infrastructure constraints, opportunities for preservation of existing affordable housing, approaches to limiting displacement of existing residents, and approaches to addressing the issues identified through the project. ECONorthwest will review interviews conducted for similar past projects and will work with City staff to develop questions for the interviews. Interviews will be held by phone, video conference, or in person.</p>

<p>Public Events</p>	<p>The project includes up to seven public events, some of which will be held in-person and some will be online. The events may include:</p> <ul style="list-style-type: none"> ▪ Draft HNCA Results and Public Survey. This will be online information where we present key findings of the HNCA and solicit feedback about accessing housing and potential high-level approaches to addressing unmet housing need. This includes Spanish translation of materials. (July-September 2023) ▪ Wilsonville Annual Block Party. This will be an in-person event where we present key findings of the HNCA, discuss participants' personal housing concerns, needs for future housing, and solicit feedback about potential high-level approaches to addressing unmet housing need. (August 25, 2023) ▪ Rent Burdened Public meeting. This will be an open meeting to the public that engages in meaningful conversation regarding renters that experience cost burden and severe cost burden and their unique housing needs. The findings from the Draft HNCA and Online Public survey will be presented for discussion. Discussion will focus on barriers to accessing housing and potential approaches to overcoming these barriers. The Wilsonville Planning Commission will host this public meeting as a Committee for Community Involvement event. (November 8, 2023) ▪ Public Event TBD. This will be a 2 hour in person event where we present key findings of the HNCA, discuss participants' personal housing concerns, and solicit feedback about potential approaches to addressing unmet housing need. (options include Farmers' Market, Back to School Night, etc.) ▪ Culturally Specific Community Event. This will be an in-person event where we present key findings of the HNCA, discuss participants' personal housing concerns, and solicit feedback about potential approaches to addressing unmet housing need. Specific events and dates are still to be determined and will be discussed with the Wilsonville DEI Committee. (Phase 3, schedule TBD) ▪ Housing Strategies Open House. This will be an in-person event (possibly at a PC meeting) where we will present results of the HNCA and solicit feedback on the proposed housing strategies. (Phase 3, schedule TBD) ▪ Final results. This will be an online open house event where we will present results of the entire project and solicit feedback, focusing on the Housing Production Strategy. (Phase 3, schedule TBD) <p>We will work with city staff, the PAC, and the Wilsonville DEI Committee to solicit participation in the public events. Key informational materials will be made available in both English and Spanish to help educate the community about the goals and objectives of the project</p>
<p>Wilsonville Housing Conversation Guide</p>	<p>To obtain rich community feedback from residents who do not necessarily interact with the City's traditional forms of input, the plan seeks to empower project participants to host conversations with friends, family, and colleagues to discuss housing needs and helpful supports the City could offer. The Housing Conversations are part of Phase 3 of the project.</p> <p>The City will need to recruit people to host these conversations. Some source of hosts may include members of the DEI Committee, PAC members, decision makers, and other interested knowledgeable community members. ECONorthwest will develop guidance for people</p>

	<p>hosting Housing Conversations. The guidance will provide background information about the project, instructions on how to host the conversations (including ideas for outreach), key questions for discussion, direction on documenting feedback from the discussions, and details about how to submit the results of the conversations (the key take-aways).</p> <p>Execution of Housing Conversations will be dependent on availability of funding and interest in community members and leaders to lead the conversations, with support from ECONorthwest.</p> <p>Our estimate is that the Wilsonville Housing Conversations are concluded and the results of the conversations should be completed by summer 2024.</p>
Planning Commission and City Council meetings	<p>ECONorthwest will present updates to the Planning Commission and City Council, including the final draft of the HNCA and HPS. The purpose will be to inform and educate the commission and Councilors of the findings, implications, and gather feedback that will be incorporated into the final HNCA and HPS. Once the final HNCA and HPS are complete the HNCA will go through a formal legislative process and the HPS may be formally adopted or acknowledged by resolution of the City Council. ECONorthwest will provide presentation materials for this process but will not be otherwise involved in the hearing adoption process. Aside from the Planning Commission meeting in Phase 1 of the project, these meetings are part of Phase 3 of the project.</p>

Roles and Responsibilities

The following table summarizes consultant team and City staff responsibilities.

Engagement Activity	Consultant Lead	City Lead
Project Advisory Committee Meetings (PAC)	<ul style="list-style-type: none"> Draft agendas and notices Meeting materials Logistics Facilitation Prepare meeting notes 	<ul style="list-style-type: none"> Appoint committee members Obtain space for meetings Send notices and agenda Feedback on materials
Interviews	<ul style="list-style-type: none"> Interview questions Arrange & conduct interviews Interview Summary 	<ul style="list-style-type: none"> Confirm list of groups and organizations Review and input on questions
Public Events	<ul style="list-style-type: none"> Activity format Secure place for events Advertise event Communications Logistics Event materials Facilitation Summaries 	<ul style="list-style-type: none"> Obtain space for events when needed Post information to the City's website and social media Review event materials
Wilsonville Housing Conversations	<ul style="list-style-type: none"> Wilsonville Housing Conversation Guide Compiling results of the conversations Answering PAC member questions 	<ul style="list-style-type: none"> Receiving feedback returned for each conversation Helping with logistics

Planning Commission and City Council meetings	Materials Facilitation	Notices and agenda Logistics Meeting minutes
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Project Schedule

The public engagement is for this project is divided into three phases.

- Phase 1 includes the HNCA draft analysis and refinement of this community engagement document.
- Phase 2 will include initial public outreach with the Wilsonville Annual Block Party public engagement event (August 24, 2023), an online survey (July – September), and may include the Rent Burdened Public meeting (November 8, 2023).
- Phase 3 will include finalizing the HNCA and HPS and all committee meetings (PAC) and additional public engagement. Most public engagement will occur in Phase 3.

Project Budget

Task	Estimated Budget
Task 1: Project Advisory Committee (6)	\$18,182
Task 2: Public Events (Phase 2)	\$21,871
Task 3: Public Events (Phase 3)	\$14,711
Task 4: Interviews (6)	\$5,710
Task 5: Housing Conversation Guide	\$10,010
Task 6: Planning Commission and City Council (8)	\$15,385
Total	\$85,869

Engagement Schedule

